

A detailed map of Southeastern Wisconsin, showing various counties including Dodge, Washington, Racine, Kenosha, Walworth, and Jefferson. A prominent orange vertical band highlights a specific region. A winding path of black dots starts in the upper right and curves through the center and lower right. Major roads and water bodies are labeled.

# RECORD OF PUBLIC COMMENTS

# REVIEW AND UPDATE OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN

WATERSHED  
volume two

SEPTEMBER 21, 2004 THROUGH NOVEMBER 30, 2005

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# **RECORD OF PUBLIC COMMENTS**

## **REVIEW AND UPDATE OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN**

volume two

SEPTEMBER 21, 2004 – NOVEMBER 30, 2005

December 2005

Prepared by the

Southeastern Wisconsin Regional Planning Commission  
W239 N1812 Rockwood Drive  
P.O. Box 1607  
Waukesha, Wisconsin 53187-1607  
[www.sewrpc.org](http://www.sewrpc.org)

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## **RECORD OF PUBLIC COMMENTS**

### **REVIEW AND UPDATE OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN**

**VOLUME II: SEPTEMBER 21, 2004 – NOVEMBER 30, 2005**

#### **INTRODUCTION**

This report presents the public comment received on the review and update of the regional land use and transportation system plans during an initial formal public comment period of September 21, 2004, through November 30, 2005.

The report presents in a series of appendices:

- Written comments received from September 21, 2004, through November 30, 2005, and oral comments given to court reporters at the public informational meetings held in May and September 2005 (Appendix A).
- Comments from meetings through November 30, 2005, with representatives of American Civil Liberties Union of Wisconsin, Black Health Coalition of Wisconsin, Citizens Allied for Sane Highways, Metropolitan Milwaukee Fair Housing Council, and National Association for the Advancement of Colored People-Milwaukee (Appendix B).
- Attendance records of public information meetings held in May and September 2005 (Appendix C).
- Materials announcing the 18 public information meetings and summary materials distributed prior to and at those meetings (Appendix D).

The following section provides a summary of the comments received, and Commission staff responses to those comments.

#### **SUMMARY OF COMMENTS AND RESPONSES**

During the period of September 21, 2004, through November 30, 2005, a total of 27 persons provided comments regarding the review and update of the regional land use and transportation system plans. The comments were provided on comment forms available at public information meetings, or to court reporters at those meetings, or via letter, electronic mail, fax, or through the Commission website ([www.sewrpc.org](http://www.sewrpc.org)).

**Comments in Support of Preliminary Recommended Regional Land Use Plan and Preliminary Proposals for Public Transit, Bicycle and Pedestrian Facilities, Travel Demand Management, and Transportation Systems Management Elements of the Regional Transportation System Plan**

A number of persons expressed support for the preliminary recommended regional land use plan and the preliminary proposed transportation system plan elements. The following are specific subjects addressed in the comments:

***Preliminary Land Use Plan***

- Two persons supported the preliminary recommended land use plan.
- Four persons supported the recommendations to preserve environmental corridors.
- Four persons supported the need to preserve agricultural lands.
- Three persons supported the use of conservation, or cluster, subdivision designs in rural areas.

***Preliminary Transportation Plan Proposals – Public Transit, Bicycle and Pedestrian Facilities, Travel Demand Management, and Transportation Systems Management***

- One person stated that the transportation plan will be a balanced plan.
- One person supported the proposed transit element.
- Six person/groups supported the proposed bicycle element, with one suggesting expansion of the off-street path portion of the element.
- One person/group supported the proposed plan travel demand management and transportation systems management elements.
- Two person/groups supported the discussion regarding the need for dedicated transit funding; one agreed with the need for more State transit funding; and two expressed support for a regional transit authority.
- One person noting the preliminary proposed public transit element suggested that the plan does a good job of proposing transportation for people of low income, minorities, and people with disabilities.

**Comments in Opposition to Recommendations of the Preliminary Regional Land Use Plan**

Two persons proposed that development in rural areas on nonprime farmland should be at densities of one unit per one to three acres, and not at one unit per five acres as recommended in the plan.

Response: The proposed density of one unit per five acres with conservation development designs is intended to permit some limited rural development on nonprime farmland, while maintaining over the long term the rural nature and characteristics of that portion of the Region.

One person stated that the preliminary plan accommodates too much conversion of farmland, about 104 square miles in the Region over the next 30 years

Response: Over the past 30 years, over 300 square miles of farmland have been converted to urban uses. The regional plan proposes only about one-third that amount over the next 30 years, and proposes preservation of prime agricultural lands.



## **Comments in Opposition to the Preliminary Proposals Suggested for the Regional Transportation Plan**

Nine person/groups suggested that the plan should place more emphasis on implementing guideway transit, with four supporting implementation of the Kenosha-Racine-Milwaukee (KRM) commuter rail, and two supporting greater expansion of the proposed express guideway transit through more of the Milwaukee area and also supporting consideration of subways.

Response: The preliminary plan recommends development and substantial expansion of bus rapid and express transit systems, and proposes consideration in corridor studies of the upgrading of the proposed bus service to guideway transit. This approach permits development of rapid and express bus service, while corridor studies of guideway transit are underway. Two such corridor studies are now underway, one for the KRM commuter rail and the other for a Milwaukee bus guideway system.

Two person/groups suggested that the transit plan should have specific stages for completion, with one suggesting 5 percent system expansion in five years, 20 percent in 10 years, 40 percent in 15 years, 60 percent in 20 years, and 100 percent in 25 years.

Response: The preliminary proposals for public transit suggest about a 2.5 percent annual average increase, or staging, of transit expansion which about equals or exceeds the suggested stages, with the exception of achieving 100 percent expansion of transit over 30 years rather than 25 years.

One person suggested that the proposed doubling of public transit was not adequate.

Response: This will be considered by the staff and Advisory Committee as they prepare final plan recommendations.

One person suggested that the plan should consider the potential for higher motor fuel prices and their effect on travel.

Response: The staff and Advisory Committee will prepare a forecast of motor fuel price, and travel and traffic forecasts will be prepared based upon that price.

Two persons suggested that the plan propose fewer, or no, additional highway lanes.

Response: This will be considered as the Advisory Committee prepares its preliminary and final recommendations. A plan alternative will be considered which will include no highway lane additions.

Five people suggested specific changes to the plan, one suggesting removal of HOV freeway bypass ramps, one suggesting showing the Calhoun Road interchange as a split diamond interchange, one suggesting removal of previous planned Barker Road-Johnson Road extensions, one questioning the need for four lanes on portions of STH 165, and one suggesting the provision of a park-ride lot at the interchange of STH 50 with IH 43.

Response: These suggestions will be considered in the preparation of the preliminary and final plans.

One person suggested that the availability of funding for the transportation plan should be considered.

Response: This will be considered for both the preliminary and final plans. Analyses of previous plans have indicated that the plan costs are within about 10 percent of existing and expected available funding.

One person suggested that there be an analysis of who pays and who benefits, and of health effects.

Response: The plan evaluation will include projections of air pollutant emissions, and will include assessment of costs and benefits, including their distribution, with a specific analysis of impact on low income and minority populations.

One person suggested that the Canadian-Pacific Railway West Allis rail line should be maintained for freight and potential passenger rail service, and not be converted to a bicycle and pedestrian trail.

Response: The preliminary plan does not propose conversion of the subject rail line to a bicycle and pedestrian trail.

### **Other Comments and Suggestions**

Two persons suggested the need to integrate the land use and transportation plans.

Response: The land use and transportation plans are integrated. The land use plan is developed first, proposing a more desirable pattern of future land use, and the transportation plan is designed to serve the travel and traffic demands of the land use plan. The consistency of the transportation and land use plans are then reviewed by comparing the transportation accessibility within the Region to the development proposed under the regional land use plan.

One person suggested that the land use plan address affordable housing.

Response: A regional housing plan will be prepared addressing affordable housing as soon as possible given financial and staff resource constraints.

One person suggested that the planning process attempt to include input from all people.

Response: The staff attempts to accomplish this through Advisory Committees, public meetings, newsletters, website, and outreach, particularly to minority and low income population groups.

The Commission staff and Federal Highway Administration staff have been meeting since July 2005 with the American Civil Liberties Union of Wisconsin, Black Health Coalition of Wisconsin, Citizens Allied for Sane Highways, Metropolitan Milwaukee Fair Housing Council, and National Association for the Advancement of Colored People-Milwaukee. Their comments, and Commission staff responses, are provided in Appendix B.

**Appendix A**

**COMMENTS RECEIVED FROM SEPTEMBER 1, 2004, THROUGH NOVEMBER 30, 2005,  
REGARDING REVIEW AND UPDATE OF REGIONAL LAND USE AND  
TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN  
DURING FORMAL COMMENT PERIOD**

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# Appendix A-1

## WRITTEN COMMENTS FROM PRIVATE CITIZENS AND ORGANIZATIONS

Memo

To: SEWRPC Staff Representatives

From: Truman D. Schultz,  
9159 Townline Road  
Oconomowoc, WI. 53066

Resident of Waukesha County for 65 years, and a  
Board Member of Tall Pines Conservancy

Date: May 19, 2005

Topic: Comments on the update of SEWRPC'S Regional Land Use Plan

In concert with the preservation of environmental corridors, which include wetlands and woodlands, there is the need to preserve agricultural lands.

The agricultural lands in Waukesha County serve not only to provide an economic base for many farming families, but they supply grains and food products for society around the globe.

Agricultural lands also provide an interesting and diverse land use pattern throughout the region, preserving both physical and visual benefits. Ag lands serve to improve air quality, as well as surface and ground water recharging. They also serve as a 'foreground' or buffer to the environmental corridors, providing visual enhancement for humans and habitat interdependence for wildlife. Such open space also preserves the 'rural character' of the fringes of our urbanizing counties.

There is need to place lands in agricultural zoning, not as a 'holding zone' for anticipated urban growth needs, but to preserve it well beyond our foreseeable future for our Grandkids to decide what then to do with such a treasured resource.

It is urgently requested that SEWRPC continue it's pursuit of Agricultural Preservation, and the various methods of accomplishing such an effort, through regional and countywide master plan and zoning regulations and associated tax incentives, land development purchases or dedication of development rights.

To further this end would be the education of all municipal boards and the general public through monthly newsletters and local meetings, extolling the benefits of open space preservation, including agricultural lands, and, once again, the ways and means of accomplishing such a necessary endeavor.

Respectfully submitted,



Truman D. Schultz

Posted At: Thursday, May 26, 2005 3:15 PM

Conversation: Comment on Regional Land Use and Transportation Plans

Posted To: regionalplans

Subject: Comment on Regional Land Use and Transportation Plans

Submitted: 5/26/2005 3:06:08 PM

Name: John Albanito

Organization: kenraill

Street: 1876 22 Ave Apt # 210

City: Kenosha

State: WI

Zip: 53140

Comments: I think that there should be service between Kenosha and Milwaukee as right now the infrastructure is not balanced to where the public can take all forms of transportation and we need to give the public a better way to travel in less time. I also think that if the counties involved were to work together it would be ready to work in another couple of years, the k-r-m rail service I have been talking about.

Posted At: Monday, June 20, 2005 6:48 AM

Conversation: Comment on Regional Land Use and Transportation Plans

Posted To: regionalplans

Subject: Comment on Regional Land Use and Transportation Plans

Submitted: 6/20/2005 6:42:59 AM

Name: Gretchen Schuldt

Organization:

Street: 315 N. Pinecrest St.

City: Milwaukee

State: WI

Zip: 53208

Comments: Both the transportation and land use updates should include consideration of oil price volatility and supply and the effects of higher oil and gas prices on travel and spending trends. Thank you.

### WRITTEN COMMENT

#### PUBLIC INFORMATION MEETING

#### REVIEW OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN

September 14, 2005  
Waukesha Transit Center, Lobby  
212 E. St. Paul Avenue  
Waukesha, Wisconsin

Name: SILV MOORE

Affiliation: ALBANY, NEW BRUNSWICK 6th DISTRICT

Mailing Address: 4260 S. VICTORIA CIRCLE  
NEW BRUNSWICK 08901

Comment: Recommendations: 1) In each aspect of the plans, create intermediate goals every 5 years for each governmental unit so they can see their progress compared to the plan. 2) Create plans to encourage people to live in the inner cities and decrease sprawl's subways, rapid transit (I know that's in the plan). 3) Plan for fewer lane increases and highways. eg: Cleveland Ave. in New Berlin should stay 2 lanes. Adding lanes encourages sprawl. 4) Create a funded transportation district with 1/2% sales tax for public transportation.  
(over)

Add sheets as needed and leave at the registration table or give to a SEWRPC staff member or send following the meeting to the Southeastern Wisconsin Regional Planning Commission.

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E-mail: regionalplans@sewrpc.org  
www.sewrpc.org/regionalplans

#101\_24\_03

- ⑤ Find a way to stop development on good soils - like the land bounded by Sunnyslope, Moorland, College + Orange -
- ⑥ Stop developers from stripping the soils off land - find a better answer.
- ⑦ Require governments to make any new development a conservation development - 80% saved - develop on only 20% of the land. 5:1 ratio.
- ⑧ Good ~~the~~ bicycle plans -
- ⑨ Expand the light rail plan - it's too limited - needs to be throughout the metropolitan area - but with subway in Milwaukee.

*WSP*

WRITTEN COMMENT

PUBLIC INFORMATION MEETING

REVIEW OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN

September 14, 2005  
West Bend City Hall, Common Council Chambers  
1115 S. Main Street  
West Bend, Wisconsin

Name Wito Peterman

Affiliation \_\_\_\_\_

Mailing Address 1466 Cedar Creek Pkwy  
Clinton, WI 53024

Comment I want to support non-traditional development, rail system development Milwaukee to Chicago (and other) & P.C. - limit development in high quality lands.  
Keep up the good work - preserving natural resources + limiting use of natural resources.

Add sheets as needed and leave at the registration table or give to a SEWRPC staff member or send following the meeting to the Southeastern Wisconsin Regional Planning Commission.

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#108134 v5

WRITTEN COMMENT

PUBLIC INFORMATION MEETING

REVIEW OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN

September 14, 2005  
Elkhorn Gateway Technical College, Room 112, 100 Bldg  
400 County Road H  
Elkhorn, Wisconsin

Name Ed Ottomard

Affiliation \_\_\_\_\_

Mailing Address 521 Mooringside St.  
Eckstein, WI 53121

Comment My concern is the recommended ~~one~~ density of one unit per five acres in non prime farmland areas. I believe that a more practical (meaning practical for our new housing market) density would be one unit per 3 acres

Add sheets as needed and leave at the registration table or give to a SEWRPC staff member or send following the meeting to the Southeastern Wisconsin Regional Planning Commission.

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#108134 v8

WRITTEN COMMENT

PUBLIC INFORMATION MEETING

REVIEW OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN

September 14, 2005  
Waukesha Transit Center, Lobby  
212 E. St. Paul Avenue  
Waukesha, Wisconsin

Name STEVE BERG

Affiliation CITIZEN 9/20/05

Mailing Address W320 N225 PORTSIDE DR  
NASHOTAH, WI 53068

Comment THE 2035 REGIONAL TRANSPORTATION PLAN IS WELL BALANCED AND INCLUDES SUBSTANTIAL TRANSIT AND OTHER NON-HIGHWAY CONSTRUCTION COMPONENTS. THE INCLUSION OF MORE COMPREHENSIVE BICYCLE FACILITIES IS A WELCOME IMPROVEMENT. PRIORITIZING RECONSTRUCTION OF THE SE WIS FREEWAYS IS IMPORTANT. THE LAND USE PLAN ASSUMPTIONS ARE REASONABLE AND COMMUNICATED WELL.

SEWRPC PROVIDES AN EXCELLENT PUBLIC SERVICE IN PREPARING THE PLANS AND ENGAGING THE STAKEHOLDERS

Add sheets as needed and leave at the registration table or give to a SEWRPC staff member or send following the meeting to the Southeastern Wisconsin Regional Planning Commission.

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E-mail: regionalplans@sewrpc.org  
www.sewrpc.org/regionalplans

#108134 v5

Sent: Wednesday, September 14, 2005 1:50 PM  
 To: regionalplans  
 Subject: Comment on Regional Land Use and Transportation Plans

Submitted: 9/14/2005 12:20:35 PM  
 Name: Kevin McCray

Organization:  
 Street:  
 City: Racine  
 State: WI  
 Zip:

Comments: I am unable to attend the S.E. Wisconsin Regional Planning Commission public hearings in person, so I am submitting my comments in writing. I am strongly in favor of creating and expanding bike paths/walk ways throughout the region. In addition, as an alternate to official bike paths in areas where they are not viable, I recommend paving the shoulders of rural roads instead of using compacted gravel. This would allow for bike, pedestrian travel without acquiring more land for an official bike path. Specifically, the paving of the shoulder on 5 Mile road between Hwy 31 and 32 would be appreciated. I have noticed an increase in pedestrian and bike traffic in this area, and the bend in this road with associated blind spots makes this stretch an accident waiting to happen.

WRITTEN COMMENT

PUBLIC INFORMATION MEETING

REVIEW OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN

September 15, 2005  
 Racine Gateway Technical College, Michigan Room  
 1001 Main Street  
 Racine, Wisconsin

Name Matthew Sedowster

Affiliation City of Racine

Mailing Address 730 Wisconsin Ave.  
 Racine, WI 53403

Comment Land Use Plan Maps

1. Show State Street @ rail station in Racine, City.  
 Station exists and is currently being restored. It is currently the bus terminal for the Racine Urban Area and regional routes also use the terminal.  
 2. No symbol in legend for CD technical schools.

Add sheets as needed and leave at the registration table or give to a SEWRPC staff member or send following the meeting to the Southeastern Wisconsin Regional Planning Commission.

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Regional Plan Review and Update  
 E-mail: regionalplans@sewrpc.org  
 www.sewrpc.org/regionalplans

September 15, 2005

Dear Southeastern Wisconsin Regional Planning Commission,  
 Thank you for this opportunity to comment on the future bicycle transportation of Racine and SE Wisconsin. I am a safety-conscious physician; we are a family of 4 and bike individually and together using road bikes, recumbents, and tandems. We have divided our comments into 3 categories: suitable biking conditions, bike networks, and communications toward safe bicycling.

Suitable biking conditions

1. Minimum 4 feet bike path width in addition to shoulder
2. Asphalt surface preferred to fine gravel
3. Ideal if stand-alone bike path (e.g. rail-to-trail conversion)
4. Separated from car road by a yellow (not white) line
5. Signage in path: bicycle stencil
6. Signage at intersections: "Bike path crossing"
7. Signage next to path: "Bike route"; "No driving, passing, or parking in bike path"; "Pedestrians use right side of path"
8. Consider road-edge grooves (grooves, not speed bumps, perpendicular to road direction alerting car driver of nearing edge/ bike lane)
9. Adequate lighting (solar powered?)
10. [Avoid sidewalk dependence of bike path]
11. [Avoid gravel]
12. [Avoid longitudinal grooves or slotted sewer openings in bike path]

Bike Networks

1. Whether east-west or north-south, paths should be at least every 6 miles
2. Where possible, create an integrated road system: bike, light-rail, & car sharing a common route (increases cross use among these)
3. Bike racks strategically located
4. Adequate lighting (solar powered?)
5. Emergency call stations (911 connection)
6. Signage with all-weather maps

Communications Toward Safe Bicycling

1. To Bicyclists:
  - a. Always Use: helmets, lighting, bright clothing, well-maintained bike, "rules of the road"
  - b. Always Avoid: weaving, overloaded bike
2. To Motorists:
  - a. Always Use: "rules of the road"
  - b. Always Avoid: driving in bike path
3. To Community: educational articles in newspaper, TV, schools, radio

Thank you for this opportunity.  
 Richard Pierce-Rubland, MD and family (Susan, Samuel, and Jonathan)  
 My office at All Saints: 687-8300

WRITTEN COMMENT

PUBLIC INFORMATION MEETING

REVIEW OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN

September 15, 2005  
 Racine Gateway Technical College, Michigan Room  
 1001 Main Street  
 Racine, Wisconsin

Name MARK M GIESE

Affiliation PRIVATE CITIZEN

Mailing Address 1520 BRYN MAWR AVE  
 RACINE WI 53403  
 m.m.giese@sun.com

Comment I'M ALL FOR IMPROVED MASS  
 TRANSIT AND SUPPORT THE PLANS.

I'M IN FAVOR OF PROVISIONS  
 FOR A BICYCLIST TO LEAD HIS/HER  
 BIKE ON THE TRAIN.

Add sheets as needed and leave at the registration table or give to a SEWRPC staff member or send following the meeting to the Southeastern Wisconsin Regional Planning Commission.

Southeastern Wisconsin Regional Planning Commission  
 W239 N1812 Rockwood Drive  
 P.O. Box 1607  
 Waukesha, Wisconsin 53187-1607  
 Phone: 262-547-6721 Fax: 262-547-1103

Regional Plan Review and Update  
 E-mail: regionalplans@sewrpc.org  
 www.sewrpc.org/regionalplans

WRITTEN COMMENT  
PUBLIC INFORMATION MEETING  
REVIEW OF REGIONAL LAND USE AND TRANSPORTATION  
SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN

September 21, 2005  
Zoofari Conference Center, Conference Room  
9715 W. Bluemound Road  
Milwaukee, Wisconsin

Name Liesa Kerter

Affiliation citizen

Mailing Address 844 Hillcrest  
Wauwatosa WI 53213

Comment Conservation subdivisions and clustered  
development are key to creating  
walkable, livable, sustainable  
neighborhoods. Please emphasize this  
in the Land Use Plan

The preliminary Transportation plan does  
not have enough emphasis on rail and  
light rail. More needs to be done to  
reduce the desire or need to use  
cars, and increase desirability and  
availability of many forms of transit

Add sheets as needed and leave at the registration table or give to a SEWRPC staff member or send following  
the meeting to the Southeastern Wisconsin Regional Planning Commission.

Southeastern Wisconsin Regional Planning Commission  
W239 N 1812 Rockwood Drive  
P.O. Box 1609  
Waukesha, Wisconsin 53187-1609  
Phone: 262-547-6721 Fax: 262-547-1103  
Regional Plan Review and Update  
E-mail: regionalplans@sewrpc.org  
www.sewrpc.org/regionalplans

The key reason  
is to reduce our  
dependence on oil!  
Regional Transit  
Authority is a good  
way to go.

0128/24 v9



GREAT WATERS GROUP  
John Muir Chapter  
www.wisconsin.sierraclub.org/gwg/  
P.O. Box 1125  
Milwaukee, WI 53201

September 21, 2005

To the Southeast Wisconsin Regional Planning Commission,

We commend you for the thorough job you have done on researching existing data to implement plans for Regional Land Use and Transportation System Plans for Southeastern Wisconsin.

The Sierra Club is concerned about the impact of uncontrolled sprawl on our natural resources and therefore we commend you for placing particular emphasis on "stabilizing and revitalizing the central cities of Milwaukee, Racine, and Kenosha" and other recommendations in that paragraph regarding land use on page 3 of newsletter 3.

We call for the elected officials who serve on the SEWRPC to show genuine leadership in persuading their colleagues to adhere to the plans and not bend to the whims of developers and opportunists whose actions rob us of our wetlands, clean air and water and ultimately costs us money and cause health problems. The recent devastations that occurred as a result of Hurricane Katrina and complications of environmental degradation and should be a wake up call for Southeastern Wisconsin.

Your recommendations to double the vehicle-miles of transit service in the next 20 years, representing only a 2.5% annual increase seems quite slow considering the increase in gas prices in 2005. We note that our present transit services do not offer an attractive trade off for people who are giving up the spontaneity of personal automobile services for trips that take twice as long by bus. If transit continues to move on the same congested lanes crossing congested intersections with single driver vehicles, there is no incentive for automobile use reduction.

The problem with your transit suggestions is they lack courage. They are a reflection of the unimaginative mission statement which calls for citizens to "support implementation of the regional land use plan, while minimizing the capital and annual operating costs of the transportation system." If we truly want a visionary regional transit system, then it is time to offer bold initiatives, like the boldness of the Milwaukee Art Center. We must reach into our pockets and spend the money on truly rapid transit so that Milwaukee can become a shining leader of Midwestern transit systems. We must create high speed transit corridors with bridges that cross over dangerous intersections so that people can get to destinations faster than ever without the pollution caused by congested automobile and bus travel on shared roads and noisy air polluting freeways. Instead of spending money on endless studies of whether all the stodgy

programs like guided buses and even light rail will be used, its time to go for the gold. Spend the money on development of rapid transit service. Give people a meaningful alternative. Give people of all walks of life faster, safer, cleaner transit service.

If you are going to recommend guided buses and light rail, then you need a more rapid timeframe. Since there are no intermediate goals, you are, in essence, recommending about 25 years until anything significant happens to transit.. Any new highway lanes should be for guided buses or light rail only. They will have less air and noise pollution impact on adjoining neighborhoods as well as decreasing travel time for users. The plan should have goals of 5% in 5 years, 20% in 10 years, 40% in 15 years, 60% in 20 years, 100% in 25 years, including Waukesha County. Perhaps, we should even be looking at subways, despite the density argument, which apparently was not considered in some areas of Europe, which now have thriving subways despite lower density populations in some areas.

We again note that you have recommended too many changes to 4 lanes of traffic, such as Cleveland Avenue in New Berlin. As was learned in the Bluemound Corridor, additional miles of pavement only solves the problem for a short time. It is time to develop corridors of rapid transit instead of pavement.

Rapid transit cannot be accomplished without a regional transit authority. Jobs and recreational trips have become regional. We support your call for a regional transit authority to assist in implementing the proposed transit system. This also supports your proposal of a dedicated local funding source other than the property tax for funding regional transit systems. While it may be perceived as somewhat regressive, it supports the politically popular concept of payment for services, similar to the gas tax which funds highways and not enough transit.

The Preliminary Proposals For Bicycle and Pedestrian Facilities on p. 8, newsletter 3, which "envision that as the surface arterial street system of 3,300 miles in the region is resurfaced and reconstructed segment-by-segment, the provision of accommodations for bicycle travel would be considered and implemented, if feasible, through bicycle lanes, widened outdoor travel lanes, widened shoulders, or separate bicycle paths" is excellent. We urge the SEWRPC to adopt that proposal. Milwaukee has been a leader in this area. (As a biker who is riding more than ever, I appreciate the well marked bike lanes along Prospect Ave., Farwell Ave, North Ave., Center St. and others.) The number of bikers who are using these bikeways as well as off road bikeways is increasing. The numbers must be substantially higher than the .3% that you reported in your 1995 planning report # 43, *A Regional bicycle and pedestrian facilities system plan for Southeastern Wis. 2010.*

We note that you have recommended 575 miles of off-street bicycle paths compared to 351 miles of off-street bicycle ways in 1995. While that is an improvement, we hope that a further study of natural resource and utility corridors will show even more opportunities for off-street bikeways. It's a real opportunity to maximize all of our urban and suburban spaces and to keep the public in touch with the natural beauty and urban wild spaces of our neighborhoods. This is quality of life and economic development money that is well spent. Elected officials must take heed of this.

In your *Surface and Arterial Street and Highway Traffic Management* proposals, we support your recommended improvements for intersection safety. Those improvements will also enhance the safety (and perceived safety) of pedestrians and bicyclists.

We commend you for your *Travel Demand Management Promotion* on p. 8 of Newsletter 3. As a region and a nation we need to become less gasoline dependent. Encouraging use of alternative transportation modes will encourage that along with healthier lifestyle habits such as walking and bike riding. We also challenge civic leaders to think creatively about ways to help people feel safer outside of their cars.

Your suggestion for a single information website for the various transit systems is good. We must take advantage of new information management opportunities when we can.

Your proposal on p. 12, newsletter #3 that "local governments consider implementation of curb-lane parking restrictions during peak traffic periods in the peak traffic directions... rather than widening with additional lanes or construction of new arterial streets" is good. This will also help with stormwater control, by creating less impervious surfaces.

Your *Major Activity Center Parking Management and Guidance* suggestions are good. We need to increase awareness of and use of shuttle buses wherever possible.

Encouraging ride share programs is also commendable. Currently there are no signs along I-94 indicating that there is a Park and Ride lot on Barker Rd. This is an example of failure to promote ride sharing programs and to inform the public through something as simple as a couple signs. This has got to change.

We also need to implement bicycle racks on all regular transit vehicles. This recommendation needs to be added somewhere in your plan. It is a small cost item which further advertises and encourages nonpolluting transportation alternatives.

*Personal Vehicle Pricing* probably has some merit. It would need to be implemented across the Southeastern Wisconsin Region to be effective. Suburban asphalt has a maintenance and environmental cost probably as high as urban asphalt.

In conclusion, while you have recommended some laudable ideas, your transit proposals simply don't make the grade. We urge you to go back to the drawing boards on transit.

Cheri Briscoe, Chair  
Great Waters Group-Sierra Club  
2016 E. Windsor Place  
Milwaukee, WI 53202  
Phone: 414-390-0159  
Email: cherib@wi.rr.com



**Sent:** Thursday, September 22, 2005 10:10 AM  
**To:** regionalplans  
**Subject:** planning

I do not like of believe in the notion of larger size lots. this is not the way to conserve farm land. I just sold my 150 acre farm near Cerarburg and we had to meet the 4 acre average, which is still tooooooo large !  
The way to do it is to have 1 to 2 acre lots available, and by using the "clustering" approach to maintain privacy and space. I now live on a nice 1.2 acre lot with trees and landscaping to have plenty of privacy !!!  
Also, we need to utilize condos and high rises to help with the problem of density, especially by recycling old and usefull buildings near lakes and other scenic areas !  
Just quit wasting good farm land !!!!!!!!!!!!!

**Best Regards,**  
Jim Meinert  
2436 Deerfield Ct.  
Saukville, Wisconsin, 53080-2438

**Sent:** Sunday, September 25, 2005 6:44 PM  
**To:** regionalplans  
**Subject:** Comment on Regional Land Use and Transportation Plans

**Submitted:** 9/25/2005 6:42:33 PM  
**Name:** Gretchen Schuldt

**Organization:**  
**Street:**  
**City:** Milwaukee  
**State:** WI  
**Zip:** 53208

**Comments:** The Land Use plan should be integrated with the Transportation Plan (and thus, the Freeway Study). While they may complement one another, they are halves of the same jigsaw puzzle in different rooms. It makes it very difficult to see the whole thing as it would be together. SEWRPC is moving too quickly - land use recommendations should not be made until after completion of the SEWRPC housing study and until after decisions about access to water are made. The plan also does not devote enough time or space to the consequences of development of 104 square miles of farmland, and of developing urban centers in exurban areas. What are the environmental and economic impacts of providing services to those areas? The cities of Wauwatosa and Milwaukee already are razing properties because of increased flooding due in part to development west of the city. What will happen with even more development in even more places?

**Posted At:** Sunday, September 25, 2005 6:42 PM  
**Conversation:** Comment on Regional Land Use and Transportation Plans  
**Posted To:** regionalplans  
**Subject:** Comment on Regional Land Use and Transportation Plans

**Submitted:** 9/25/2005 6:36:32 PM  
**Name:** Gretchen Schuldt

**Organization:** Citizens Allied for Sane Highways  
**Street:** PO Box 080215  
**City:** Milwaukee  
**State:** WI  
**Zip:** 53208

**Comments:** Transportation SEWRPC has developed many ideas that can serve the region well. It is clear that single-occupant vehicles cannot be the only way to move people and goods. It is good to see that SEWRPC addressed costs and funding, including demand pricing for automobiles. SEWRPC should integrate this study with the Regional Freeway Reconstruction Study. The two should not be considered separately, and in the real world, cannot be considered separately. There is only so much time, money and space that can be devoted to transportation SEWRPC needs to prioritize its own recommendations. SEWRPC, for example, set pretty specific timelines for freeway reconstruction, but there is no proposed timeline for implementation of other aspects of the 2035 plan. The state clearly has given priority to freeway construction over development of other forms of transit, and SEWRPC should use its influence to encourage a more balanced approach. SEWRPC could, for example, develop implementation timelines for transit, and encourage the state not to proceed with freeway reconstruction if it falls behind on other transportation implementation. Hurricane Katrina taught many lessons about the folly of relying on one transportation mode or assuming everyone had access to that single mode. Freeway expansion, especially in the City of Milwaukee, continues to be a bad idea, as does design changes that call for the unnecessary destruction of homes, businesses and natural resources in the area. While it is encouraging to see that SEWRPC recognizes that 8% of the region's population does not have access to an automobile, there is need for more specificity. Most of those people very likely are in the City of Milwaukee, and that should inform decisions about where transit is needed most. The presentation, as SEWRPC has it now, does not help decision-makers set their priorities. SEWRPC also should devote similar resources to the 2035 recommendations as it did to the Freeway Reconstruction Study recommendations. SEWRPC hired a public relations firm and commissioned a (very biased) survey to win support for the freeway study. SEWRPC should be willing to devote the same resources to inform the public about the 2035 plan. If a p.r. firm is hired, its only assignment should be informational; its contract should not include developing support for the plan. If SEWRPC elects to do a survey, the survey should be designed by a qualified survey expert and meet professional survey standards. It is important that SEWRPC, in its selection of consultants, avoid conflicts of interest or the appearance of conflicts. Finally, there needs to be some sort of analysis of the burdens of various forms of transportation development, including highways and light rail. Who pays, and who benefits? What are the potential health effects and who bears them? How should funding levels for the various forms of transportation be determined, given the concept of limited resources? Thank you for the opportunity to comment.

**Sent:** Tuesday, September 27, 2005 8:26 AM  
**To:** regionalplans  
**Subject:** Comments, Year 2035 Preliminary Regional Land Use & Transportation Plans

I'm sorry that I was unable to attend the public hearing in Elkhorn on September 14. We had a very important county board committee meeting at the same time. I do, however, wish to make some comments on the subject preliminary plans.

First, I am a member of the Walworth County Zoning Agency and very much a supporter of protecting environmental corridors, isolated natural resource areas, water recharge areas and prime farmland in southeastern Wisconsin and particularly in Walworth County. I believe most, if not all, members of our zoning committee join me. Our problem is that the state has made it too easy for the county to be bypassed on these decisions. Annexation, in particular, is our biggest threat. Because townships are frustrated as they see huge acreages being gobbled up, they believe breaking away from the county in order to provide developers higher density zoning is the answer. I believe our last chance to preserve, protect and leave these treasures to our children is NOW. I am hopeful that SEWRPC will provide leadership in the way of concrete integrated plans between state, counties, townships and municipalities so that we, in the county, are not sticking our finger in the dam only to watch the water pour over it. The east coast with land values far exceeding ours has managed to protect a great deal of open space, and they have had the potential for development for at least a hundred years more than we have.

With regard to transportation, I am very much in favor of bicycle and pedestrian facilities and support your proposals. I believe Park-Ride Lots are very effective and suggest adding one near the Hwy 43 interchange at Delavan (perhaps part of the "dog track" property).

I look forward to the fourth series of public hearings this winter.

Nancy Russell  
Walworth County Supervisor, 22nd District

Appendix A-2

ORAL COMMENTS FROM PRIVATE CITIZENS AND ORGANIZATIONS

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REVIEW AND UPDATE OF REGIONAL  
LAND USE AND TRANSPORTATION  
SYSTEM PLANS FOR SOUTHEASTERN  
WISCONSIN

PUBLIC INFORMATION MEETING

Proceedings taken before ANDREA ZIBELL, a  
Court Reporter and Notary Public in and for the State of  
Wisconsin, at Gateway Tech, Room 112, 100 Building, 400  
County Road H, Elkhorn, Wisconsin, on May 25, 2005,  
commencing at 4:30 p.m. and concluding at 7:00 p.m.

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RACINE 262-637-4960  
TOLLFREE 800-456-9531

PUBLIC INFORMATION MEETING

3

05:11 1 years into the future. If we don't do something  
05:11 2 now, and this is the way I ended the letter to  
05:11 3 you, Bob, that what if your granddaughter died  
05:11 4 because lack of water or will she be alive, and  
05:11 5 will she be alive to celebrate her wedding?  
05:11 6 Pretty rough, but that's the way I feel.  
05:12 7 Thank you.

(Proceedings concluded at 7:00 p.m.)

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PUBLIC INFORMATION MEETING

2

A P P E A R A N C E S

Southeastern Wisconsin Regional Planning Commission:

Mr. Jeff McVay,  
Senior Planner.

Mr. Gary K. Korb,  
Regional Planning Educator.

Mr. Christopher Hiebert,  
Senior Engineer.

Mr. Bob Reglinger,  
Chief Transportation Engineer.

\* \* \* \* \*

T R A N S C R I P T O F P R O C E E D I N G S

MR. MERLYN DAHL: I'm from Delavan,  
Wisconsin.

I'm very much concerned with the use of  
conservation of water. I've sent a list of my  
concerns to Bob Biebel about a month or month and  
a half, about two months ago when I first read  
about the Southeastern Regional Planners being  
involved in a water study.

I'm here today in Elkhorn talking to  
people that are here on transportation and land  
usage, and I've talked to them about the water,  
and I understand that Mr. Biebel has got the list  
I sent in. I would like to have my points very  
seriously considered at that time.

I'm concerned, but I'm also looking 20

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SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

PUBLIC INFORMATION MEETING:

REVIEW AND UPDATE OF REGIONAL  
LAND USE AND TRANSPORTATION SYSTEM  
PLANS FOR SOUTHEASTERN WISCONSIN

MAY 25, 2005  
ZOOFARI CONFERENCE CENTER

T R A N S C R I P T O F P R O C E E D I N G S o f P U B L I C  
C O M M E N T S taken before KATHLEEN E. CARTER, a Certified  
Realtime Reporter, Registered Merit Reporter and Notary  
Public in and for the State of Wisconsin, at Zoofari  
Conference Center, Conference Room, 9715 West Bluemound  
Road, Milwaukee, Wisconsin, on May 26, 2005, between the  
hours of 4:30 p.m. and 7:03 p.m.

MILWAUKEE 414-224-9533  
RACINE 262-637-4960  
TOLLFREE 800-456-9531

TRANSCRIPT OF PROCEEDINGS

MR. FAELAK: Bob Faelak, F-A-E-L-A-K.

P.O. Box 341055, Milwaukee, 53234-1055, a long-time homeowner.

For Milwaukee County Transit System, don't feel that they're getting their fair share of funding from the state, especially knowing two people in management, and it seems to be getting worse, not better.

From a railroad standpoint, things seemed to be so perfect in 1997 because of the I-94 resurfacing project, and they extended the Amtrak Hiawatha service from Milwaukee all the way to Oconomowoc and Watertown without needing one more coach or locomotive. It seemed to work so well. I know the fares were purposely set very low.

It would be like that's all Milwaukee really would need to improve the transportation infrastructure with the mess that we're going through with the Marquette Interchange.

For the future, the next I-94 project to the south, to the state line, oh, what a perfect investment for Metra to be extended from Kenosha to Racine and downtown Milwaukee, from a practical point of view, and especially if the price of gas

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Smart Growth goes by the board and communities have to end up paying landowners not to develop. That would be the land development part that would bother me.

Even with the existing planning, the rural areas would be affected by the loss of Smart Growth. And the smaller townships and communities couldn't afford to pay for the agricultural land not to be developed. Yet one of the things on the boards is that they want to preserve the best agricultural land that they can. That's going to cost all of us a lot of money to do if Smart Growth goes away. So I think they need to keep their eye on that.

The second thing is I would like to make a correction to the Transportation -- it's the -- Let's see, what is it? It's their diagram that shows improvements on existing roadways. They show a potential Calhoun Road interchange on I-94. The Brookfield Calhoun Road neighborhood plan calls for a split diamond interchange between Calhoun and Brookfield Roads, and I would like to see that corrected if they're going to continue to display the boards like that.

Overall they mentioned that the -- one of

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gets up around \$3. Hope it never does, but I bet it will. At least they would be ready for it.

So the last comment also, what the railroad -- what Canadian Pacific calls their West Allis Air Line -- 100 years ago it seemed that they used it for a nickname for a bypass -- but the West Allis Air Line that goes right through soldier's home, Miller Park, State Fair Park and the zoo, hopefully they could keep that railroad there, keep the track there, and don't let the DNR get it.

No offense to any bicyclists, or hikers, where it goes. If that would be lost, I think in the future it would be a disaster. Somehow for the state DOT to keep that railroad line open, even for limited service for the good of the community. That's it.

\*\*\*\*\*

MS. RONCKE: Barbara Roncke. Give my address? 17095 Ruby Lane, Brookfield, Wisconsin.

In looking over the land use plans for the future, I -- I'm glad that they are protecting the wetlands and the environmental corridors. My concern is, with any of this, what will happen if

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the objectives for both residential -- for both land use and transportation is to minimize disruption to existing neighborhoods. And I hope that that -- it becomes almost a number one thing with transportation, because it seems like they take the needs of drivers into consideration first and the needs -- or, the actual rights of property holders second in that regard.

So I guess that's about it.

\*\*\*\*\*

MS. MELLONE: My name is Laurel Mellone, I-A-U-R-E-L, M-E-L-L-O-N-E. I live at 16980 Ruby Lane, Brookfield, 53005.

One of my concerns is the feeder ramps onto the freeway system. And I don't agree with the idea of the car pool lane. It's often near empty while the noncar pool lanes are a very long line waiting to get onto the freeway. I feel that if I had somebody to ride with me, I would be in a car with somebody else, and I'd qualify for the car pool lane.

Since I'm a taxpayer, paying a good amount to the state, I think that I should have

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07:03 1 equal rights with every other car there, and I  
 07:03 2 don't think any car should have to qualify for the  
 07:03 3 car pool lane. You should do away with it.  
 07:03 4 That's my thought right now. Thank you.  
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1 A P P E A R A N C E S  
 2 Southeastern Wisconsin Regional Planning Commission:  
 3 Mr. William J. Stauber,  
 4 Chief Land Use Planner.  
 5 Mr. Gary K. Korb,  
 6 Regional Planning Educator.  
 7 Mr. Christopher Hiebert,  
 8 Senior Engineer.  
 9 Mr. Al Beck,  
 10 Principal Planner.  
 11 \* \* \* \* \*  
 12 TRANSCRIPT OF PROCEEDINGS  
 05:00 11 MR. VERNON BENTLEY: I'd like to see  
 05:00 12 this -- he mentioned that the Barker-Johnson Road  
 05:00 13 thing will be taken out, part of it anyway. I  
 05:00 14 live on Johnson Road. I'd like to see the Johnson  
 05:00 15 Road part taken out of the Barker-Johnson Road  
 05:00 16 that goes from Racine County to Washington County,  
 05:00 17 especially the Johnson Road part of it.  
 05:00 18 The county has already been against it,  
 05:00 19 and the city this last year also documented that  
 05:00 20 they are not interested in doing it there. And  
 05:00 21 some of the main reasons are is if they widen the  
 05:00 22 road, many of the homes will be gone, and I talked  
 05:00 23 to several of the aldermen in New Berlin, and they  
 05:00 24 don't want the major road back there, too.  
 05:00 25 The developers that are wanting to put

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REVIEW AND UPDATE OF REGIONAL  
 LAND USE AND TRANSPORTATION  
 SYSTEM PLANS FOR SOUTHEASTERN  
 WISCONSIN

**ORIGINAL  
 TRANSCRIPT**

PUBLIC INFORMATION MEETING

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Proceedings taken before ANDREA ZIBELL, a  
 Court Reporter and Notary Public in and for the State of  
 Wisconsin, at Rotary Building, Frame Park, 1150 Baxter  
 Street, Waukesha, Wisconsin, on May 19, 2005, commencing  
 at 4:30 p.m. and concluding at 7:00 p.m.

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RACINE 262-637-9960  
TOLLFREE 800-456-9531

05:01 1 this through want to make it into another  
 05:01 2 Bluemound Road, another major development, so I'd  
 05:01 3 like to see that taken out of the plan.  
 05:01 4 Also, although I don't live up in the  
 05:01 5 area, I know the people that live up in Langdon,  
 05:01 6 and they put a four lane through their business  
 05:01 7 district, that business district is going to be  
 05:01 8 gone. That's another leg out of it.  
 05:01 9 I'm not too sure what they are going to  
 05:01 10 do on Racine Avenue. I know it's scheduled for  
 05:01 11 four lane to Janesville Road to 164, north of 164,  
 05:02 12 and I know it's in the plan, and it's probably  
 05:02 13 going to be done, but I have no idea when it's  
 05:02 14 going to be done.  
 05:02 15 They are saying the section in New  
 05:02 16 Berlin from I-43 to Highway I is supposed to start  
 05:02 17 in 2007, but the funding for Janesville Road from  
 05:02 18 Moorland to Racine, which is supposed to be done,  
 05:02 19 has had the funding pulled out by the county, and  
 05:02 20 at this point, is not supposed to be reinstated  
 05:02 21 until 2010, and that's supposed to be done for the  
 05:02 22 section of New Berlin, so I have no idea which way  
 05:02 23 they are going to go with that.  
 05:02 24 I have another comment with Greenfield  
 05:02 25 Avenue West to 164. New Berlin's section is

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05:02 1 Calhoun to Springdale, and we were told it's \$2.6  
05:03 2 million, which now we have been told is over  
05:03 3 3 million. They are, at this point, New Berlin is  
05:03 4 going to participate in funding along with this,  
05:03 5 along with the Town of Brookfield for this  
05:03 6 section, and they are going to put a bottleneck in  
05:03 7 from Baymont West to Barker Road, which I don't  
05:03 8 have a problem with.

05:03 9 In fact, I don't have a problem with  
05:03 10 widening the road. I think the whole road should  
05:03 11 be widened to four lanes, probably without the  
05:03 12 bottleneck, although, it doesn't make much  
05:03 13 difference to me.

05:03 14 Most of the people in New Berlin do not  
05:03 15 use this road because it's a northern border road  
05:03 16 on the west side of town. The City of Brookfield  
05:03 17 wants this widened to take traffic out of I-94 and  
05:03 18 Bluemound Road, and they are also putting  
05:04 19 Brookfield Road south of Greenfield, so if this is  
05:04 20 an asset for them to have four lanes, then they  
05:04 21 should pay for it.

05:04 22 The mayor of Waukesha wants Greenfield  
05:04 23 Avenue widened from I-64 East to take traffic out  
05:04 24 of Waukesha. And a few years ago, they put a big  
05:04 25 development, a Blyninsky (phonetic) development in

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## PUBLIC INFORMATION MEETING

REVIEW OF REGIONAL LAND USE AND  
TRANSPORTATION SYSTEM PLANS  
FOR SOUTHEASTERN WISCONSIN

## TRANSCRIPT OF PROCEEDINGS

Proceedings had in the above-entitled  
matter before LINDA J. SARRI, a Registered Merit Reporter  
and Notary Public in and for the State of Wisconsin, at  
Cedarburg Town Hall, 1293 Washington Avenue, Cedarburg,  
Wisconsin, on MAY 25, 2005, commencing at 4:30 p.m. and  
concluding at 7:03 p.m.

312 East Wisconsin Avenue  
Suite 509  
Waukesha, WI 53202  
PHONE: (414) 224-9533  
FAX: (414) 224-9635

05:04 1 on Racine and Cleveland, and most of that traffic  
05:04 2 travels north on Springdale to get to Greenfield  
05:04 3 to get over to I-94, so I feel that Waukesha is  
05:04 4 creating the problems there too, so if Waukesha  
05:04 5 and City of Brookfield want a four-lane road, they  
05:04 6 should pay for it.

05:04 7 And I'm speaking for many of the people  
05:05 8 in New Berlin, including our alderman and mayor.  
05:05 9 Well, the mayor is questionable. We just changed.  
05:05 10 I guess those are my main issues.

(Proceedings concluded at 7:00 p.m.)

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## TRANSCRIPT OF PROCEEDINGS

1 PATRICK BIHM: This is just a statement  
2 that we've been talking about in that the services  
3 when it comes to transportation, first of all,  
4 still need to be looked at to make sure that  
5 people with disabilities, people with low income,  
6 and minority populations are served in a fair and  
7 decent manner, which we've talked about. And it  
8 looks like that the committee is doing a good job  
9 to do that, but we'll try to work together to get  
10 more involvement so that people are proactive  
11 rather than reactive.

12 Secondly, a desire to see in the land  
13 use that more affordable housing, subsidized  
14 housing, low-income housing that's accessible,  
15 affordable, so that people who do want to work,  
16 but may not make those higher wages, can have a  
17 decent place to live without worrying about paying  
18 for rent, because they would gladly go to work at  
19 the businesses that want them, but they need a  
20 place to be, you know, a place to live.

22 So definitely I hope to continue to  
23 champion that cause.

24 And, lastly, the hope that many  
25 organizations get together and bring people to the

table so that all of you can hear, all the committee can hear many different aspects, many different possibilities so that if there's any questions that can be cleared up it can be done so while they're still in the planning stage and not actual things are already put in the ground or what have you, that there is sufficient input by a lot of people.

Thank you.

(Recess taken.)

MS. KIT KELLER: There is a fundamental relationship between health and transportation and land use. For the health of the people of southeastern Wisconsin it is critical that all modes of transportation be considered, and that non-motorized modes and transit be given priority in order to reduce their pollution in southeastern Wisconsin.

While the public as a whole may feel a sense of entitlement related to car ownership and car use for even the shortest of trips, this does not serve the health of the people of our region, and social marketing principles need to be included as part of the land use and transportation plans.

## A P P E A R A N C E S

Southeastern Wisconsin Regional Planning Commission:

Mr. William J. Stauber,  
Chief Land Use Planner.

Mr. Gary K. Korb,  
Regional Planning Educator.

Mr. Christopher Hiebert,  
Senior Engineer.

Mr. Al Beck, Principal Planner.

\* \* \* \* \*

## TRANSCRIPT OF PROCEEDINGS

MR. EDWARD WILKOMEN: For 26 years, 1977 to 2003, we, Edgewood Industries, Incorporated, did 127 jobs at the Allis Chalmers complex for all firms there, which is now called West Allis Center, and this was primarily installing, repairing, and removing railroad tracks, so -- and this is a resume about me.

I'm a graduate engineer, of course, naturally, from Madison, and you can have that one, too. There is two projects there that I'm involved in. One is a short-term project, and that is the fact that they're here with good railroad track, and presently the Union Pacific railroad comes up from the south over very lousy track, and I inspected it very closely, and since

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Recommendations relating to walkable communities and bicycle friendly communities must be primary in our consideration for the future.

We cannot possibly widen our way out of our transportation congestion, just as we cannot solve the physical inactivity crisis by giving people more televisions.

We must encourage short trips to be made by foot and bicycle whenever possible, and focus our planning efforts on a concentric circle where walking trips are the first choice, bicycling the second, transit the third, and only for the longer trips would we use our automobiles when they are needed to transport goods that cannot be carried by other means.

I appreciate and congratulate the Regional Planning Commission on their efforts, and ask that my comments be considered for the purpose of improving the health of today's children, and tomorrow's children as well.

Thank you.

(Proceedings concluded at 7:03 p.m.)

\* \* \* \* \*

I did all this work, I'm qualified to inspect railroad tracks, and it does not -- now I won't say what it won't do. I'm not going to say that, but anyhow, it's poor.

Then on the north side, east west, is a Soo Line Airline track, and it is out of service and has been -- well, embargoed, and also given by a directive, which I didn't bring the directive along, to give the State of Wisconsin first choice in purchasing that line. That is a track that is approximately five and one-quarter miles long from right near Miller Park through the Veteran's Administration area along the north edge of Allis Chalmers, the north edge of Wisconsin State Fair land, and next to the ice rink, and just to the north of that is a park-and-ride lot, and then it continues on westward to the zoo.

And at the present time on a short-term basis, talking with some of the users here, since this track to the south is very poor, we would like to see the Wisconsin Department of Transportation be the purchaser of that West Allis Airline, rather than DNR, Department of Natural Resources, because those people will almost immediately turn it into a bike trail and remove

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05:33 1 the rail, but if it was Department of  
 05:33 2 Transportation, they could keep this track rail  
 05:33 3 banked, and then from here, the track could go  
 05:33 4 here and go east and connect with the CPR,  
 05:33 5 Canadian Pacific Railroad. Then an operator such  
 05:33 6 as Edgewood Industries could operate this track  
 05:33 7 and serve all the customers here and take the  
 05:33 8 freight cars and passenger cars -- there's a guy  
 05:33 9 that repairs passenger cars here -- to the CPR  
 05:33 10 railroad, and out from there, to the whole United  
 05:33 11 States. That would be the short-term desire.  
 05:33 12 Then the second one is part of the  
 05:33 13 Milwaukee Light Rail Project, and what I've just  
 05:33 14 described would be phase one. You will get a copy  
 05:34 15 of this. Then at a future date when funding  
 05:34 16 becomes available, would be to this -- is red  
 05:34 17 phase one we are talking about.  
 05:34 18 Phase two would be to build a new track  
 05:34 19 along here, small bridge over the river, and then  
 05:34 20 alongside the Amtrak train track to the train  
 05:34 21 station, and at that point there would be enough  
 05:34 22 to consider electrifying the thing and to make it  
 05:34 23 into a small commuter operation, not too big, but  
 05:34 24 a small one, and we believe from some of our  
 05:34 25 discussions that WEPCO would be willing to help us

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05:38 1 Now, one of the methods, of course, I do  
 05:38 2 not anticipate that, you know, for another --  
 05:38 3 well, in this town, 5, 10, 20 years, because  
 05:38 4 there's a lot of opposition as you well know.  
 05:38 5 The last part would be, if this thing is  
 05:38 6 successful like I think it would be, would then  
 05:38 7 extend right along the south edge of Bluemound  
 05:38 8 Road, serving all of those businesses, all the way  
 05:38 9 to Goerkes Corners and then possibly to downtown  
 05:38 10 Waukesha, and among the sources of financing of a  
 11 thing like this would be this CMAQ and SMIP, and  
 12 other ones, but this is sort of a beginning idea  
 13 for sources of funding, so you can have that one,  
 14 too, and that's it. That's my idea.  
 15 (Proceedings concluded at 7:00 p.m.)  
 16  
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 25

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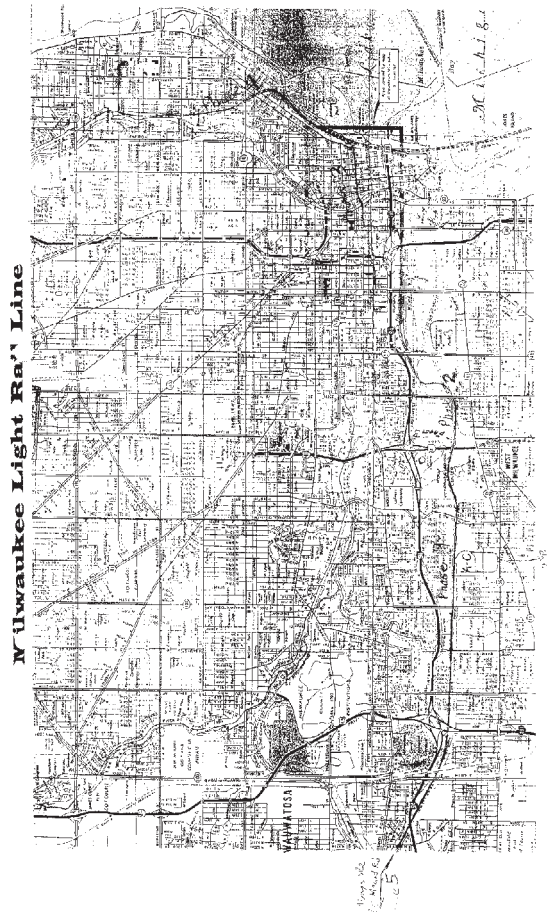
06:34 1 out in that -- to some extent.  
 06:34 2 Then phase three would be to extend near  
 06:34 3 the Amtrak station up to either Wisconsin or Wells  
 06:34 4 and run as a streetcar line to the lakefront to  
 06:34 5 serve the downtown area.  
 06:35 6 Phase four would be to then utilize the  
 06:35 7 abandoned C&NW, Chicago Northwestern Railway,  
 06:35 8 right-of-way up to the edge of Shorewood, and then  
 06:35 9 go east to the former TMER&L car barn along  
 06:35 10 Edgewood Avenue and into the UWM campus, and then  
 06:35 11 at that point, you would then have a 10-mile  
 06:35 12 railroad, and at this point, it would be a lot of  
 06:35 13 places that are served and, of course, you can see  
 06:35 14 the UW campus and the Wisconsin State Fair would  
 06:35 15 be big users for people.  
 06:35 16 The lakefront, an alternative which  
 06:35 17 would be more costly in phase three, would be to  
 06:35 18 from near the stadium, to extend up to the edge of  
 06:35 19 the Wisconsin Avenue viaduct and go up along it  
 06:35 20 and then follow Wisconsin Avenue through the  
 06:35 21 Marquette campus to pick up the students there.  
 06:36 22 That, of course, would be more costly,  
 06:36 23 but that would be a possible thing, so that's --  
 06:36 24 you guys can look at that. Here is the same thing  
 06:36 25 in writing.

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FEDERAL	
Transportation Equity Act for the 21st Century (TEA-21)	
CMAQ	SMIP
Congestion Mitigation/ Air Quality Program	Statewide Multi-Modal Improvement Program Local Transportation Enhancement (TE) Program
Application Deadline April 15, 2005 Next Deadline April 15, 2007 TEA-21 has still NOT been authorized for 2005 by the Congress	Application Deadline April 15, 2006
Selected Projects sent to SERPC for Review Final Winners in July 2005	Selected Projects sent to SERPC for Review Final Winners in Sept, 2006
Lesser number people applying for CMAQ projects	Lots of people are applying for SMIP projects
Total funding is about \$23 million	Funding can be used to preserve abandoned railway corridors
CMAQ funds MUST have a Public Government Sponsor or a contract arrangement between the Public Agency and a Private Group	SMIP Projects MUST be Public Government Agencies that can guarantee 20% matching funds
Projects must total over \$100,000	Projects must total over \$100,000
These Projects must reduce emissions, reduce vehicle trips, reduce traffic congestion, expand scope of public Transportation system and be consistent with SERPC goals	This is a Reimbursement program NOT a Grant program. No Federal money until Federal authorization of each Phase

nita Pusch (262) 548-8789  
 141 NW Barstow St, Waukesha

Mary Frigge (262) 548-8763  
 141 NW Barstow St, Waukesha



**RESUME**  
 Edward P. Wilkommen  
 2539 North 72nd Street  
 Wauwatosa, WI 53213  
 (414) 476-3999

**Formal Education**

University of Wisconsin, Madison  
 Bachelor of Science in Metallurgical Engineering

**Professional Positions**

→ Edgewood Industries, Inc. President (30 years)

Railroad Track Contractor  
 Covered Ladle Heater Manufacturer

**Companies for whom we did work:**

Siemens Power Systems  
 Allis Chalmers Mfg. Co.  
 AC Reorganization Trust  
 AC Equipment Services  
 Whitnall Summit Co.  
 4400 Packaging, Inc.  
 J.I. Case Corp.  
 Pillsbury Company  
 Ashtand Chemical Co.  
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 University of Wisconsin  
 City of Beaver Dam  
 Charmin Paper Div. of Proctor & Gamble  
 Trent Tube Div. of Colt Industries  
 East Troy Railway  
 Wisconsin Power & Light, Columbia Generating Station  
 Scot Forge Co.

Lowe, Inc.  
 Morelli Overseas Export Service  
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 Milwaukee, WI  
 West Allis, WI  
 West Allis, WI  
 West Allis, WI  
 West Allis, WI  
 West Allis, WI  
 West Allis, WI  
 Racine, WI  
 Milwaukee, WI  
 Milwaukee, WI  
 Milwaukee, WI  
 West Milwaukee, WI  
 Wauwatosa, WI  
 Wauwatosa, WI  
 Wauwatosa, WI  
 Oak Creek, WI  
 St. Francis & Port  
 Washington, WI  
 Janesville, WI  
 Milwaukee, WI  
 Milwaukee, WI  
 Saukville, WI  
 Milwaukee, WI  
 Milwaukee, WI  
 Jefferson, WI  
 Watertown, WI  
 Watertown, WI  
 Madison, WI  
 Beaver Dam, WI  
 Green Bay, WI  
 East Troy, WI  
 East Troy, WI  
 Portage, WI  
 Clinton, WI & Spring  
 Grove, IL  
 Kenosha, WI  
 Kenosha, WI  
 New Berlin, WI  
 Elkhorn, WI  
 East Troy, WI  
 Edgerton, WI

Filer and Stowell Co.  
 Pioneer Iron and Metal Co.  
 Milligan Corp.  
 Thiern Corp.  
 Becker Construction Co.  
 Dralle Paper Co., Inc.  
 Central Steel and Wire Co.  
 Rockton, Rion & Western Railroad  
 Metallurgical Engineer  
 Modern Equipment Co.  
 International Harvester Co.  
 John Deere Co.  
 Creole Petroleum Corp. (3rd largest oil producer in the world)  
 Engineering Consultant  
 Flodar Corp.  
 Rockton and Rion Ry.  
 American Cast Iron Pipe Co.  
 Quebec Iron & Titanium Corp.  
 Griffin Pipe Products  
 Chevrolct Gray Iron Foundry  
 Alabama Pipe Co.  
 Interlake Steel Co.  
 Neenah Foundry  
 General Motors Central Foundry  
 Urlick Foundry  
 Northern Electric Foundry  
 Evinrude Motors  
 Illingsworth Corp.  
 Whitnall Summit Corp.  
 Siemens Power Corp.  
 Theta Tau Engineering Fraternity, President of Alumni Club

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 Defiance, OH  
 Erie, PA  
 Ishpeming, MI  
 Milwaukee, WI  
 Milwaukee, WI  
 West Allis, WI  
 West Allis, WI

**Other Technical Education**

American Foundryman's Society  
 Ductile Iron Seminars  
 Foundry Education Course  
 State Historical Society of Wisconsin  
 Research and Writing Seminar  
 Photographs and Oral History Workshop  
 Conservation of Archival Materials  
 Producing Local Historical Publications

Des Plaines, IL  
 Milwaukee, WI  
 Delafield, WI  
 Kenosha, WI  
 Madison, WI  
 Madison, WI

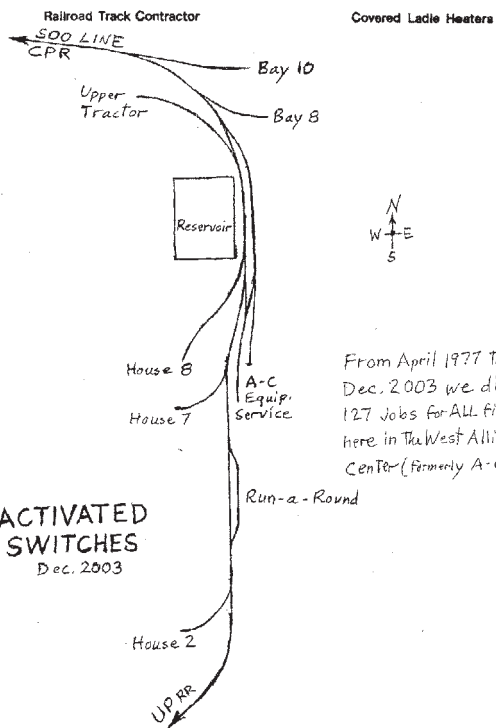
**Offices Held**

Wauwatosa Historical Society, President (twice)  
 Vice-President, Director (22 yrs.), Editor (24 yrs.)  
 Milwaukee Road Historical Association, President  
 Iowa Chapter of National Railway Historical Society,  
 President, Vice-President, Director, Secy., Treasurer  
 Wisconsin Association of Railroad Passengers, Director  
 Model Railroad Club of Milwaukee, Director  
 Milwaukee Road Railfans Association, Editor (4 yrs.)  
 West Allis Historical Society, Secretary, Director, Editor  
 Map Society of Wisconsin, Director



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**EDGEWOOD INDUSTRIES, INC.**  
 P.O. BOX 10226 MILWAUKEE, WIS. 53210





PUBLIC INFORMATION MEETING  
REVIEW OF REGIONAL LAND USE AND TRANSPORTATION  
SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN

PUBLIC INFORMATION MEETING, before  
MELISSA J. STARK, a Certified Realtime Reporter,  
Registered Professional Reporter and Notary Public in and  
for the State of Wisconsin, at Kenosha Gateway Technical  
College, 3520 30th Avenue, Kenosha, Wisconsin, on MAY 18,  
2005, commencing at 4:30 p.m. and concluding at 7:00 p.m.

MILWAUKEE 414-224-9533  
RACINE 262-637-4980  
TOLLFREE 800-456-9531

ORIGINAL  
TRANSCRIPT

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION  
PUBLIC INFORMATION MEETING  
SEPTEMBER 14, 2005

Proceedings taken before MARY RING, a  
Registered Professional Reporter and Notary Public in and  
for the State of Wisconsin, at Gateway Technical College,  
Elkhorn Campus, 400 County Road H, Elkhorn, Wisconsin, on  
09/14/2005, commencing at 4:30 p.m. and concluding at  
6:30 p.m.

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TRANSCRIPT OF PROCEEDINGS

05:45 1  
05:45 2 MR. DON HACKBARTH: I want to say  
05:45 3 that I believe the plan is a good plan. I like to  
05:45 4 see the projections for the 2035 growth and how  
05:45 5 we're planning to take care of that growth. The  
05:45 6 only concern I have is the possible expansion of  
05:45 7 Highway 165, and I personally think it's way to  
05:45 8 wide as the projected plan came out.

(Proceedings concluded at 7:00 p.m.)

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TRANSCRIPT OF PROCEEDINGS

04:13 1  
04:13 2 (Statement by Mr. Thomas Spellman, 270  
3 Country Club Drive, Lake Geneva, Wisconsin,  
4 53147.)

05:14 5 Mr. Spellman: I was just talking to  
05:15 6 Mr. McCauley, and he suggested that I make this  
05:15 7 statement.

05:15 8 And what I was talking to him about was  
05:15 9 the -- some of the issues in the central city of  
05:15 10 Milwaukee, but that one of the things that I've  
05:15 11 come to understand is that the issue of large  
05:15 12 cities is an issue of violence, and violence is  
05:15 13 driven by abuse; i.e., if somebody is violent,  
05:15 14 they have been abused, and in that process they  
05:15 15 will probably go on and spread that violence by  
05:15 16 being abusive to other people. And most people in  
05:15 17 prison, I think it is pretty easily argued that  
05:15 18 they have been abused, and in large part that's  
05:15 19 why they are there.

05:15 20 So with that sort of an underlying  
05:15 21 understanding, then the next part of that equation  
05:15 22 basically comes that what I've come to understand  
05:15 23 is that the opposite of violence is nurturing, and  
05:15 24 that we all know that our children need to be  
05:15 25 nurtured. And I think there would be a universal

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05:10 1 agreement that nurturing is necessary for children  
05:18 2 to grow.

05:16 3 And what I'm suggesting to SEWRPC, in a  
05:18 4 way, is that on a regional scale -- could argue  
05:18 5 that it should be done on a state scale in terms  
05:18 6 of state budgeting and stuff -- but on a regional  
05:16 7 scale, that they would call a meeting of local  
05:16 8 municipalities and school boards, and stuff like  
05:18 9 that, and basically to present a nurturing council  
05:16 10 and that there would be a regional nurturing  
05:16 11 council.

05:16 12 And the question before the council when  
05:17 13 it meets is, are all of the children in our region  
05:17 14 being nurtured. And if the answer is no, then,  
05:17 15 obviously, the question is, how do we nurture  
05:17 16 those children who aren't being nurtured, who  
05:17 17 aren't receiving that from their parents.

05:17 18 And thousands and -- And the family is  
05:17 19 the source of nurturing; there is no doubt about  
05:17 20 that. And thousands and thousands of families are  
05:17 21 doing a very, very fine job of nurturing their  
05:17 22 children, but there are some families that are  
05:17 23 struggling, and then there are some families that  
05:17 24 basically are totally dismal and failing.

05:17 25 And, again, if you come back and you

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05:19 1 infected with the disease called violence, and I  
05:19 2 think that that could make a huge difference.

05:19 3 And, again, SEWRPC could be the agent  
05:19 4 for change, which, you know, if they like to see  
05:19 5 themselves as and really to be able to make some  
05:19 6 change in terms of the central city, and in all  
05:19 7 communities, because basically even in some  
05:19 8 communities here, like Lake Geneva, they suspend  
05:19 9 three to five kids a year, and they don't address  
05:19 10 the underlying issues of why those kids are  
05:19 11 belligerent. And that also impacts the criminal  
05:19 12 system as well in terms of the numbers of people  
05:19 13 who wind up in the criminal system.

05:20 14 I pointed out to Tim that Wisconsin  
05:20 15 spends a billion dollars a year on the -- the  
05:20 16 incarcerating in the correction system. Minnesota  
05:20 17 spend \$400 million a year. That's \$600 million.  
05:20 18 That's a lot of money that we can do other things  
05:20 19 with than lock people up. And -- But it all comes  
05:20 20 back to understanding violence. And we can make  
05:20 21 it very complicated, but the object here is to  
05:20 22 make it understandable and controllable and doable  
05:20 23 as opposed to going off on theories, et cetera.

05:20 24 And most people would agree, if not  
05:20 25 all people, that people in prison have been

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05:17 1 look at a family that is struggling, you will  
05:17 2 probably find a family that they themselves  
05:17 3 weren't nurtured, and so they really don't know  
05:17 4 how to nurture. And so there are programs, but,  
05:17 5 again, this begins to allow for change.

05:16 6 And another reason why this might be  
05:18 7 important is that if we're looking for employees,  
05:18 8 and employees who are dependable and employees who  
05:18 9 are employable and employees who people want to be  
05:18 10 around, having -- people having good social skills  
05:18 11 is a very important aspect of that. And so, you  
05:18 12 know, this directly ties back into the region's  
05:16 13 success, because if you have lots and lots of  
05:16 14 people who have good social skills, then in fact  
05:18 15 you will have employers coming who want to employ  
05:18 16 those people.

05:16 17 And if, instead, we don't address that  
05:16 18 issue of nurturing, then where do we wind up but  
05:18 19 basically people not coming to the region because  
05:16 20 people are being left in their violence, being  
05:16 21 left in their abuse, and then that basically  
05:16 22 spreads.

05:19 23 It's no different than tuberculosis. We  
05:19 24 know what to do if a person has tuberculosis. We  
05:19 25 need to understand what to do when somebody is

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05:26 1 abused, and working from that back into children;  
05:26 2 I mean, children who are upset, upset in school,  
05:26 3 are delinquent, have been abused. They have not  
05:21 4 been nurtured, and that comes back to the  
05:21 5 nurturing council. So all for what it's worth.

(Proceedings concluded at 6:30 p.m.)

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REVIEW AND UPDATE OF REGIONAL  
LAND USE AND TRANSPORTATION  
SYSTEM PLANS FOR SOUTHEASTERN  
WISCONSIN

PUBLIC INFORMATION MEETING

Proceedings taken before ANDREA STEWART, a  
Court Reporter and Notary Public in and for the State of  
Wisconsin, at Heart Love Ministries, 3229 North Martin  
Luther King Drive, Milwaukee, Wisconsin, on September 8,  
2005, commencing at 4:30 p.m. and concluding at 6:30 p.m.

MILWAUKEE 414-224-9533  
RACINE 262-487-4280  
TOLLFREE 800-458-9531

A P P E A R A N C E S

Southeastern Wisconsin Regional Planning Commission:

Mr. William J. Stauber,  
Chief Land Use Planner.

Mr. Gary K. Korb,  
Regional Planning Educator.

Mr. Christopher Hiebert,  
Senior Engineer.

Mr. Ken Yunker,  
Deputy Director.

\*\*\*\*\*  
TRANSCRIPT OF PROCEEDINGS

MS. ROSE STIETZ: Well, these are what I  
handed in, in '03 and '04, and basically I think  
they still hold true or still -- upset about the  
make-up of the regional commission. Last year --  
I guess he said there's one Hispanic on it now,  
but last year there were 19 white males and 2  
females and no minorities, no bus riders, and they  
are making decisions for the bus riders, the main  
majority of the bus riders from the city, anyway.  
I don't know about the suburbs.

The buses, you know, here -- I don't  
know if that's part of the regional or not -- but  
when the county cuts buses and then curtails the

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hours that they run, people can't get to work.  
Their job, people either can't get third shift,  
people can't get home or they can't get to work  
without getting another ride. I know they have  
said that all the 85 percent of the buses run  
within a quarter mile of the people who ride them,  
but if you can't walk a quarter mile, that's a  
long ways.

The paratransit, now the prices have  
gone over \$3.00 each direction, so the elderly  
can't afford that anymore, so they are pretty well  
stuck if they can't get to a bus. They can't  
afford the \$6.00 for transit or pay the taxi, so  
that means we have to depend on volunteers, so we  
are using up our volunteers. Mostly a lot of them  
depend on their family, but other ones depend on  
other volunteers.

And even in the paratransit, taking them  
to doctors, they miss their appointments because  
they don't come on time, don't get them there on  
time, so they are an hour late for their  
appointments, and so a lot of them take the  
paratransit, but they don't get where they need to  
go on time.

I guess, you know, that whole thing of

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the hours and then cutting. And now I just heard  
that because a lot of students over at UWM are  
using their UPASS now, that they have actually put  
more buses on over there. So that's nice we are  
accommodating students, but we aren't  
accommodating workers, we aren't accommodating  
elderly. We cut them, but we add on for the  
students when they come into town. I suppose  
that's good publicity. I don't know.

And I guess, you know, I'm really -- it  
just bothers me that they haven't, you know, they  
haven't -- the federal government apparently said,  
you know, they fit all the guidelines even though  
they are all -- I think most of them are  
suburbanites that are running this, and they are  
making these decisions for the people in the city  
who are the majority. And, you know, I think  
until we get representation of bus riders from the  
city who run into these problems every day, it's  
not going to get any better.

Last year I challenged them, all the  
regional people, to park their car for a week and  
take nothing but buses, and I doubt I got any  
response on that, but it would be an interesting  
eye opener. Find out what the rest of the people

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05:52 1 go through when they don't have a car or their car  
 05:52 2 breaks down.

05:52 3 And I know we need dedicated funding for  
 05:52 4 it, but I don't know if anybody is really serious  
 05:52 5 about where that's going to come from. That's  
 05:53 6 just one of the first things that gets out  
 05:53 7 because people don't come out and yell about it.

05:53 8 Every time I meet people, I say, "Are you a bus  
 05:53 9 rider," and they say, "Yes." and I say, "Come with  
 05:53 10 me," and "Oh, I have to meet my granddaughter, she  
 05:53 11 is picking me up," so, you know, they don't come,  
 05:53 12 and so you don't hear from them. As long as you  
 05:53 13 don't hear from them, then they can be ignored.

05:53 14 Then I think we need to be serious about  
 05:53 15 buses that don't have to run on diesel fuel and  
 05:53 16 all that. If we've created cars that can run on  
 05:53 17 used McDonald's grease, then we should be able to  
 05:53 18 do something with solar power or sun power or  
 05:53 19 something. I mean, we are way past the time when  
 05:53 20 we should have been able to work on that, but I  
 05:53 21 know that's years down the road because the oil  
 05:53 22 companies won't get any money out of that so,  
 05:54 23 anyway.

05:54 24 But I just think we can't -- we can't  
 05:54 25 keep going the way we are going with people who

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P. O. Box 12150  
Milwaukee, WI 53212  
August 27, 2004

Southeastern Wisconsin Regional Planning Commission  
4239 N. 1812 Rockwood Drive  
P. O. Box 1507  
Waukesha, WI 53187-1607

Subject: Public Information Meeting - 8/26/04  
3229 N. Dr. Martin Luther King, Jr. Drive  
Milwaukee, WI 53212

I attended the above meeting last evening. It was again an exercise in futility. After reading all the charts, I ask how input from low-income and minority populations would be obtained. I received the "pat answer" (outreach and staff availability).

I ask my questions of 2 years ago (to the Preliminary Freeway System Reconstruction Plan):

1. How many Commission members are of the minority (now majority in Milwaukee) population? Answer: Of the 21, none.
2. How many Commission members do not own a car and rely on other means for their transportation? Answer: I don't know but my guess would be none.

On the Regional Planning Commission we have 21 white, vehicle-owner, predominately male, able-bodied representatives making plans for people they cannot relate to, do not understand culturally, and/or do not view as equals. Therefore, it should come as no surprise that Milwaukee appears "out of step" with the other geographical areas in our region.

Lastly, how can we even speak about transportation needs 20 (much less 50) years from now in terms of present needs. Computers and other kinds of equipment are already outdated before they come on market. Once the stranglehold is broken on gasoline-powered vehicles, the sky will be the limit on what future transportation will look like. We need visionary people looking ahead toward that reality instead of saddling our children with albatrosses.

The Commission will probably write off lack of participation in this Public Involvement Process as "lack of interest." It is time the Regional Planning Commission looks at itself and the real reasons why it gets so little cooperation. When it becomes truly diverse and genuinely representative perhaps we will be able to work together.

Sincerely,

Rose Stietz, G.P.



05:54 1 don't ride buses making decisions for the majority  
 05:54 2 of people who ride buses and don't look like them  
 05:54 3 and don't act like them and don't live like them.  
 05:54 4 That's basically it. Same thing every year.

(Proceedings concluded at 8:30 p.m.)

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TRANSPORTATION COMMITTEE HEARING  
Milwaukee County Supervisors  
January 8, 2003 - 1:00 p.m.

(Submitted by Rose Stietz, G.P.)

I share with you my Letter to the Editor (Mil. Journ. Sent.) printed January 28, 2002.

**WIDER FREEWAYS**  
Officials ignoring needs of central city residents.

I read the article "Planners weigh wider freeways in suburbs" with dismay and frustration. For years residents of central city Milwaukee have been working to improve public transportation so they can just get to work. We have been denied on every front by our own city officials and especially by city

officials in other municipalities and counties. The reason it would be too expensive. Now, at a time when we are told no money is available for some basics, let alone any freeways, these very officials are pushing \$1.5 billion to \$2 billion to add freeway lanes that might save suburban commuters four to 12 minutes each way. This blatant injustice should pull us all up short. Obviously, a fact-to 10 minute gain for a suburbanite coming into Milwaukee,

balanced against no or inadequate transportation for city residents to get to jobs, wherever they are, should not even need discussion. Unless, of course, we are still of the mindset that some people are more equal than others and some people's time is worth more than that of those who don't have the luxury of a car with insurance and a driver's license.

Rose Stietz  
Milwaukee

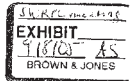
I wonder how many people who will play a role in making this decision have no car, ride a bicycle or walk to work and other appointments, and wait sometimes an hour for public transportation? Compare waiting in the cold or heat at bus stops to the 4 to 12 minutes that might be saved for people in cars by widening freeways.

Further, I find it interesting that many people living outside the city of Milwaukee seem to think they are the only ones who pay gas and other taxes. I'm still waiting for a report that will tell me how much money from Milwaukee helps to build roads in parts of Wisconsin that African Americans and some ethnic groups will never drive on and are not even welcome to live in.

Free Public Transportation fares on New Years Eve and St. Patrick's Day are offered to travelers (condoning abuse of alcohol) but not to people who just want to get to their jobs. We encourage elderly drivers to give up their drivers licenses but do not provide adequate public transportation to make that feasible. Each summer we talk about ozone days, when we encourage people to cut back on driving and using gas-powered appliances, but we make no connection when we talk about widening the freeways so we can drive even more vehicles.

I continue to challenge each and everyone who is part of making this decision to stop using your car for one day or one week and see if your priorities might be rearranged.

Thank you.



REVIEW AND UPDATE OF REGIONAL  
LAND USE AND TRANSPORTATION  
SYSTEM PLANS FOR SOUTHEASTERN  
WISCONSIN

**ORIGINAL  
TRANSCRIPT**

PUBLIC INFORMATION MEETING

Proceedings taken before CHERI KOBLE,  
Court Reporter and Notary Public in and for the State of  
Wisconsin, at Waukesha Metro Transit, 212 East St. Paul  
Avenue, Waukesha, Wisconsin, on SEPTEMBER 14, 2005,  
commencing at 4:30 p.m. and concluding at 6:30 p.m.

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RACINE 282-637-4960  
TOLLFREE 800-456-9531

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rather than commuter rail, which will encourage  
people to live farther out.  
Number 3, plan for fewer lane increases  
on highways. For example, Cleveland Avenue in New  
Berlin should stay two lanes. Any lane increases  
on interstates should be dedicated to public  
transit, buses, light rail, that sort of thing,  
not for additional cars. Adding lanes encourages  
sprawl.

Number 4, create a funded transportation  
district with a half a percent sales tax in order  
to pay for increased public transportation, and it  
should have separate powers and probably with  
elected representatives or possibly appointed from  
the different governmental entities.

That's it so far.

(Proceedings concluded at 6:30 p.m.)

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A P P E A R A N C E S

Southeastern Wisconsin Regional Planning Commission:

Mr. Kenneth R. Yunker,  
Deputy Director.

Mr. Christopher T. Hiebert,  
Senior Engineer.

Mr. Otto P. Dobnick,  
Principal Planner.

Mr. David A. Schilling,  
Principal Planner.

Ms. Sonia Dubielzig,  
Planner.

\* \* \* \* \*

T R A N S C R I P T O F P R O C E E D I N G S

MR. BILL MOORE: These are  
recommendations. In each aspect of the plans,  
create intermediate goals every five years for  
each governmental unit, like cities, villages, so  
they can see their progress compared to the plans.  
That's number 1.

Number 2, create plans to encourage  
people to live in the inner cities and decrease  
sprawl. For example, subways. Subways should be  
considered because they are the best way to  
encourage people to live in the inner cities

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REVIEW AND UPDATE OF REGIONAL  
LAND USE AND TRANSPORTATION  
SYSTEM PLANS FOR SOUTHEASTERN  
WISCONSIN

**ORIGINAL  
TRANSCRIPT**

PUBLIC INFORMATION MEETING

Proceedings taken before PEGGY MITCHELL,  
Registered Merit Reporter, Certified Realtime Reporter and  
Notary Public in and for the State of Wisconsin, at Gateway  
Technical College, Michigan Room, Racine, Wisconsin, on the  
15th day of September, 2005, commencing at 4:30 p.m. and  
concluding at 6:30 p.m.

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RACINE 282-637-4960  
TOLL FREE 800-456-9531

## TRANSCRIPT OF PROCEEDINGS

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MR. JAY WARNER, Ph.D.: The present SFWRPC plan for the area is very thorough and covers an awful lot of subject areas, for which they are to be congratulated. However, of necessity, it does not account for recent changes in long-term projections. In particular, the price of gasoline recently spiked at \$3.25 or more per gallon. I paid \$3.18 two days ago. Long-term projections for the cost of fuel and energy generally are up, and they are not significantly in the downward direction. If gasoline reaches \$5 or more per gallon, which is now within the realm of possibility, serious reductions in automobile travel are expected within the time frame of the current plan. Citizens will increasingly need trains or bus transportation simply to get to work.

I urge an increased examination of anticipated needs for the train extension to Milwaukee from Kenosha, with a focus on spending available transportation funds, including highway funds, on that extension. The cost of the train over that distance, 30 something miles, is far less than even the cost of the Marquette Interchange

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reconstruction. It is far less than the cost of expanding I-94 from the airport south to the state line.

With the train in place, there will be an opportunity for alternative methods of transportation. It will reduce the heavy traffic on the highway, both during construction and later. And it will reduce that at far lower cost than any other alternative.

I have observed, in some of the construction zones this summer, how traffic is overflowing onto the surface routes and the smaller streets, and it is causing damage onto those smaller streets. If we have heavy construction on I-94, we can anticipate that Highways 31 and 32 are going to suffer equivalent damage. We need the train to reduce that danger.

In summary, I would say that we need to build the train, and we need to build it now.

(Proceedings concluded at 6:30 p.m.)

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**Appendix B**

**COMMENTS FROM MEETINGS THROUGH NOVEMBER 30, 2005, WITH  
REPRESENTATIVES OF AMERICAN CIVIL LIBERTIES UNION OF  
WISCONSIN, BLACK HEALTH COALITION OF WISCONSIN, CITIZENS  
ALLIED FOR SANE HIGHWAYS, METROPOLITAN MILWAUKEE FAIR  
HOUSING COUNCIL, AND NATIONAL ASSOCIATION FOR THE  
ADVANCEMENT OF COLORED PEOPLE-MILWAUKEE**

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May 16, 2005

PHILIP EVENSON, EXECUTIVE DIRECTOR  
SEWRPC  
W239 N1812 ROCKWOOD DR  
PO BOX 1607  
WAUKESHA WI 53187-1607

Dear Mr. Evenson:

I am writing to follow up on SEWRPC's low income and minority outreach efforts with respect to the 2035 plan. I am extremely concerned about SEWRPC's apparent continuing minimization - if not disregard - of the spirit as well as the letter of environmental justice requirements. At some point, ignoring known Title VI rules, policies and procedures becomes an intentional, not inadvertent, action. I believe SEWRPC is approaching that point.

In response to an inquiry about the 2035 plan, you recently wrote that:

"At this stage in the process, we have not yet put forth preliminary plan recommendations, but are engaged primarily in an information exchange attendant to land use and transportation trends and plan structure concepts. The informal style of public involvement that was noticed seemed to be appropriate at this point."

However,

it is FHWA's continuing policy to . . . ensure that social impacts to communities and people are recognized *early and continually* throughout the transportation decisionmaking process - from early planning through implementation.

*FHWA Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, Order 6640.23 (Dec. 2, 1998) (emphasis added).

As the agency responsible for coordinating the regional transportation planning process, the MPO must make sure that all segments of the population have been involved with the planning process.

The impact of proposed transportation investments on underserved and underrepresented population groups must be part of the evaluation process. In particular, the following questions are important in addressing Title VI/environmental justice issues in the planning process:

1. How will the public participation process reach low-income and minority communities? Specifically:
  - \* How and where will information be disseminated?
  - \* What information will be disseminated?
  - \* Where and when will public meetings be held?
  - \* At what point in the planning process do the meetings take place?
  - \* Are other avenues being used to reach minority/low-income communities (e.g., contacts with community leadership, community advisory boards, focus groups, surveys, etc.)?
  - \* How will the process elicit issues of particular concern to low-income and minority communities?

*The Metropolitan Transportation Planning Process: Key Issues - A Briefing Notebook for Transportation Decisionmakers, Officials, and Staff* (A Publication of the Transportation Planning Capacity Building Program, Federal Highway Administration & Federal Transit Administration).<sup>1</sup>

It is critical that SEWRPC meaningfully evaluate each of these issues, and follow through in a manner seriously designed to obtain low income and minority community input. It is unclear whether SEWRPC intends to have non-English-speaking staff, interpreters, or written materials at these meetings, to facilitate the participation of limited English proficient persons. Further, while holding a meeting in minority neighborhood may be one step in that process, it is not enough. That is particularly true since testimony at the MPO certification review hearing indicated that such meetings have traditionally been poorly attended. As the FHWA certification review summary made clear, SEWRPC must seek to involve low income and minority communities *in the manner in which the communities prefer to be involved*, not in the manner SEWRPC prefers to operate.

In addition, to state that the meetings are for the purpose of the "regional land use and transportation system plan review and update process" - as the current notices do - fails to convey to any but the sophisticated reader the content or significance of those meetings. The *Briefing Notebook* emphasizes the need for "ensuring the *full and fair participation* in the transportation decisionmaking process by all potentially affected communities." As the certification review summary made clear, SEWRPC needs to address such issues of concern to

<sup>1</sup><http://www.planning.dot.gov/documents/BriefingBook/Book.htm#6EB>. I note that this briefing book also includes detailed requirements for data collection on the needs of low income and minority communities, and utilization of that data.

low income and minority communities as affordable housing, access to jobs and community development. These *are* land use and transportation issues, and processes intended to solicit community input must be explicit that those are the issues on the table.

In addition, SEWRPC must ensure that its planning process is collecting, disseminating, and using data on low income and minority populations. Again, this needs to occur at *all* stages of the planning process.

What statistics are being collected about minority/low-income communities, and how are they used to assess possible inequities? Actions to take include:

- \* Evaluating what information is already being collected.
- \* Identifying what further information can and should be collected.
- \* Analyzing the data to identify potential inequities.
- \* Developing measures to verify whether there is equitable distribution of the benefits and burdens of transportation services.

How are information and data incorporated into decisionmaking? Questions to ask include:

- \* How is Title VI/environmental justice considered in creating the transportation plan?
- \* How is Title VI/environmental justice information collected by the MPO and relayed to officials?
- \* Is additional information needed to adequately consider the impacts of transportation decisions on low-income and minority communities?
- \* How are the specific interests of minority and low-income populations addressed in transportation policies, plans, and projects?<sup>2</sup>

That information needs to be available to community members as well, early in the planning process, so that low income and minority communities can meaningfully participate on issues of concern to them.

Please contact me at 414-272-4032, x. 21, or at [krotker@clu-wi.org](mailto:krotker@clu-wi.org) should you have any questions. I appreciate your prompt response to these concerns.

Sincerely,

Karyn L. Rotker  
Poverty, Race & Civil Liberties Project Attorney

cc: Gov. James Doyle  
WisDOT Sec. Frank Basalacchi  
FHWA Regional Administrator Dwight McComb

<sup>2</sup>*Briefing Notebook, supra*.

## SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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WAUKESHA

June 1, 2005

Ms. Karyn L. Rotker  
Poverty, Race & Civil Liberties Project Attorney  
ACLU of Wisconsin Foundation  
207 East Buffalo Street, Suite 325  
Milwaukee, WI 53202-5774

Dear Ms. Rotker:

This letter will respond to your letters of May 16, 2005, one to Gary Korb, the University of Wisconsin Extension Agent who works with the Commission as a regional planning educator, and the other to me as Executive Director of the Commission. Both letters focus primarily on outreach efforts by the Commission to central city low-income and minority groups and organizations with specific respect to the current projects to prepare updated regional land use and regional transportation plans for the year 2035.

With respect to your inquiries and comments, please be advised of the following:

1. The Commission continues to strengthen its outreach activities with specific respect to organizations and groups that primarily serve central city areas, some of whom participated last year in the Federally-sponsored certification review of the Commission's work. Enclosed is a list of those groups and organizations presently on the Commission's outreach contact list. There are 36 groups or organizations listed, and we are continually adding to that list. We communicate with these groups and organizations on a periodic basis, and are in the process of contacting each one with a view towards setting up individual meetings in an attempt to ascertain issues that are important to disadvantaged individuals who reside in central cities and that are germane to land use and transportation system development and maintenance. A star next to the name of the group or organization indicates that we have been successful in holding such a meeting. These groups and organizations are also routinely advised of forthcoming public meetings and hearings relative to major regional plan updating efforts.
2. The Commission's outreach effort with respect to updating of the regional land use and transportation plans is many-faceted. In addition to posting all written materials on the Commission's website where they can be readily accessed by most individuals, the Commission is producing and distributing hardcopy newsletters and shorter brochures that condense the newsletter material, and is providing presentations and briefings on request. The Commission continually accepts public comment on the work being undertaken. News releases announcing meetings are sent to over 50 media outlets, some of which serve persons of limited English proficiency. Paid advertisements are being

placed in both Spanish and English in a newspaper serving the Milwaukee Hispanic community. We are taking steps to help enable individuals to communicate with us during such meetings. For example, just recently we provided a sign language interpreter at a meeting so that we were able to converse with a speech-impaired individual. We published a recent brochure in Spanish. We stand ready to provide linguistic translators upon request.

3. The Commission's outreach work does include efforts to contact citizens, officials, and organizations who, during last year's Federal certification review, expressed concerns about public involvement, with a view towards better understanding whatever concerns they may have. Some contacts have already been made. Other contacts will be made as the process proceeds.
4. With particular respect to three subjects that you raise – affordable housing, access to jobs, and community development – please be advised of the following:
  - a. The Commission intends to address the topic of affordable housing in a separate planning effort that will follow completion of the forthcoming updated regional land use plan.
  - b. The issue of access to jobs is continually addressed both through long and short range transportation planning and through Commission-coordinated annual efforts to expend Federal and State funds targeted at this area of concern. Just last week, for example, the Commission acted on a request by the Social Development Commission of Milwaukee County to amend the regional transportation improvement program to enable that agency to secure Federal funds being made available to provide loans to low-income individuals so that those individuals can acquire automobiles and thereby access employment opportunities.
  - c. Community development and re-development issues are considered in the making of the regional land use plan. These issues are critical to the economic vitality of the Region and its central cities and are addressed by the Commission's advisory committee guiding the land use planning effort.
5. Your letter to me implies that a recent Commission decision to use an "open house" style of public involvement in a set of meetings throughout the Region runs contrary to a Federal policy to recognize impacts to communities and people early and continually throughout the transportation decision-making process. We would note in this respect that the subject Federal policy applies not just to the Commission and its work efforts – which very clearly take place at the beginning of the decision-making process – but also to State Departments of Transportation and county and local governments that build upon system planning efforts and proceed to create and execute specific transportation projects. Apparently, you believe that some other style of public involvement would have been better at this stage of the Commission's work on the 2035 plan. I will have Gary Korb contact you to arrange a meeting to get your views on public involvement, style of public meetings, and the way in which public notices should be worded. At that time, he can discuss with you the Commission's current public involvement efforts and obtain any suggestions you may have for improvement.

In closing, we should note that the Commission has long taken very seriously its planning responsibilities relative to all Federal regulations, including those associated with Title VI and environmental justice concerns. Commission practices in responding to those policies have been held out for emulation elsewhere in the nation. The recently completed Federal recertification of the Commission found no need to cite corrective actions for the Commission to take with respect to its planning procedures. Indeed, the planning process sponsored by the Commission was found to meet all Federal requirements. The Federal review team made a number of suggestions as to how the Commission could strengthen its outreach efforts. The Commission takes seriously those suggestions and will make every reasonable effort to see to it that issues germane to the process are recognized and appropriately dealt with. We will confer with Federal officials from time-to-time to be sure that we are appropriately responding to their suggestions.

Sincerely,

Philip C. Evenson  
Executive Director

PCE/lw  
#108639 v1 - ACLU/KarynRaiserLtr

cc: Governor Jim Doyle  
Frank J. Busalacchi, Secretary, WisDOT  
Dwayne J. Johnson, District Director, WisDOT  
Dwight E. McComb, Planning and Program  
Development Engineer, FHWA  
Story Hill Webeam  
Gary Korb

Enclosure (#108633)

SEWRPC Outreach List

CENTRAL CITY / MINORITY / LOW INCOME GROUPS AND ORGANIZATIONS

- 16<sup>TH</sup> STREET COMMUNITY HEALTH CENTER  
DR JOHN J BORKOWSKI
- 9705 NATIONAL ASSOCIATION OF WORKING WOMEN  
DONNA SKENADORE
- AFRICAN AMERICAN CHAMBER OF COMMERCE  
DESTER MARTIN
- AMERICAN INDIAN CENTER  
HERMAN LOGAN
- AMERICAN INDIAN CHAMBER OF COMMERCE  
JEFF BOWMAN
- ASSOCIATION FOR RIGHTS OF CITIZENS WITH  
HANDICAPS  
GLENN LAMPING
- AVENUES WEST ASSOCIATION  
JUNE MOBERLY
- BLACK HEALTH COALITION OF WISCONSIN, INC.  
PATRICIA MCMANUS
- CHILDREN'S HEALTH EDUCATION CENTER  
L'LAINA RASH
- CNIFONDY/NORTH BUSINESS ASSOCIATION  
MARY GLASS
- COMMUNITY BRAINSTORMING CONFERENCE  
RUSSELL STAMPER
- CONGREGATIONS UNITED TO SERVE HUMANITY  
JENNIFER BURNS
- COUNCIL FOR THE SPANISH SPEAKING  
ROSA DOMINGUEZ
- ESPERANZA UNIDA  
ADAM MATA
- FEDERATION FOR CIVIC ACTION  
CELINA GONZALEZ
- GOODWILL INDUSTRIES OF SEWISD & METRO CHICAGO  
JOHN L MILLER/TERRENCE J LEAHY
- HAFAMBEE OMBUDSMAN PROJECT INC  
SHERMAN HILL
- HISPANIC CHAMBER OF COMMERCE WISCONSIN  
MARIA MONREAL-CAMERON
- HONG-AMERICAN FRIENDSHIP ASSOC.  
LO NENG KIATOUKAYSY
- INDEPENDENCE FIRST  
KAREN AVFRY/RIHAN PEFFHS
- INNER CITY REDEVELOPMENT CORP  
J ALLEN STOKES
- JOURNEY HOUSE INC  
MICHELLE BRIA
- LA CASA DE ESPERANZA  
ANSELMO VILLARREAL
- LA CAUSA INC  
HUGO CARDONA
- LAO FAMILY COMMUNITY  
YONG VANG
- LAYTON BOULEVARD WEST NEIGHBORS  
CHARLOTTE JOHN-GOMEZ
- MERRILL PARK NEIGHBORHOOD ASSOCIATION  
BOB GREENE
- METCALFE PARK RESIDENT ASSOCIATION  
ROSLYNN WASHINGTON
- METROPOLITAN MILWAUKEE FAIR HOUSING COUNCIL  
WILLIAM R TISDALE/KORI SCHNEIDER
- MID-TOWN NEIGHBORHOOD ASSOCIATION  
VICTORIA TOLIVER
- MILWAUKEE BRANCH NAACP  
HENRY HAMILTON
- MILWAUKEE CAREERS COOPERATIVE  
JOHN C POSSELL
- MILWAUKEE INNERCITY CONGREGATIONS ALLIED  
FOR HOPE  
REV. JOSEPH JACKSON
- MILWAUKEE MINORITY CHAMBER OF COMMERCE  
J PAUL JORDAN

MILWAUKEE URBAN LEAGUE  
RALPH HOLLMON

NATIONAL ASSOC. OF MINORITY CONTRACTORS,  
WISCONSIN CHAPTER  
DAVID BERKLEY

RACINE INTERFAITH COALITION  
TIM SADOWSKI

RACINE/KENOSHA ECONOMIC INCLUSION COALITION  
ALFONSO GARDNER

REPAIRERS OF THE BREACH  
MACCANON BROWN

RIVERWEST NEIGHBORHOOD ASSOCIATION  
LORRAINE JACOBS

SHERMAN PARK COMMUNITY ASSOCIATION  
STEVE O'CONNELL

SOUTHSIDE ORGANIZING COMMITTEE  
STEVE FENDT

SPANISH CENTERS OF RACINE, KENOSHA AND  
WALWORTH COUNTIES  
BERNARDO ORTEGA

THE BUSINESS COUNCIL INC  
DEVON TURNER

THE SALVATION ARMY  
MAJOR DALE HUNT/KEVIN REEDER/KEVIN TREGELLAS

THE SALVATION ARMY/KENOSHA  
CAPTAIN RICHARD MC DONALD

THE SALVATION ARMY/WAUKESHA  
CAPTAIN DAN FAUNDEZ

UNITED COMMUNITY CENTER  
RICARDO DIAZ

UNITED INDIANS OF MILWAUKEE  
RICHARD WATKINS

UNITED MIGRANT OPPORTUNITY SERVICES INC  
LUPE MARTINEZ

URBAN ECONOMIC DEVELOPMENT ASSOC-UFEDA  
CAROL MARIA

3

URBAN LEAGUE OF RACINE & KENOSHA  
HONEY RENEAU

WASHINGTON HEIGHTS NEIGHBORHOOD ASSOCIATION  
DEBBIE KNEPKE

WEST END DEVELOPMENT CORPORATION  
THEODORE LIPSCOMB

WEST NORTH AVENUE ADVANCEMENT ASSOCIATION  
KEVIN BOOTH

WISCONSIN MINORITY BUSINESS OPPORTUNITY  
COMMITTEE  
LENI SIKER

WISCONSIN REGIONAL TRAINING PARTNERSHIP  
ERIC PARKER

4

July 25, 2005

KENNETH YUNKER & GARY KORB  
SEWRPC  
W239 N1812 ROCKWOOD DR  
PO BOX 1607  
WAUKESHA WI 53187-1607

Dear Mr. Yunker and Mr. Korb:

I am writing to follow up on the meeting we had on July 14, concerning SEWRPC's public involvement and outreach activities. We appreciate your taking the time to meet with our organizations, and expect that SEWRPC will commit to much more meaningful involvement of low income and minority communities in the future.

**I) Purpose of Public Involvement:**

Our most basic concern is ensuring that low income and minority persons, and organizations representing them, get a seat at the table in the decision making process. We are not asking for SEWRPC just to tell these groups what it is doing, but to meaningfully solicit their ideas, opinions and concerns - and to act upon those concerns. Doing so will, frankly, involve a change in SEWRPC's perspective, developing an approach based on the belief that low income and minority communities have as much right and need to be involved in decision making as governmental and corporate interests. It is critical that SEWRPC approach low income and minority communities without having previously decided what the outcome of those contacts should be.

You indicated your willingness to "brief" low income and minority organizations on SEWRPC's programs and studies. However, briefing is dramatically different than what FHWA requires, "providing public involvement opportunities and considering the results thereof, including providing meaningful access to public information concerning the human health or environmental impacts *and soliciting input from affected minority and low-income populations in considering alternatives* during the planning and development of alternatives and decisions."<sup>1</sup> Further, the FHWA Environmental Justice Order mandates consideration of a very large number

<sup>1</sup>FHWA Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, Order 6640.23 (Dec. 2, 1998) (emphasis added).

of potential adverse effects of programs and activities on minority and low-income populations.<sup>2</sup> Federal law, 23 U.S.C. §109(h), requires a showing that "possible adverse economic, social, and environmental effects relating to any proposed project on any Federal-aid system have been fully considered in developing such project . . ."

In addition, as SEWRPC addresses housing and related issues - for example, in its land use and Smart Growth planning - it must keep in mind Executive Order 12892, stating that all federal agencies must administer any housing-related activity to "affirmatively further fair housing," and federal regulations, 24 C.F.R. Sec. 570.487(b), imposing the obligation to affirmatively further fair housing on the state and on local governments receiving block grants; that the Fair Housing Act, 42 U.S.C. Sec. 3604(a), prohibits actions which "make unavailable" dwellings based on race or ethnicity; and that the Wisconsin Open Housing Act also includes "lawful source of income" as a protected category and states that "it is the duty of the political subdivisions to assist in the orderly prevention or removal of all discrimination in housing." Wis. Stat. Sec. 106.50(1).

**II) Outreach Procedures:**

During our meeting, we discussed SEWRPC's outreach procedures. One issue raised was that SEWRPC staff had sent letters with incorrect names and/or titles to a number of community organizations. This is not only an action that can be perceived as insulting in itself, but also a symptom of SEWRPC's lack of knowledge of, and relationships with, low income and minority community organizations. We also note that such relationships must be created and developed with organizations in all SEWRPC counties, not just in Milwaukee.

Second, you indicated that you would provide us with a demographic breakdown of SEWRPC staff. We are seeking information by race and ability to speak languages other than English, and by residence in the city of Milwaukee, by position in SEWRPC. This information is significant, as it also is a marker of the extent to which staff members are personally familiar with the needs and circumstances of low income and minority communities.

Third, letters and other communications from SEWRPC to community organizations and members of the public need to be rewritten to eliminate jargon and highlight the importance of various meetings and planning efforts to low income and minority communities. As we discussed, advising groups of a "briefing meeting on the 2035 land use and transportation plan" is dramatically different than telling groups that they can "come to talk about transit, housing and

<sup>2</sup>*Id.* "Adverse Effects means the totality of significant individual or cumulative human health or environmental effects, including interrelated social and economic effects, which may include, but are not limited to bodily impairment, infirmity, illness or death; air, noise, and water pollution and soil contamination; destruction or disruption of man-made or natural resources; destruction or diminution of aesthetic values; destruction or disruption of community cohesion or a community's economic vitality; destruction or disruption of the availability of public and private facilities and services; vibration; adverse employment effects; displacement of persons, businesses, farms, or nonprofit organizations; increased traffic congestion, isolation, exclusion or separation of minority or low-income individuals within a given community or from the broader community; and the denial of, reduction in, or significant delay in the receipt of, benefits of FHWA programs, policies, or activities."

economic development needs and plans for the next 30 years." Of course, such jargon-free communications also must be available in languages other than English.

Fourth, sending letters is not enough. SEWRPC needs to follow up on a regular basis with affected organizations - and make it clear that the needs and concerns of these groups are being taken seriously.

Fifth, SEWRPC needs to have enough familiarity with local organizations to ensure awareness of potential conflicts of interest in individuals, firms, or groups it chooses to hire to conduct outreach to, or other activities for, these communities.

Sixth, we repeated our request for SEWRPC to post agendas and minutes on its website, to provide easier access to information for interested groups and individuals. (We also noted that SEWRPC has yet to post the FHWA certification review summary or report on the website.)

Finally, we suggested that SEWRPC look at the public involvement plans of MMSD, and of other MPOs, to provide models on how to improve public involvement. CATS in Chicago was specifically suggested as a possibility; if you have concerns about the CATS model, we would ask that you discuss them in detail with us.

### III) Meaningful Consideration of - and Action on - Issues Affecting Low Income and Minority Communities:

As we discussed, SEWRPC needs to address issues of concern to low income and minority communities. Doing so requires, among other things, collection of relevant data. I note that SEWRPC's 2004 report on the *Economy of Southeastern Wisconsin* completely failed to evaluate readily available data on, for example, employment patterns of low income and minority populations. Given that this report is going to be used as a basis for future planning, and given the federal mandate that SEWRPC consider the potential adverse effects of its programs and activities on low income and minority populations, it is critical that these omissions be remedied before any further planning based on this report occurs.

At our meeting, the NAACP said it was interested in participating in advisory committees on transportation issues. You said that at this time there are no non-governmental groups involved in transportation planning and stated that committee had already begun work and it was too late to add organizations to the group. It is, however, clear that SEWRPC routinely includes non-governmental groups on technical advisory committees. For example, the advisory council for the report on the *Economy of Southeastern Wisconsin* - a report that, as mentioned above, failed to include data on low income and minority populations - included representatives of Wisconsin Manufacturers and Commerce, the Milwaukee Metropolitan Association of Commerce, American Transmission and WE Energies (but not a single representative of an organization representing low income or minority persons.) Further, while units of government - such as the city of Milwaukee - should have fair representation on advisory committees, government involvement is not the equivalent of low income and minority organizational

3

involvement, nor should it be treated as such.

The NAACP also requested at the meeting that SEWRPC seriously study and provide information on health issues affecting low income and minority communities, including on the health affects of freeway expansion. You indicated you would provide this information to the NAACP.<sup>3</sup>

The FHWA - and community groups such as the Merrill Park Neighborhood Association - are concerned about having SEWRPC address economic development issues. It was unclear whether or how SEWRPC intended to take such actions.

We also discussed the need for SEWRPC to seriously study affordable housing throughout the region. During the summer of 2004, SEWRPC staff promised the Metropolitan Milwaukee Fair Housing Council that they would develop an advisory committee on housing issues. Yet a year later, no such committee exists.

We also discussed the MMFHC's suggestion for a kind of overarching citizens advisory committee. You did indicate that you would consider formation of some kind of citizens committee, although you also stated that there might need to be separate groups in each county (a matter which should, of course, be discussed with the organizations in those counties before a decision is made).

At the close of the meeting, we agreed to meet again after Labor Day to follow up on SEWRPC's progress on these issues. Please contact me at [krotker@aclu-wi.org](mailto:krotker@aclu-wi.org) with potential dates for such a meeting.

Sincerely,

Karyn L. Rotker  
Poverty, Race & Civil Liberties Project Attorney

electronic copy:  
Dennis Grzeziński, Esq.  
Henry Hamilton, NAACP  
Bob Greene & Aricka Evans, Merrill Park Neighborhood Assoc.  
Prof. Joel Rast, UWM  
Kori Schneider, MMFHC

<sup>3</sup> I note that in the past SEWRPC has simply stated that there are no adverse health affects of reconstruction, a statement with which we strongly disagree. We have in the past provided SEWRPC with a list of dozens of studies raising health concerns, and request a serious evaluation of that information and involvement of local community health personnel in doing so.

COPY

## SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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August 23, 2005

Ms. Karyn L. Rotker  
Poverty, Race & Civil Liberties Project Attorney  
American Civil Liberties Union of Wisconsin  
207 East Buffalo Street, Suite 325  
Milwaukee, WI 53202-5774

Dear Ms. Rotker:

This is a response to your July 25 letter received here July 29, 2005.

We would like to begin by expressing appreciation for the opportunity to meet with you, and particularly with those who are members of organizations representing minority and low-income groups. We look forward to doing so again.

For the record, we need to clarify and correct a number of points made in your letter. Our clarifications and corrections are made following the headings in your letter:

#### I) Purpose of Public Involvement

You state in your letter that, "We are not asking for SEWRPC just to tell these groups (low-income and minority persons) what it is doing, but to meaningfully solicit their ideas ... it is critical that SEWRPC approach low-income and minority communities without having previously decided what the outcome of those contacts should be." You also single out the words "brief" and "briefing" to critically imply that the Commission is not interested in obtaining input and comment. These assertions are simply not true. The public involvement process shared by Commission staff and discussed at our July 14 meeting clearly established the Commission's intent for open dialogue and meaningful input. This is supported by the text shown below from our recent letter sent to minority and low-income groups inviting their input and comment:

"I would like to emphasize our willingness to come to your location for an individual briefing. At that time, we could discuss the regional picture or related local issues - and the format could range from presentation of the findings thus far to receiving any comments or concerns you may have.

In previous meetings with organizations representing minority and low-income residents of the Region, we have received some valuable questions and comments...

We specifically want to ask at this time what you think about the planning process and its initial findings. Additional comments you may have on the above, or anything else in the newsletter, would be helpful and appreciated."

Ms. Karyn L. Rotker  
August 23, 2005  
Page 2

#### II) Outreach Procedures

You requested at the meeting that we share our minority and low-income group contact list. This is provided in Attachment A to this letter. We apologize if there are any incorrect names or titles, and have worked to make changes as they are discovered. As mentioned during the meeting, any knowledge on updates you may have to share with us would be much appreciated. If there are groups that could be added to this direct contact list, please let us know and we will gladly do so.

You also requested a demographic breakdown of SEWRPC staff, and a breakdown is provided in Attachment B to this letter.

You also suggested in your letter that the Commission avoid the use of jargon in the wording of its letters and other communications. Please be advised that the Commission is always trying to improve its communications and avoid jargon. Any specific suggestions are appreciated.

You also state in your letter regarding the Commission's contacts with minority and low-income groups that, "... sending letters is not enough." We agree, and we do not just send letters. At the July 14<sup>th</sup> meeting, we described our follow-up telephone calls, our attempts to use all contacts with minority and low-income groups to request and arrange meetings, and indicated our intent for flexibility and desire for multiple contacts at their convenience. Hopefully, this point is clear.

In further regard to the Commission's public involvement process, we are always open to considering additional approaches and improvements. As suggested during the meeting, we have obtained and reviewed the March 2004 update of the *Public Involvement Plan* for the Chicago Area Transportation Study (CATS). For everyone's information, a copy is enclosed as Attachment C to this letter. While we can appreciate the CATS effort, and would hope to benefit from some of their public involvement actions, the document is also quite general. That observation is particularly true compared to SEWRPC's stated process and actions for engaging minority and low-income populations. In fact, the CATS plan does not contain a single mention of the words "minority" or "low-income", let alone how these groups would be involved. A copy of the Commission's "Public Involvement Process for Transportation Planning" is enclosed as Attachment D to this letter.

Also, your question in your letter whether the U.S. Department of Transportation certification review report of the Commission's transportation planning is available on the Commission website. Please be advised that it has been on our website since July 7, 2005.

### III) Meaningful Consideration of - and Action on - Issues Affecting Low-Income and Minority Communities

We can certainly agree with the concept embodied in the wording of the third heading of your letter as shown above. However, you devote considerable time in your letter under this heading criticizing a SEWRPC report (SEWRPC Technical Report No. 10, the *Economy of Southeastern Wisconsin*, 4<sup>th</sup> Edition, 2004). By design, this report has a very narrow purpose - specifically, the projection of the future amount and type of employment in the Southeastern Wisconsin Region. It is not a plan, and makes no recommendations. The very first sentences on page one of the report state:

"An important and necessary step in the regional planning process is the projection of the probable nature and magnitude of changes in factors which are largely beyond the influence of the planning process, but which must be considered in the preparation of a

SEWRPC Outreach List

CENTRAL CITY / MINORITY / LOW INCOME GROUPS AND ORGANIZATIONS

comprehensive plan. Among the most important of these factors are those relating to the size, distribution, and composition of the population and to the number, distribution, and types of employment opportunities, or jobs."

Obviously, the matter of accessible jobs noted in your letter is of crucial importance to minority and low-income populations. Representatives of their groups have told us so directly. However, forecasts of possible future employment levels and the likely composition of employment in terms of manufacturing, retail, service, and other jobs, which *The Economy of Southeastern Wisconsin* contains, are constructed by people with experience in that type of work. That is why the Advisory Committee was quite specialized and limited in size. Please note that the City of Milwaukee was asked to participate, but declined saying that there was no one on their staff, or that they could suggest, suitable for the assignment.

Also, you refer in your letter to the NAACP request for a meeting with Commission staff, and that the meeting include discussion of information on health impacts of transportation affecting low-income and minority communities, including the health effects of freeway expansion. As noted at the meeting, the Commission staff has been in contact with the Milwaukee chapter of the NAACP in an attempt to arrange a meeting. The Commission staff will address health impacts related to transportation at that meeting.

You footnote in your letter your discussion of the NAACP meeting request with the assertion, "I note that in the past SEWRPC has simply stated that there are no adverse health effects of reconstruction, a statement with which we strongly disagree." We must state that the Commission has not ignored health-related impacts of transportation, particularly as related to freeway reconstruction. We would direct your attention to pages 20 to 22 of your letter to the Commission of December 16, 2002, in which you made such a claim (see pages 20 to 22 of Attachment E to this letter), and the Commission's March 25, 2003, response to your letter which refutes your claim (see pages 28 to 32 of Attachment F to this letter). The Commission staff is continually working to improve and enhance the estimation of transportation impacts, including those related to health. In May 2004 -- one year after completion of the Commission's freeway reconstruction study -- the U.S. Environmental Protection Agency (USEPA) first made available the use of an estimation procedure known as "Mobile 6.2" which permits the estimation of air toxic emissions from transportation. The Commission staff now uses this estimation procedure. Recent U.S. Department of Transportation, Federal Highway Administration, guidance concerning the estimation of transportation air toxic emissions is provided in Attachment G to this letter.

The final item we would like to address is your statement of concern that an Advisory Committee to guide the preparation of a regional housing plan has not yet been appointed. The primary reason that no such Committee yet exists is that preparation of the regional housing plan has not yet been initiated, and will only begin at the conclusion of the regional land use plan. An Advisory Committee will be formed when work on the housing study is about to get underway. We anticipate that this will occur near the end of 2005.

We were encouraged by the dialogue during our meeting last month and trust that it will continue. Potential dates for a second meeting include September 7 (afternoon), 16 (morning or afternoon), or 23 (morning or afternoon). Our objective is to work collegially with you and all other interested groups. In the future, we suggest that meeting notes be kept separate from other issues, and we are willing to play a role in summarizing the meeting discussion.

Also, for your information, the Commission will be holding in September a third series of open house public meetings on the review and update of the regional land use and transportation plans. A copy of the

Ms. Karyn L. Rotker  
August 23, 2005  
Page 4

A newsletter announcing these meetings is enclosed with this letter. A summary brochure will be available soon.

Thank you for your time and consideration.

Sincerely,

Gary K. Korb  
Regional Planning Educator

KRY/GKK/gh/lw  
#10990 v1 - Rotker Letter

Enclosures

cc: Mr. Dennis Grzezinski, Esq. (w/enclosures)  
Mr. Henry Hamilton, NAACP (w/enclosures)  
Mr. Bob Green & Aricka Evans  
Merrill Park Neighborhood Assoc. (w/enclosures)  
Professor Joel Rast, UWM (w/enclosures)  
Ms. Keri Schneider, MMFHC (w/enclosures)  
Ms. Gretchen Schuldt, CASH (w/enclosures)  
Mr. Bob Trimmier, CASII (w/enclosures)

bcc: Dwight McComb (w/enclosures)  
Donna Brown (w/enclosures)

16<sup>TH</sup> STREET COMMUNITY HEALTH CENTER  
DR JOHN J BORKOWSKI

STOS NATIONAL ASSOCIATION OF WORKING WOMEN  
DONNA SKENADORE

AFRICAN AMERICAN CHAMBER OF COMMERCE  
DESTER MARTIN

AMERICAN INDIAN CENTER  
HERMAN LOGAN

AMERICAN INDIAN CHAMBER OF COMMERCE  
JEFF BOWMAN

ASSOCIATION FOR RIGHTS OF CITIZENS WITH  
HANDICAPS  
GI FNN LAMPING

AVENUES WEST ASSOCIATION  
JUNE MOBERLY

BLACK HEALTH COALITION OF WISCONSIN, INC.  
PATRICIA MCMANUS

CHILDREN'S HEALTH EDUCATION CENTER  
L'LAINA RASH

CNI/FONDY/NORTH BUSINESS ASSOCIATION  
MARY GLASS

COMMUNITY BRAINSTORMING CONFERENCE  
RUSSELL STAMPER

CONGREGATIONS UNITED TO SERVE HUMANITY  
ETHEL COX/JENNIFER BURNS

COUNCIL FOR THE SPANISH SPEAKING  
ROSA DOMINGUEZ

ESPERANZA UNIDA  
ADAM MATA

FEDERATION FOR CIVIC ACTION  
CELINA GONZALEZ

GOODWILL INDUSTRIES OF SE WISC & METRO CHICAGO  
JOHN L MILLER/TERRANCE J LEAHY

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SHERMAN HILL

HISPANIC CHAMBER OF COMMERCE WISCONSIN  
MARIA MONREAL-CAMERON

HONG AMERICAN FRIENDSHIP ASSOC.  
LO NENG KIATOUKAYS

INDEPENDENCE FIRST  
KAREN AVERY/BRIAN PETERS

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JOURNEY HOUSE INC  
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ANSELMO VILLARREAL

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CHARLOTTE JOHN-GOMEZ

MERRILL PARK NEIGHBORHOOD ASSOCIATION  
BOB GREENE

METCALFE PARK RESIDENT ASSOCIATION  
ROSLYNN WASHINGTON

METROPOLITAN MILWAUKEE FAIR HOUSING COUNCIL  
WILLIAM R TISDALE/KORI SCHNEIDER

MID-TOWN NEIGHBORHOOD ASSOCIATION  
VICTORIA TOI IVER

MILWAUKEE BRANCH NAACP  
JERRY ANN HAMILTON/HENRY HAMILTON

MILWAUKEE CAREERS COOPERATIVE  
JOHN C POSSELL

MILWAUKEE INNERCITY CONGREGATIONS ALLIED  
FOR HOPE  
REV. JOSEPH JACKSON

MILWAUKEE MINORITY CHAMBER OF COMMERCE  
J PAUL JORDAN

MILWAUKEE URBAN LEAGUE  
RALPH HOLLMON

NATIONAL ASSOC. OF MINORITY CONTRACTORS,  
WISCONSIN CHAPTER  
DAVID BERKLEY

RACINE INI ERFAITH COALITION  
TIM SADOWSKI

RACINE/KENOSHA ECONOMIC INCLUSION COALITION  
ALFONSO GARDNER

REPAIRERS OF THE BREACH  
MACCANON BROWN

RIVERWEST NEIGHBORHOOD ASSOCIATION  
LORRAINE JACOBS

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STEVE O'CONNELL

SOUTHSIDE ORGANIZING COMMITTEE  
STEVE FENDT

SPANISH CENTERS OF RACINE, KENOSHA AND  
WALWORTH COUNTIES  
DIANE IDE

THE BUSINESS COUNCIL INC  
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CAPTAIN DAN FAUNDEZ

UNITED COMMUNITY CENTER  
RICARDO DIAZ

UNITED INDIANS OF MILWAUKEE  
RICHARD WATKINS

UNITED MIGRANT OPPORTUNITY SERVICES INC  
LUPE MARTINEZ

URBAN ECONOMIC DEVELOPMENT ASSOC-UEDA  
CAROL MARIA

3

URBAN LEAGUE OF RACINE & KENOSHA  
HONEY RENEAU

WASHINGTON HEIGHTS NEIGHBORHOOD ASSOCIATION  
DENISE DOEGE

WEST END DEVELOPMENT CORPORATION  
THEODORE LIPSCOMB

WEST NORTH AVENUE ADVANCEMENT ASSOCIATION  
KEVIN BOOTH

WISCONSIN MINORITY BUSINESS OPPORTUNITY  
COMMITTEE  
LENI SIKER

WISCONSIN REGIONAL TRAINING PARTNERSHIP  
ERIC PARKER

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Attachment B

NUMBER OF COMMISSION EMPLOYEES BY GENDER, RACE,  
AND EMPLOYMENT CATEGORY: JULY 2005

Employment Category	Number of Employees						Total
	White	Black	Hispanic	Nonwhite		Nonwhite Subtotal	
				American Indian	Asian, Pacific Islander		
Professional/Technical	66	4	3	1	2	10	76
Clerical	7	1	0	0	0	1	8
Total	73	5	3	1	2	11	84

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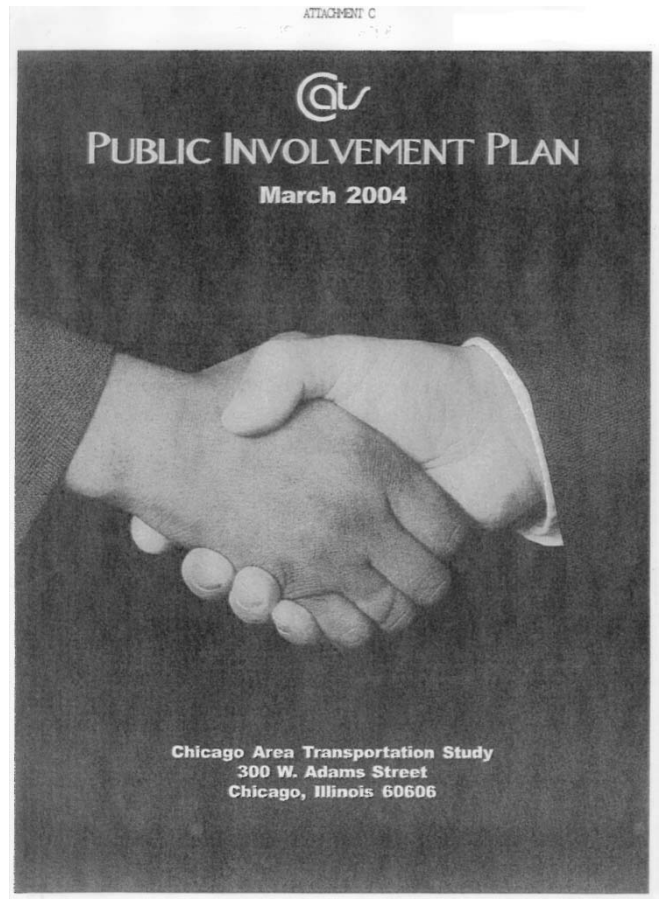


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PUBLIC INVOLVEMENT TASK FORCE

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<b>STEPHEN ALEXANDER</b> DePaul University	<b>LAURA GUILLOT WILKISON</b> Chicago Department of Transportation
<b>CHARLES ALLEN</b> AAA Chicago	<b>REV. CLEE LOWE</b> Developing Community Projects
<b>BRIAN BANKS</b> Policy Research Action Group	<b>RENA MACK</b> Private Citizen/Mack Communications
<b>JENNIFER PATTERSON</b> PACE	<b>JOELLE MCGINNIS</b> Illinois State Toll Highway Authority
<b>STEVEN CALL</b> USDOT	<b>ARLENE J. MULDER</b> Mayor, Village of Arlington Heights
<b>BRUCE CHRISTENSEN</b> Lake County Division of Transportation	<b>RUTH ANN PAYNE</b> IDOT
<b>ED CHRISTOPHER</b> Federal Highway Administration	<b>ANNE M. SIDDALL</b> Regional Transportation Authority
<b>FELICIA DAWSON</b> Bethel Newlife	<b>GORDON SMITH</b> IDOT
<b>ROBERT DEAN</b> DuPage Mayors & Managers Conference	<b>HAROLD J. WIADUCK, JR.</b> Mayor, Village of Riverside
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Executive Director  
Chicago Area Transportation Study

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**RACHEL DREW**  
Associate Graphics Specialist

**LYNN TOI LAWSON**  
Public Involvement Coordinator

**MICHELLE MCFARLAND-MCDANIELS**  
Public Information Coordinator

**SUZANNE LANZAFAME**  
Communications Cadre

## A RESOLUTION ADOPTING THE PUBLIC INVOLVEMENT PLAN FOR NORTHEASTERN ILLINOIS

WHEREAS, the Policy Committee of the Chicago Area Transportation Study is the Metropolitan Planning Organization (MPO) for northeastern Illinois, designated by the Governor as being responsible, together with the State of Illinois and public transportation operators, for carrying out the provisions of Section 134 Title 23 U.S. Code and Section 5303 Title 498 U.S. Code; and

WHEREAS, Section 450.316(b)(1) of Title 23 CFR requires the Metropolitan Planning Organization to adopt a proactive public involvement process; and

WHEREAS, the Policy Committee adopted the first Public Involvement Plan in October, 1994; and

WHEREAS, the Public Involvement Task Force developed an update to that October, 1994 plan; and

WHEREAS, the MPO has conducted an extensive 45-day comment period on the proposed Public Involvement Plan update.

NOW, THEREFORE, BE IT RESOLVED THAT: the Policy Committee of the Chicago Area Transportation Study hereby adopts the Public Involvement Plan for northeastern Illinois required by the laws and regulations cited above,

BE IT FURTHER RESOLVED THAT: the Secretary of the Policy Committee is hereby authorized and directed to transmit certified copies of this resolution and document to the Regional Administrator of the Federal Transit Administration and through the Illinois Department of Transportation to the Division Administrator of the Federal Highway Administration.

The above and foregoing resolution is hereby adopted this 11th day of March, 2004.

  
Miguel d'Escoto,  
Vice Chairman, CATS Policy Committee

  
Aristide E. Biciunas  
Secretary, CATS Policy Committee

Page 2

## WORK PROGRAM COMMITTEE

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Engineer of Program Development, Dist. 1  
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Division of Public Transportation  
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Deputy Executive Director  
Regional Transportation Authority

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**PATRICIA SCHROEDER**  
Planning Liaison  
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**MARK BAGHERPOUR**  
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**ROCKY DONOHUE**  
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Suburban Bus Board, Pace

**THOMAS A. ZAPLER**  
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Representing Class 1 Railroads

**JOHN D. RITA**  
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**PHILLIP PAIGE**  
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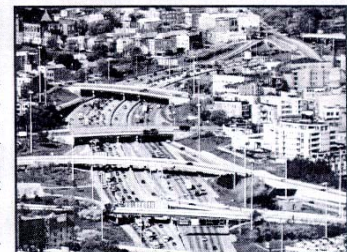
**DONALD P. KOPEC, Secretary**  
Associate Executive Director  
Chicago Area Transportation Study

## INTRODUCTION

As the Metropolitan Planning Organization (MPO) for northeastern Illinois, the Chicago Area Transportation Study (CATS) is responsible for transportation planning for a six-county region with more than eight million inhabitants.

Transportation plays a major role in the lives of those eight million people, affecting where they live, work, shop and relax. A transportation system that functions as planned is scarcely noticeable to its users, while one that is dysfunctional elicits howls of outrage from frustrated travelers.

CATS has long recognized that public participation is a key ingredient in effective transportation planning. Because transportation affects the public in so many ways, and the public ultimately pays for the system through taxes, tolls, fares and other user fees, shouldn't the public also have some input into how that system is created?



The purpose of this Public Involvement Plan is to increase public awareness and participation while widening the range of voices and views in the planning process. It explains how CATS works, establishes core values for public participation and outlines strategies that will be used to increase public knowledge of and involvement in the planning process.

The Public Involvement Task Force, which created and will monitor the implementation of this plan, meets regularly and invites anyone with an interest in transportation planning to join them.

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## CATS DESCRIPTION

In 1955, the City of Chicago, Cook County and the State of Illinois, acting in cooperation with the U.S. Bureau of Public Roads, established the Chicago Area Transportation Study (CATS) to develop the first comprehensive long-range transportation plan for northeastern Illinois. Completed in 1962, this plan had a horizon year of 1980 and included many recommendations that have since become part of today's highway and transit networks.

CATS' success was used to support the 1962 Federal Highway Act's requirement of an urban transportation planning process for all metropolitan areas with 50,000 or more people. The Act says a Metropolitan Planning Organization (MPO) must be designated by agreement between the governor and local units of government.

In 1974, the governor and local elected officials designated the Chicago Area Transportation Study's Policy Committee as the MPO for the northeastern Illinois region, which now includes all of Cook, DuPage, Kane, Lake, McHenry and Will counties, and a portion of Kendall County.

Since then, CATS has helped plan, program and implement transportation improvements for northeastern Illinois.

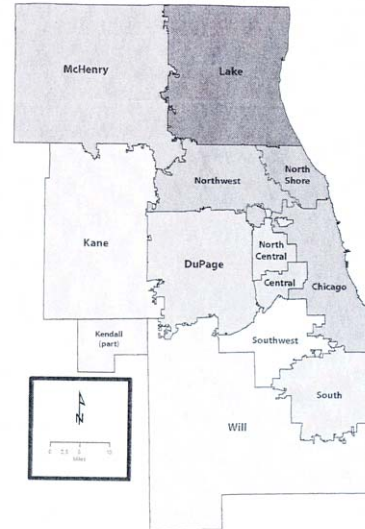
CATS is comprised of a Policy Committee, the regional Council of Mayors, a standing committee known as the Work Program Committee, and other committees and subcommittees, all of which are supported by a professional working staff.

Policy Committee members represent 20 organizations: the Illinois Department of Transportation; the Regional Transportation Authority; the Northeastern Illinois Planning Commission; the Council of Mayors; the City of Chicago Department of Transportation; county governments (Cook, DuPage, Kane, Lake, McHenry and Will); the Chicago Transit Authority; Class 1 Railroads; Metra; Pace; the Illinois State Toll Highway Authority; mass transit districts; private transportation providers; the Federal Highway Administration and the Federal Transit Administration. The Policy Committee meets four times a year.

## MISSION STATEMENT

This plan seeks to develop a proactive public involvement process in northeastern Illinois that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing regional plans and capital programs.

## THE CATS PLANNING REGION



The Policy Committee receives direct input from the Council of Mayors Executive Committee and the Work Program Committee.

The Council of Mayors was originally formed as a liaison between CATS and local elected officials throughout the region. The Council has evolved into an important transportation decision-making body. In addition to prioritizing projects for federal transportation funds, the region's mayors play a key role in ensuring that the long-range plan and multi-year program reflect the needs and concerns of citizens throughout the region.

The Council of Mayors encompasses 272 municipalities organized into 11 suburban regional councils plus the City of Chicago. The subregional councils appoint two mayors each to serve on the Council of Mayors Executive Committee, whose chairman serves on the Policy Committee.

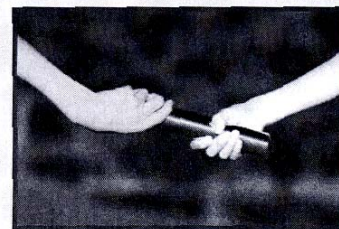
The Work Program Committee, the operational arm of the MPO, reviews all issues that come before the Policy Committee. The Work Program Committee is composed of representatives from each of the Policy Committee member agencies, plus one member from each of the following: City of Chicago Department of Planning and Development; District 1 of IDOT; Northwestern Indiana Regional Planning Commission; Illinois Environmental Protection Agency; IDOT Division of Public Transportation, and the Executive Director of the CATS staff.

The Work Program Committee establishes committees, subcommittees and task forces with specific responsibilities for addressing particular issues. The CATS committee structure allows various agencies, municipalities, citizens and stakeholders in the region an opportunity to work together to identify regional transportation issues and options for addressing them.

## CORE VALUES FOR THE PRACTICE OF PUBLIC PARTICIPATION

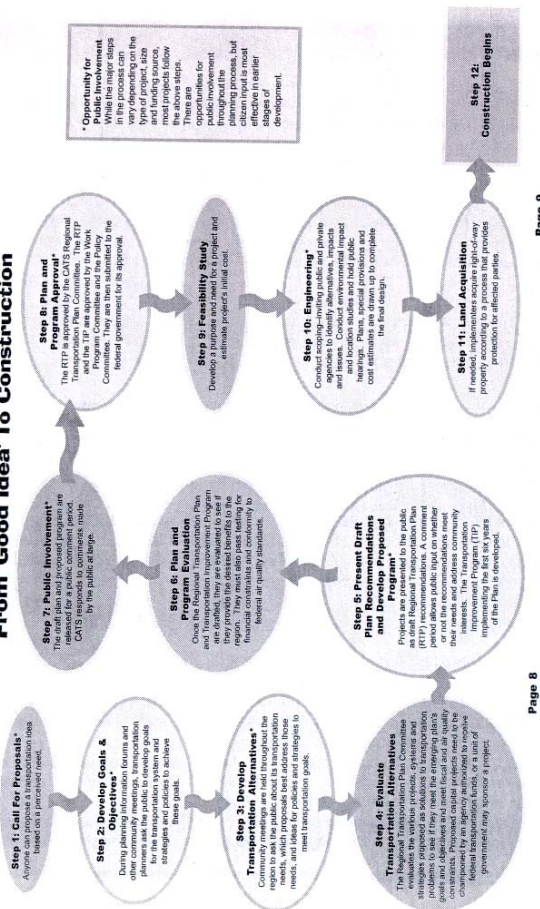
In defining the public participation process, CATS first reviewed public participation guidelines developed by the International Association for Public Participation and the National Transit Institute at Rutgers University. Using their framework, CATS then prepared its own definitions based on the regional context in northeastern Illinois. The CATS guidelines are defined below.

- The public should have input in decisions about actions that affect their lives.
- Public participation includes the promise that the public's contribution will be considered and evaluated in the decision-making process.
- The public participation process communicates the interests and considers the needs of all participants.
- The public participation process seeks out and facilitates involvement of those potentially affected.
- The public participation process involves participants in determining how they participate.
- The public participation process provides participants with the information they need to participate in a meaningful way.
- The public participation process communicates to participants how their input was considered.





## Planning A Transportation System: From 'Good Idea' To Construction



## COMMUNICATIONS TOOLS

The underlying premise of the public involvement process is that more citizens will participate in the planning process if they understand the factors that influence transportation decisions.

The Public Involvement Task Force has identified numerous strategies for expanding public awareness of CATS and transportation planning issues. CATS utilizes a variety of these strategies as part of its public outreach efforts, including print and electronic media, the Internet, live presentations and community research.

The task force has sorted the various communications tools that can be used to encourage public participation into three broad categories: Public Information, Public Education and Public Involvement. Many of the tools are interchangeable for all three purposes, though some may be better suited for specific categories than they would be for others. The relative effects of all tools will be assessed after they have been employed.

### Information, Education & Involvement

Several communications tools can be used to effectively inform, educate and involve the public. These include, but are not limited to, the Internet, the CATS mailing list, a telephone hotline and the annual open house.

The **CATS Internet Website** ([www.catsmpo.com](http://www.catsmpo.com)), available 24 hours a day, contains information about CATS meetings, events, activities and programs. CATS Online includes summaries of major publications, the CATS committee structure, links to Policy Committee member agencies, meeting notifications and minutes, a history of CATS, and details on how to become involved in the transportation planning process.

The **CATS mailing list** is an important tool for notification about public meetings and CATS activities. CATS works with committee members, the media and the public to establish new contacts to add to the list, which currently includes more than 7,000 individuals and organizations. The list includes municipal and county elected officials, non-profit and community organizations, chambers of commerce, broadcast and print media, and a variety of other groups and interested citizens.

These groups, organizations and officials are able to notify many more thousands of their members, friends and constituents about CATS activities. Citizens may add their name to the CATS contact list to receive notifications, publications and announcements by contacting the Communications Division.

radio and television public service announcements, cable television announcements and participation on radio talk shows.

As new technologies such as **interactive videos** become viable, CATS staff will endeavor to include them in its public involvement process in a meaningful way.

A traditional technology that will always have a place in CATS' efforts is the printed word. CATS publishes technical reports, periodicals, working papers, newsletters and other documents on a wide range of topics. All CATS **publications** are available free to the public. A complete list of available CATS documents can be found on the CATS Website.

In an effort to increase interest in and understanding of its mission, CATS will publish summaries of several major documents. Summaries will be produced for the *Regional Transportation Plan (RTP)*, *Transportation Improvement Program (TIP)*, *Unified Work Program*, *Air Quality Conformity Analysis and Congestion Management System Plan*. These summaries will be brief and presented in a user-friendly way so the ordinary citizen can better understand their content.

A *Citizens Guide to Participation in the Transportation Planning Process* is another publication designed to further general interest and knowledge of the planning process. It details the specific steps and ways the public can be a part of the decision-making process. While the *Public Involvement Plan* outlines what strategies will be used to increase public participation, the *Citizen's Guide* describes how a citizen can take an active role in the planning process.

Periodically, CATS publishes *Transportation Facts*, an easy-to-read statistical breakdown of a selected transportation issue in northeastern Illinois. Since this publication has been received favorably by the general citizenry, the use of it as a means of getting out other transportation information will be expanded.

CATS compiles the activities and ongoing projects of Policy Committee member agencies in a document called *Status of Transportation Planning*. It provides an overall view of transportation activities in the region.

CATS will develop a *Program Effectiveness Report* to identify plan and program accomplishments. This easy-to-read publication will serve as an aid in determining how the region is doing in meeting its transportation goals and objectives.

CATS makes every effort to provide ample notice of meetings and events through calendar postings at the CATS offices, on the CATS Website, the Council of Mayors' monthly calendar, and through notifications sent via our mailing list. For major plans and policy meetings, CATS sends notices to the entire mailing list.

The **CATS 24-hour meeting/activity telephone hotline** (312/793-7818) allows the public access to an updated schedule of meetings at any time, day or night.

CATS also hosts an **annual open house**, providing the public with another opportunity to become informed about, and participate in, its activities.

In addition to those mentioned above, major tools for informing and educating the public are educational videos, mass media, CATS publications and educational activities for young people.

Recognizing that **television** has become one of the public's preferred methods for receiving information, CATS will utilize that medium whenever possible to get its message across. CATS staff uses the "Pathways to Progress: An Introduction to Metropolitan Transportation Planning" video at community information meetings, and makes it available to groups and organizations that wish to view it on their own. Also, CATS will endeavor to create programs on specific topics that can air on cable and community-access channels throughout the region.

The **mass media** play a crucial role in public awareness of the issues involved in the transportation planning process, and CATS is continually working to develop a strong relationship with the print and broadcast media. The CATS Communications Division includes a staff position responsible for public information and media relations.

CATS has developed a wide range of media contacts in television, radio, cable, broadcast networks, magazines, periodicals, and local and regional newspapers. Through these contacts, CATS staff can reach thousands of readers, listeners and viewers with the latest news and issues in transportation planning. The media also serve as a valuable link to promote and motivate public involvement in the transportation planning process.

This *Public Involvement Plan* update includes CATS' expanded effort to work with the media through visits to newspaper editorial boards, letters to the editor,

Other tools to be used to increase knowledge of CATS and its mission are newsletters, brochures, flyers and handouts, the most important of which is the *What is CATS?* brochure. This gives a synopsis of the history, organization and mission of CATS. A *Getting Involved with Transportation Planning* brochure complements *What is CATS?* Both are used as handouts at all public meetings and are included with almost all inquiries about CATS.

The **CATS library** has a collection of policy and technical reports, periodicals, working papers, slides, maps, videotapes, and other publications available for reference at the CATS offices. Many major CATS publications can also be found at the Northwestern University Transportation Library and the University of Illinois at Chicago library.

CATS technical reports and working papers analyze various specialized aspects of transportation planning, including traffic modeling techniques and software, surveys, analysis and reviews. While these are available to anyone interested, they are and should continue to be written to document the technical process used at CATS.

CATS is also committed to the education of young people on transportation issues. The Communications staff will continue to offer its popular **poster contest** for children in grades K-6, and will develop a **transportation education program** for high school students.

#### **Involvement**

Involving the public is vital to fulfilling CATS' mission. This component includes researching community needs and wants, taking the CATS message out to the public and bringing citizens into CATS offices for meetings and hearings. Following are some of the tools CATS will use to foster public involvement.

As resources allow, CATS will utilize research and polls conducted by CATS and other governmental and independent organizations to determine community attitudes on specific issues. Scientific and less formal surveys, as well as focus groups, can also be utilized to provide community input.

CATS staff will work with individuals and local and regional groups at **conferences, roundtables, community meetings, fairs, festivals, workshops and presentations** concerning the effect of transportation on particular planning issues in northeastern Illinois. CATS will seek to increase communication and cooperation with other groups working on related issues.

#### **Intermodal Advisory Task Force**

Provides a mechanism for effective participation in the transportation planning process by agencies, businesses and persons interested and involved in the movement of goods by the freight (i.e. intermodal) transportation sector.

#### **Private Providers Task Force**

Offers a forum for transportation entities such as ambulance services, charters, handicapped transportation, limousine services, school bus companies, shuttle services and taxicabs to voice their issues and concerns. Private Providers are represented on the Regional Transportation Planning, Management and Operations, Work Program and Policy committees.

#### **Public Involvement Task Force**

Develops and maintains the Public Involvement Plan. Develops specific strategies to inform and involve citizens in the transportation decision-making process, specifically for the Regional Transportation Plan.

#### **Task Force for Seniors and People with Disabilities**

Seeks to enhance transportation services for people with disabilities and the elderly by providing for effective participation in the regional transportation planning process by concerned individuals, businesses, organizations and government agencies.



Whenever possible, CATS staff will **partner** with outside organizations to involve the members of those groups. Also, CATS will seek out organizations representing **under-served communities** to ensure their views and needs are considered.



CATS hosts **public meetings** and **hearings** to solicit public comment on specific projects and proposals. All CATS meetings are open to the public.

CATS also seeks to involve the public by inviting private citizens to serve on its various **task forces**. Half the membership slots on task forces are reserved for private citizens. A brief description of each task force follows:

#### **Advanced Technology Task Force**

Focuses on the use of technology to make transportation safer and to decrease delays due to congestion. The new technologies will help travelers plan trips during special events such as ball games or the Taste of Chicago and will help travelers avoid traffic jams when accidents block lanes.

#### **Air Quality and Transportation Management Task Force**

Supports the regional effort to improve air quality and reduce traffic congestion by identifying and monitoring projects and strategies such as high occupancy vehicle by-pass lanes, park-n-ride lots and ridesharing as a means to reduce single occupancy vehicle travel.

#### **Bicycle and Pedestrian Task Force**

Enhances bicycle and pedestrian travel by providing for effective participation in the regional transportation planning process by agencies, organizations and persons interested in pedestrian and bicycle transportation.

#### **Community Mobility Task Force**

Consists of representatives from neighborhood organizations, human service agencies, community development organizations and the business community. Addresses access to job opportunities for unemployed and underemployed citizens and how transportation investments can improve the quality of life.

## **CONCLUSION**

In the several years that have passed since the first CATS Public Involvement Plan was adopted, CATS has gained invaluable experience and knowledge about which public involvement strategies are most effective. Together with the Public Involvement Task Force, we have investigated various public involvement techniques and strategies employed by other MPOs around the country, surveyed current participants in the transportation planning process, and sought out the ideas and information needs of the media, professionals and the public.

Although CATS will continue to seek out innovative and effective public involvement strategies, we feel this plan represents an energetic and ambitious effort toward a combination of public inclusion, outreach and engagement that will assuredly benefit the transportation planning process and the region as a whole.



process. In particular, the Commission will coordinate with the Wisconsin Department of Transportation regarding public involvement efforts.

The remainder of this document describes how the Commission proposes to achieve this overall public involvement goal, and outlines a framework for public involvement to be followed for each type of transportation planning and programming effort.

#### Public Notification and Access

Timely notification of, and provision of access to, Commission regional transportation planning and programming activities will be achieved to encourage early and continuous public participation. The Commission's planning and programming efforts benefit from having a well-informed citizenry. The ability for the general public to become actively involved and to provide meaningful input on needs, plans, and programs depends on knowledge of the issues under consideration and the study being undertaken to address those issues. The techniques listed below are means which will be used by the Commission to raise awareness of, and provide public access to, regional transportation planning and programming efforts.

#### Advisory Committees

Advisory Committees will be formed by the Commission for each planning and programming effort to guide the development of the desired plan or program. The membership of the Advisory Committees will primarily, although not exclusively, consist of concerned and affected local government elected and appointed public officials who will represent the residents of their local units of government. The membership will also include representatives of State and Federal agencies. The use of Advisory Committees promotes intergovernmental and interagency coordination and broadens the technical knowledge and expertise available to the Commission. The members of Advisory Committees serve as direct liaisons between the Commission planning and programming efforts and the local and State governments that will be responsible for implementing the recommendations of those planning and programming efforts. The Advisory Committees will be responsible for proposing to the Commission, after careful study and evaluation, recommended plans and programs. Information regarding public comment received will be provided to the Advisory Committees, which will consider that public comment prior to determining final recommended plans and programs. In some cases, non-governmental officials will be asked to serve on Advisory Committees to represent different interests.

#### Advisory Committee Meeting Notifications/Agendas

The agendas for all meetings of the Commission's Advisory Committees will normally be posted at the offices of the Commission and on the Commission website at least five business days prior to each meeting. Meeting notifications will request that persons with special needs contact the Commission a minimum of three business days in advance of the meeting they wish to attend so that appropriate arrangements can be made.

#### Open Meetings

Meetings of the Commission and its Advisory Committees will be open to the public to ensure that interested persons have access to that element of regional transportation planning and programming. Advisory Committee meetings will be held at transit accessible locations, to the extent practicable, particularly meetings addressing plan alternatives, and preliminary and final recommended plans.

#### Document Availability

All Commission draft proposed preliminary plans will be available for public review at the Commission offices, and will be available on the Commission website. Copies of draft proposed preliminary plans will be available upon request. Draft proposed preliminary regional plans will be summarized in newsletters which will be widely distributed and available upon request.

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### CATS CONTACT INFORMATION

For information on the Public Involvement Plan contact the Communications Division

Phone: 312/793-3460  
Hotline: 312/793-7818  
Fax: 312/793-3481  
Website: www.catsmpo.com  
E-mail: information@catsmpo.com

Attachment D

## SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

### STAFF MEMORANDUM

#### PUBLIC INVOLVEMENT PROCESS FOR TRANSPORTATION PLANNING CONDUCTED BY THE SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

#### INTRODUCTION

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official area-wide planning agency for the seven-county Southeastern Wisconsin Region, including Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties. The Commission also serves as the Metropolitan Planning Organization (MPO) for the Kenosha, Milwaukee, Racine, and Round Lake Beach (Wisconsin portion) urbanized areas and the federally designated six county transportation management area, including Kenosha, Milwaukee, Ozaukee, Racine, Washington, and Waukesha Counties.

The Commission is responsible for preparing the regional transportation plan and improvement program for the seven county Region, including the four urbanized areas and the six county transportation management area.

The purpose of this public involvement process document is to outline how the Commission proposes to achieve public involvement in its regional transportation planning and improvement programming, including with respect to:

- providing information about, and access to, regional transportation planning and programming activities;
- obtaining public input during regional transportation planning and programming activities;
- considering public input received when regional transportation planning and programming recommendations are made; and
- evaluating the effectiveness of the public involvement process and continuing to improve that process when possible.

#### RECOMMENDED PUBLIC INVOLVEMENT PROCESS

The Commission's public involvement goal is to ensure early and continuous public notification about regional transportation planning and programming activities, provide meaningful information concerning such regional transportation planning and programming activities, and obtain participation in and input to regional transportation planning and improvement programming efforts.

The Commission will work to achieve this goal cooperatively with other public agencies and units of government—local, State, and Federal—by coordinating public involvement processes when possible. The Commission views these other agencies and governments as partners in the public involvement

All Commission published final plans and documents are provided to all public libraries within southeastern Wisconsin and will also be available for public review at the Commission offices. Published plans and documents may be obtained from the Commission. A charge may be levied for copies of publications to cover the approximate cost of producing and, if applicable, mailing the publication. In addition, Commission final plans and documents will be available on the Commission website.

#### Outreach

Beyond Commission efforts to notify and inform, and obtain input from, the general public, the Commission will seek opportunities to notify and inform, and obtain input from, those most likely to be impacted by transportation proposals. The Commission will, for example, contact community groups of an affected and concerned area, and offer briefings and presentations to those groups at meetings held expressly for that purpose or during regularly scheduled meetings of those groups. Outreach efforts will also particularly be made to notify and inform, and obtain input from, low-income and minority populations. Elected officials and citizen leaders may be offered such briefings and presentations as well. Briefings and presentations will be offered during two periods in each study—in the early stages of study prior to the consideration of alternatives, and later in the study after alternatives have been developed and evaluated.

#### Mailing List

The Commission will maintain a regional listing of individuals, groups, agencies, and organizations that have expressed interest in receiving information regarding Commission activities. This mailing list will include all organizations and media associated with minority and low-income populations. Newsletters prepared for Commission transportation planning studies will utilize this mailing list.

#### Website

The Commission will maintain a website. The website will include general information about the Commission as well as more detailed information regarding regional transportation planning and programming activities. A portion of the website will be dedicated to public involvement, highlighting how the public can obtain additional information regarding Commission planning efforts, including methods of contacting Commission staff other than through the website. The website will also include this public involvement process document.

The website will provide comprehensive information about each Commission regional and subregional transportation planning and programming effort underway. The information provided for each planning and programming effort will include:

- background information, including the purpose of the effort;
- notification of meetings, including Advisory Committee meetings and public meetings and hearings, and also Commission meetings addressing initiation or adoption of a regional transportation plan;
- Advisory Committee meeting materials such as agendas, minutes, and presentation materials;
- summary materials such as newsletters and brochures;
- draft sections of reports;
- contact information for Commissioners and Commission staff;
- a means to submit comments regarding the planning or programming effort; and
- records of public comments.

#### Public Meetings and Hearings

Public meetings and hearings provide opportunities to obtain public comment and input, and to notify and inform the public about transportation planning and programming. Public meetings and hearings will

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utilize a variety of techniques to provide information about transportation planning and programming, including the distribution of materials, the use of visual displays, the availability of Commission staff to answer questions, and summary presentations by Commission staff. Annually, at least one public meeting would be held whether for a major or routine regional transportation plan update, transportation improvement program preparation, or other major regional or sub-regional study. At these meetings, the regional transportation plan will be available for review and comment.

During the conduct of major regional transportation plan updates—anticipated to occur about every 10 years—and during other major regional studies, at least two series of meetings and hearings will be held. One series would be held early in the study and may be expected to address topics such as study scope and inventory findings, and may also describe potential alternatives to be considered. The second series of meetings will be held later in the study, with alternatives considered being presented for review and comment, and potentially a preliminary recommended plan as well.

During the conduct of a routine regional transportation plan review and reaffirmation—anticipated to occur about every three years—and during the conduct of subregional studies, one meeting and hearing may be held. The meeting and hearing will be held when alternatives considered may be presented for review and comment, and potentially when a preliminary recommended plan may be presented as well.

During the preparation of the transportation improvement program, a public meeting will be held. In the event of a major amendment to the transportation improvement program—adding or deleting a transportation capacity expansion project or a project of more than \$15 million in construction costs—the opportunity for public comment and a public meeting will be offered. In all cases, the number and locations of public meetings and hearings will be tailored to each transportation planning and programming study. For example, it may be appropriate to hold public meetings and hearings in each county of the Region for a major regional planning study. The Commission will attempt to select locations that are accessible to minority and low-income populations, and the selection of locations for public meetings and hearings will take into consideration the potential availability of transit-accessible locations. In all cases, meetings and hearings will be held in venues that substantially comply with the Americans with Disabilities Act of 1990.

#### **Notification of Public Meetings and Hearings**

The Commission will place paid advertisements in newspapers appropriate for the study area and meeting and hearing locations, with the amount and timing of the advertisements to be determined based upon the individual planning or programming effort. Paid advertisements will also be placed in newspapers serving minority and low-income populations. Advertisements providing notification of public meetings and hearings will be published at least five to 10 business days prior to the first meeting date announced. Additionally, press releases announcing the public meetings and hearings may be distributed for an area appropriate to each planning or programming effort. Any notification of meetings and hearings will request that persons with special needs contact the Commission a minimum of three business days in advance of the meeting they wish to attend so that appropriate arrangements can be made.

Notification of public meetings and hearings may also be accomplished through the development and distribution of summary materials—brochures and newsletters. A brochure will be developed for each study, and may be updated during the course of the study as appropriate. A newsletter—or series of newsletters depending upon the planning study—will also be developed. The summary materials will provide general information regarding the study; updates on study progress, findings, and recommendations; and information regarding upcoming public meetings and hearings. These materials will be used to inform the general public and distributed to media representatives along with press releases.

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#### **Media List**

The Commission will maintain and use a list of significant media outlets in the Region—including minority media outlets—for use in distributing materials such as news releases and newsletters as appropriate for each work effort.

#### **Commission Briefings**

Commission staff will provide briefings or presentations upon request from units of government, and interested groups and individuals.

#### **Obtaining Public Input**

The public will be encouraged to contribute to the transportation planning and programming efforts and opportunities will be available to facilitate participation.

#### **Public Meetings and Hearings**

As previously noted, public meetings and hearings provide opportunities to notify and inform the public about planning and programming and to obtain public input. Meeting and hearing attendees will be provided with opportunities to provide written and oral comments to Commission staff in a town hall format or to a court reporter. The comments received by the Commission at public meetings and hearings—written and oral comments—will be recorded for consideration prior to preparing the final recommendation of the plan or program under consideration. The public hearings will be scheduled during a formal public comment period as discussed below. As was previously discussed, at least two series of meetings—the latter including hearings—will be held during the conduct of major regional transportation plan updates and during other major regional studies. Additionally, one meeting and hearing may be held during the conduct of a routine regional transportation plan review and reaffirmation, and during the conduct of other subregional studies.

#### **Public Comment Periods**

Formal public comment periods will be established for regional transportation planning and programming efforts. Minimum comment periods will be as follows: 30 days for the update or amendment of the regional transportation plan, adoption of the transportation improvement program, amendment of the transportation improvement program (when such amendment requires amendment of the regional transportation plan), adoption of a transit system development plan, and adoption of a jurisdictional highway system plan; and 45 days for the adoption of the public involvement process. As previously indicated, a public meeting and hearing will be conducted for some of these planning efforts—regional plan update and other major regional and subregional studies—and will be scheduled during this formal comment period. The public will be notified of the duration of the formal comment period in conjunction with the announcement of a public hearing, or in a manner similar to that announcing a public hearing. Should it be determined by the Commission or one of its Advisory Committees guiding the effort that a public meeting or hearing will be held for a planning or programming effort other than those previously listed, a formal public comment period of at least 30 days will be established.

#### **Website**

The Commission's website will provide a means for website visitors to provide comments to Commission staff. Plan and program specific portions of the website will be established to receive comments regarding specific plans and programs, and a means will also be provided for visitors to submit comments pertaining to any Commission-related issue.

#### **Commission Briefings**

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As previously indicated, Commission staff will provide briefings to interested groups, local governmental agencies, elected officials, and individuals upon request. On these occasions, the input of the briefing attendees will be solicited.

#### **Meetings of Commission and its Committees**

While meetings of the Commission and its Advisory Committees will be open to the public, public comment will not typically be accepted during such meetings. As is outlined in this document, numerous opportunities for submitting public comment—including at public meetings and hearings, through the Commission website, and by other means—will be provided. Public comment submitted through these numerous methods will be considered by the Commission and its Advisory Committees prior to the adoption of any recommended plan or program.

#### **Incorporation of Public Input**

The results of the public involvement process will be documented and taken into account by the Commission and its Advisory Committees guiding regional transportation planning and programming.

#### **Documentation of Public Input**

The results of each public involvement process will be documented and published. The documentation of public comment will be provided to the study Advisory Committee and the Commission and will be published on the Commission website and available at the Commission offices for review by the public. The documentation may be contained within the primary plan or program document being produced or within a separate, additional document. If a separate document—other than the primary planning or programming document—is produced to provide the full record of public comments, the primary planning or programming document will contain a summary of the public comment. Responses to public comments will also be documented, addressing each issue raised in public comments, and will be included in the primary planning or programming document being produced. The summarization and documentation will occur prior to the consideration of any final recommended action.

#### **Consideration of Public Input**

The public input will be considered by the Commission and its Advisory Committees prior to determination of final recommended plans or programs.

#### **Supplemental Opportunity for Public Review and Comment**

Final recommended plans and programs are typically very similar to the preliminary plans and programs reviewed by the public. Normally, when changes are made following review of preliminary plans and programs, the changes are not significant, and the changes are made to respond to public comment. Also, when changes are made, they often reflect alternatives previously considered and reviewed during the public involvement process. Therefore, no additional public involvement is typically necessary following the completion of the planned public involvement process. However, it is possible that significant changes that were not previously available for public review and comment may be made to a preliminary plan or program following the completion of a public involvement process. In such a circumstance, the Commission or Advisory Committee will determine what additional public notification and opportunity for public comment may be provided regarding the revised plan or program prior to adoption.

#### **Evaluation of Public Involvement Process**

The effectiveness of the Commission's public involvement policies and practices will be monitored and evaluated, and modified as needed based on experience. The Commission will continue to seek improvements to its public involvement processes when possible.

#### **Evaluation of Individual Public Involvement Efforts**

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Following the conclusion of each planning and programming effort, Commission staff will complete an evaluation of the public involvement process for that particular effort. The evaluation will indicate the effort being evaluated, the Commission publications where the effort is documented, the public involvement techniques used with brief evaluations of those techniques, and conclusions regarding the overall public involvement effort undertaken for the specific planning or programming study. The Commission staff will consider any comments that were made during the plan or program preparation effort regarding public involvement when completing such an evaluation. Each evaluation completed by the Commission will be provided to the Wisconsin Department of Transportation and the U.S. Department of Transportation in the Commission's Project Activity Report, in which the Commission reports on the progress of the Commission's transportation work program every six months.

#### **Modification of Public Involvement Efforts**

While the Commission's evaluation of public involvement efforts will occur after the completion of each regional or subregional planning effort, Commission staff will modify ongoing public involvement while a planning effort is underway, as necessary and practicable. The Commission will in particular consider public comments made regarding the public involvement efforts underway when considering any potential modification.

#### **Consideration of Public Involvement Process Document**

The Commission will periodically review this public involvement process document, considering the evaluations of public involvement following completed studies, public comment regarding public involvement efforts, and new applicable regulations and guidance. Should the Commission determine that a substantial modification of this public involvement process document is in order, the Commission will review and revise this public involvement process document, including a 45 day public comment period, prior to its update.

#### **Engaging Minority and Low Income Populations**

The recommended public involvement process seeks to encourage the participation from all concerned and interested persons in the Region, but there is a recognized need to take additional specific steps to engage minority and low-income populations in transportation planning and programming studies. The Commission is committed to complying with both Title VI of the Civil Rights Act of 1964 and Executive Order 12898, concerning Environmental Justice, including as they relate to public involvement in the Commission's transportation planning and programming efforts. The Commission routinely maintains demographic data that allows for the identification of the general size and location of low-income and minority populations. The Commission has taken steps to increase planning process participation by minority and low-income populations, and to remove any barriers to their involvement. The Commission will continue working to improve its techniques, and to seek out and consider the needs of these populations.

The amount and type of efforts undertaken by the Commission to encourage increased participation by minority and low-income populations will be determined for each individual planning effort, with factors affecting which techniques will be applied, and to what extent. These factors include the following:

- The population that may potentially be affected as a result of the planning or programming process. The results of a regional study could potentially affect the entire population of the Region, but other studies may include only a single municipality.
- The potential benefits and impacts of the plan or program to be considered • what effects a plan or program may have on the population of the study area.

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While Title VI and Environmental Justice will be considerations under any planning or programming effort, the measures taken will vary by planning effort due to the considerations noted above. The following are steps that the Commission has taken in the past, and will continue to use to encourage early and continuous involvement of minority and low-income populations:

- **Commission Briefings** The Commission will actively seek outreach opportunities to provide information to, and receive comments from, minority and low-income groups or organizations. The Commission will also provide briefings to groups upon request.
- **Public Meetings and Hearings** The number and location of public meetings and hearings will be selected to encourage participation of low-income and minority persons populations.
- **Media List** The list of media contacts in the Region to be used for purposes such as the distribution of news releases and newsletters will include minority media outlets.
- **Newsletters** Study newsletters will be mailed to all groups and organizations associated with minority and low-income populations.
- **Notices in Additional Publications** Paid advertisements will be placed in newspapers appropriate for the study area for formal notification of public meetings and hearings and comment periods, and will also be placed in minority community newspapers—and possibly in languages other than English as discussed below.
- **Limited English Proficiency Considerations** The Commission will also consider actions appropriate to each study effort to ensure that meaningful access is provided for persons having limited English proficiency. These measures include placing notifications of public meetings and hearings in minority publications in the Region's predominant non-English languages. At public meetings and hearings, the Commission will have a translator available upon request. Summary materials, particularly those relating to alternative, preliminary, and final plans will be produced in the Region's predominant non-English languages. The Commission will also contact leaders of the predominant limited English proficiency communities during studies to determine how best to inform, and obtain input from, their communities. These measures are provided to illustrate the types of activities that may be implemented by the Commission.

#### Compliance with the Americans with Disabilities Act

The Commission is also committed to complying with the Americans with Disabilities Act of 1990 (ADA), including as it relates to public involvement in its transportation planning and programming efforts. Measures will be taken to ensure that persons with special needs have opportunities to be involved in the Commission's planning and programming studies. The Commission will take steps including, for example, that all Commission public meetings and hearings will be held in venues that are ADA compliant. The Commission offices will also be ADA compliant to ensure that persons with special needs could attend a meeting at the Commission offices or to conduct any other Commission-related business at the Commission offices. Additionally, the Commission will respond to requests to address special needs, and will arrange to accommodate those needs. As stated earlier in this document, all public notices and advertisements of public meetings and hearings will indicate that persons with special needs should contact the Commission offices to allow for arrangements to be made prior to the meeting date, as well as contact information.

\* \* \*

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#### Contact Information for the Southeastern Wisconsin Regional Planning Commission

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PCE/KRY/PAP/lgh

ATTACHMENT E



December 16, 2002

Philip Evenson  
Executive Director  
SEWRPC  
W239 N1812 Rockwood Dr  
PO Box 1607  
Waukesha WI 53187-1607

RE: *Impact of Freeway Reconstruction on Low Income and Minority Communities*

Dear Mr. Evenson:

We are writing to express our serious concerns regarding the Preliminary Draft of the *Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin*. For decades, freeway planning failed to meaningfully involve low income and minority communities or seriously address their needs. We assume that some form of reconstruction ultimately will occur, and it is crucial to ensure that significant numbers of disadvantaged business enterprises and significant numbers of minority and low income residents benefit from any such project. However, the current evaluation simply does not remedy the long history of neglect, nor does it come close to meaningfully or adequately addressing the broad range of related needs and circumstances of low income and minority residents of the planning area.

For half a century, transportation planning in metropolitan Milwaukee has emphasized freeway construction and automobile travel. Although the original freeway plan made it clear that it was crucial to "encourage" the use of buses,<sup>1</sup> mass transit never received the same support as automobile travel. During the 1960s, SEWRPC vigorously promoted a freeway plan to "provide practically unlimited capability for automobile users to drive anywhere in the Milwaukee urban area in relatively short periods of time."<sup>2</sup> At the same time, federal mandates for regional transportation planning limited the influence of the central city, thereby increasing the bias in favor of automobiles.<sup>3</sup>

Compounding the problem was the enormous financial disparity between funds available for

<sup>1</sup>*Preliminary Plan for a Comprehensive Expressway System for the City of Milwaukee*, by Ammann & Whitney (Sept. 1952), p. 13.

<sup>2</sup>*Freeway Task Force Report* (Milwaukee Dept. of City Development, June 1972), p. 11.

<sup>3</sup>*Id.*, p. 10.

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highway construction and for public transit.<sup>4</sup> By 1972, Milwaukee's mass transit system - then operated by a private company - was in financial crisis. The costs of abandoning mass transit, however, were even more serious. For the more than 90% of transit users who lacked any alternative mode of travel, the deterioration of mass transit would lead to difficulty accessing schools, jobs and medical care.<sup>5</sup> Community consequences also would be severe.

It should be emphasized that at this point there can be far-ranging consequences from ignoring or abandoning the public passenger transportation system . . . One consequence can be that for each dollar *not* spent on the mass transit system, several dollars of the public money may be required to accommodate the private automobile. For each dollar *not* spent on transit, an undefinable amount of public money may be needed to meet increased welfare costs. In addition, aside from costs measurable in terms of dollars, there can be costs incurred in terms of social and human values.<sup>6</sup>

The urban sprawl facilitated by freeway expansion was overlaid with, and related to, racial segregation in housing. Federal housing policies that tended to encourage segregation were "exacerbated by real estate steering, insurance redlining and other housing business practices in metropolitan Milwaukee intended to safeguard property values by preventing racial and ethnic mixing. Together, these practices set the pattern for and reinforced neighborhood segregation . . ." Residential relocations caused by freeway construction compounded the problem,<sup>7</sup> while sprawl quite literally paved the way for white flight from the city.

By 1972:

the over-emphasis on the auto and the efforts to serve the public demands for eliminating congestion [had] produced some serious detrimental side effects. Contrary to the former claims of the planners that transportation facilities only serve planned land uses, there are strong indications that there exists an important feedback

<sup>4</sup>*Id.* pp. 10-12.

<sup>5</sup>*Analysis of Milwaukee's Transit Service* by Barton-Aschman Associates (April 1970), p. 17.

<sup>6</sup>*Id.*, pp. 24-25.

<sup>7</sup>*Embracing Diversity: Housing in Southeast Wisconsin*, by Public Policy Forum (Feb. 2002), p. 3.

<sup>8</sup>Various relocation studies, done primarily in relation to urban renewal projects, have found that white households, on the average, migrate longer distances than black households of similar economic circumstances. Presumably, this is due to residential segregation, imposed or self-imposed." *Freeway Impact in Milwaukee, Phase I Final Report*, by Theodore K. Miller (Milwaukee Urban Observatory, March 1972), p. 14.

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whereby the freeway is an important determinant of land use. The existing spread of costly urban sprawl has been accelerated to a large degree by the extension of the freeway system into vast amounts of formerly rural lands. The central city has also belatedly come to realize that as a result of freeway construction, it has had to bear a number of social and economic costs such as removal of needed housing, increased pollution, reduced tax base, and the loss of jobs.<sup>9</sup>

Racial and economic disparities in methods of transportation were evident by the 1990 census.

Nearly all (95 percent) of Waukesha County residents, 93 percent of Washington/Ozaukee County residents, 91 percent of northern Milwaukee County suburban residents, and 92 percent of southern Milwaukee County suburban residents used a car to commute to work. By contrast, 62 percent of central city residents used a car to travel to work, and 23 percent used the bus.<sup>10</sup>

During the 1990s, it appeared that the transportation planning process finally had begun to meaningfully consider the needs of minority and low income families. The process of developing a Locally Preferred Alternative (LPA) for the Milwaukee East-West corridor "was inclusive of all residents and population groups in the study area and did not exclude any person because of income, race, color, religion, national origin, sex, age or handicap."<sup>11</sup> In the early 1990s, an Alternative Analysis of transit needs in the Milwaukee East-West corridor began. By 1993, an LPA had emerged. The AA then transitioned into a Major Investment Study (MIS), which was completed in 1996.<sup>12</sup>

By 1997, the LPA had been selected. It included four components: reconstruction of the Marquette Interchange in downtown Milwaukee; reconstruction of I-94 with the addition of special lanes for carpools and buses ("high occupancy vehicle," or HOV, lanes) from the Marquette Interchange to State Hwy. 164 in Waukesha; light rail transit in Milwaukee County, from downtown to the zoo with stops at key destinations (such as the medical complex on the county grounds) and consideration of a possible spur through the central city along Fond du Lac Ave. or the 30<sup>th</sup> St. rail corridor; and a 21% expansion of bus service in Milwaukee and Waukesha counties "targeted at

<sup>9</sup>Freeway Task Force Report, p. 12.

<sup>10</sup>Removing Transportation Barriers to Employment: Assessing Driver's License and Vehicle Ownership Patterns of Low-Income Populations, by John Pawasarat and Frank Stetzer, (University of Wisconsin-Milwaukee Employment and Training Institute, July 1998.)

<sup>11</sup>Milwaukee East-West Corridor Transportation Study, Major Investment Study/Draft Environmental Impact Statement, Locally Preferred Alternative (Wisc. Dept. of Transportation, Federal Highway Administration, Federal Transit Administration, May 1997), pp. 2-6.

<sup>12</sup>Id.

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getting workers to jobs in the two counties."<sup>13</sup> The expansion of public transit was crucial for minority and low income communities: at the time the MIS/DEIS was issued, the central city unemployment rate was 12%, while many jobs in Waukesha County remained unfilled.<sup>14</sup> Both employers and employees frequently cited public transportation problems as a major problem.<sup>15</sup>

But actual implementation of the LPA never occurred. In late 1997, the Secretary of the Wisconsin Department of Transportation and the Wisconsin Governor flatly refused to allocate funding for any portion of the Preliminary Engineering/Final Environmental Impact Study dealing with light rail. These and subsequent actions, such as attempts to transfer transit authorization money to highway modernization and reconstruction, effectively prevented the use of federal mass transit funds for the locally preferred transit options.

Thus, fifty years after the initial freeway plan was developed, inadequate mass transit, the lack of affordable housing, pollution, reductions in the tax base, and job loss remain of crucial concern, especially for low income and minority communities.

Limited automobile access, and therefore limited benefit from the proposed freeway reconstruction, continues to disproportionately burden minority and low income residents. There are clear disparities in auto ownership and drivers licensure between the predominantly low income and minority residents of Milwaukee's central city and the predominantly white residents of suburban counties.<sup>16</sup> Census data from 2000 confirms that Milwaukee residents, especially those in the central city, remain far more likely to rely on public transportation than do suburban residents.<sup>17</sup> In fact, in some urban census tracts the number of people carpooling, using public transportation or even walking to get to work far exceeds the number of persons driving to work alone.<sup>18</sup> Yet, as discussed

<sup>13</sup>Id., p. S-1.

<sup>14</sup>Major Impact Study/Draft Environmental Impact Statement (Wisc. Dept. of Transportation, Federal Highway Administration, Federal Transit Administration, Oct. 1996), p. 1-17. Numerous other studies and reports confirmed this mismatch, which clearly and disproportionately affected minority and low income residents of the central city.

<sup>15</sup>Id.

<sup>16</sup>Removing Transportation Barriers to Employment.

<sup>17</sup>In the city of Milwaukee - which has far greater than average percentages of minority and low income residents - 10.3% of residents rely on public transportation, while in Washington, Ozaukee and Waukesha counties fewer than 1% of residents do so.

<sup>18</sup>For example, in census tract 156 on the near south side of Milwaukee, near the freeway - which is only 13.5% white/non-Hispanic and in which 28% of residents are poor - of workers age 16 or older, 29% carpool, 25% drove alone, 24% took the bus, and 18% walked to work. In census

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above, opposition from certain state officials, suburban officials, and their supporters undermined the Locally Preferred Alternative for corridor development, an alternative which would have meaningfully expanded the scope and capacity of the public transportation system. Now, neither HOV lanes nor light rail along the East-West corridor - both of which would significantly benefit those who lack access to automobiles - are even part of SEWRPC's plan.

The effects of inadequate access to transportation for low income and minority residents is exacerbated by the fact that Metropolitan Milwaukee remains one of the most segregated areas in the nation. About 45% of the people who live in the city of Milwaukee are white, while every local municipality except two in Waukesha, Ozaukee and Washington Counties is 95% or more white.<sup>19</sup> Racial isolation is particularly severe for African-Americans.<sup>20</sup> Nor can segregation be blamed simply on income rather than race: even high-income African-Americans and Hispanics are more likely to live in lower-income neighborhoods than are poor whites.<sup>21</sup>

Freeway reconstruction and expansion also will disproportionately burden Milwaukee County - where the vast majority of the region's minority and low income residents live - by resulting in a greater loss of tax base than in suburban counties.<sup>22</sup> At the same time, it is unlikely to enhance economic development opportunities in the city of Milwaukee as much as in suburban counties, because of such factors as the short supply of existing in-fill opportunities in the city. Thus, central city residents will likely be subject to the double burden of a greater decline in property tax revenue and a lesser increase in economic benefits. Further, to the extent that reconstruction facilitates

tract 140 on the near north side, where 56% of the residents are poor and only 5% are white/non-Hispanic, 45.5% of workers relied on public transportation.

<sup>19</sup>Embracing Diversity, p. 2. The two "less white" municipalities are the city of Waukesha, which is 87% white, and Mequon, which is 93% white.

<sup>20</sup>In metropolitan Milwaukee, African-Americans tend to live in neighborhoods that are 69% black, while whites tend to live in neighborhoods that are 87% white. Latinos tend to live in neighborhoods that are about 31% Latino and about 52% white. *Separate and Unequal: The Neighborhood Gap for Blacks and Hispanics in Metropolitan America*, by the Lewis Mumford Center (SUNY-Albany, Oct. 15, 2002), data for Metropolitan Milwaukee PMSA.

<sup>21</sup>In metropolitan Milwaukee, the median income of neighborhoods in which poor whites live was \$45,014 - higher than the median income of neighborhoods in which affluent blacks (\$35,111) and affluent Hispanics (\$43,049) live. *Separate and Unequal*, Sources of Neighborhood Inequality for Metropolitan Milwaukee PMSA.

<sup>22</sup>Southeastern Wisconsin Regional Freeway Reconstruction Study and Preliminary Recommended Plan, Overview pp. 15-16. Much of this loss apparently will be concentrated in the city of Milwaukee, which has even larger percentages of minority and low income residents than the county.

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economic development outside of Milwaukee, many central city residents will have a difficult time obtaining and retaining those jobs due to their limited access to transportation and the lack of affordable housing in suburban communities. In addition, even with respect to employment on any reconstruction which occurs, it must be noted that for FFY 2003 the Wisconsin Department of Transportation is seeking to use a mere 7.2% of its Federal Highway Administration (FHWA) funds for disadvantaged business enterprises meeting "race and gender conscious" goals.<sup>23</sup>

Consequently, Milwaukee's low income and minority residents will almost certainly receive fewer benefits from any increased employment due to freeway expansion - and racial disparities in earnings are already severe. An analysis of 2000 census data showed that black households in the Milwaukee area earned an average of 49 cents for every dollar earned by whites, with Milwaukee ranking 49<sup>th</sup> among the nation's 50 largest metropolitan areas in the size of that disparity. The median income of white households was \$50,754 while it was less than half that amount - \$24,957 - for black residents in metropolitan Milwaukee (which includes Milwaukee, Waukesha, Ozaukee and Washington counties).<sup>24</sup>

In addition, there is no question that Southeastern Wisconsin has excessive levels of ozone pollution, which is itself caused in large part by motor vehicles. The U.S. E.P.A. classifies it as a "severe" nonattainment area.<sup>25</sup> Ozone can cause childhood asthma,<sup>26</sup> a disease which affects nearly 100,000 Wisconsin children under age 18; which is far more common in southeastern Wisconsin,<sup>27</sup> and which is far more prevalent among blacks than whites.<sup>28</sup>

<sup>23</sup>Disadvantaged Business Enterprise Plan, FFY 2003 (Wisc. Dept. of Transportation), p. 1.

<sup>24</sup>Racial gap in pay runs deep: Disparity among blacks, whites remains sharp, census shows, by Dennis Chaptman and Vikki Ortiz (Milwaukee Journal Sentinel, Sept. 25, 2002), citing data analysis by the Mumford Center.

<sup>25</sup>Green Book: Classifications of Ozone Nonattainment Areas (U.S. E.P.A., Air Quality Planning and Standards, Nov. 4, 2002). Milwaukee-Racine is one of only five communities listed in this second-most-serious nonattainment classification. (Los Angeles is the only community listed in the most serious "extreme" nonattainment classification.)

<sup>26</sup>Study Shows Link Between Ozone and Asthma; 10-year-long USC study demonstrates ozone, found in smog, to cause asthma in children (ENS, Feb. 2, 2002); see also, e.g., *Primatle research shows link between ozone pollution, asthma*, by Andy Tell (Dateline UC Davis, Oct. 13, 2000).

<sup>27</sup>Wisconsin Medicaid HMO Comparison Report: 1998/1999 (Wisc. DHFS), citing *Children's Health System: Milwaukee Allies Against Asthma* (April 2000).

<sup>28</sup>Id.

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**A. Federal Law Requires Consideration of Freeway Reconstruction Impacts on Minority and Low-Income Persons.**

Numerous federal laws, regulations and orders make it clear that transportation planners must address issues of concern to low-income and minority residents. Title VI of the Civil Rights of 1964<sup>49</sup> and its implementing regulations prohibit applicants for or recipients of federal funds - including transportation funds - from discriminating based on race, color or national origin. Under federal regulations, no recipient of U.S. DOT funds may, on the grounds of race, color or national origin, "[p]rovide any service, financial aid, or other benefit to a person which is different, or is provided in a different manner, from that provided to others under the program;"<sup>50</sup> "[r]estrict a person in any way in the enjoyment of any advantage or privilege enjoyed by others receiving any service, financial aid, or other benefit under the program;"<sup>51</sup> "[d]eny a person an opportunity to participate in the program through the provision of services or otherwise or afford him an opportunity to do so which is different from that afforded others under the program;"<sup>52</sup> or "[d]eny a person the opportunity to participate as a member of a planning, advisory, or similar body which is an integral part of the program."<sup>53</sup>

In determining the site or location of facilities, a recipient or applicant may not make selections with the purpose or effect of excluding persons from, denying them the benefits of, or subjecting them to discrimination under any program to which this regulation applies, on the grounds of race, color, or national origin, or with the purpose or effect of defeating or substantially impairing the accomplishment of the objectives of the Act or this part.<sup>54</sup>

Even in the absence of prior discriminatory practice or usage, a recipient in administering a program or activity to which this part applies, is expected to take affirmative action to assure that no person is excluded from participation in or denied the benefits of the program or activity on the grounds of race, color, or national origin.<sup>55</sup>

<sup>49</sup> 42 U.S.C. §2000d

<sup>50</sup> 49 C.F.R. §21.5 (1)(ii).

<sup>51</sup> 49 C.F.R. §21.5 (1)(iv).

<sup>52</sup> 49 C.F.R. §21.5 (1)(vi).

<sup>53</sup> 49 C.F.R. §21.5 (1)(viii).

<sup>54</sup> 49 C.F.R. §21.5 (3).

<sup>55</sup> 49 C.F.R. §21.5 (7).

These civil rights protections apply to programs administered by the Federal Highway Administration (FHWA).<sup>56</sup>

In addition, federal law requires that "possible adverse economic, social, and environmental effects relating to any proposed project on any Federal-aid system have been fully considered in developing such project, and that the final decisions on the project are made in the best overall public interest."<sup>57</sup> Highway projects also must be consistent with implementation of a national ambient air quality standard for each pollutant for which an area is designated as a nonattainment area under the Clean Air Act.<sup>58</sup>

Federal Orders on environmental justice also must be considered. In 1994, the President issued Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*. This Order directs all federal agencies to identify and address disproportionately high and adverse human health or environmental effects of their programs, policies and activities on minority populations and low-income populations.

The Federal Highway Administration subsequently issued its own Environmental Justice Order<sup>59</sup> to provide more extensive instructions on environmental justice requirements. As the FHWA made clear:

it is FHWA's continuing policy to identify and prevent discriminatory effects by actively administering its programs, policies, and activities to ensure that social impacts to communities and people are recognized early and continually throughout the transportation decisionmaking process - from early planning through implementation.

Should the potential for discrimination be discovered, action to eliminate the potential shall be taken.

Requirements of the transportation planning process include:

providing public involvement opportunities and considering the results thereof, including providing meaningful access to public information concerning the human health or environmental impacts and soliciting input from affected minority and

<sup>56</sup> 23 C.F.R. §200.7.

<sup>57</sup> 23 U.S.C. §109(h).

<sup>58</sup> 23 U.S.C. §109(j)(1).

<sup>59</sup> *FHWA Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, Order 6640.23 (Dec. 2, 1998).

low-income populations in considering alternatives during the planning and development of alternatives and decisions.<sup>40</sup>

The FHWA Order also requires data collection on, among other things:

- (1) population served and/or affected by race, or national origin, and income level;
- (2) proposed steps to guard against disproportionately high and adverse effects on persons on the basis of race, or national origin; and,
- (3) present and proposed membership by race, or national origin, in any planning or advisory body that is part of the program.<sup>41</sup>

The FHWA Order mandates not only local community involvement, but also consideration of potential adverse effects of FHWA programs and activities on minority and low-income populations.

Adverse Effects means the totality of significant individual or cumulative human health or environmental effects, including interrelated social and economic effects, which may include, but are not limited to: bodily impairment, infirmity, illness or death; air, noise, and water pollution and soil contamination; destruction or disruption of man-made or natural resources; destruction or diminution of aesthetic values; destruction or disruption of community cohesion or a community's economic vitality; destruction or disruption of the availability of public and private facilities and services; vibration; adverse employment effects; displacement of persons, businesses, farms, or nonprofit organizations; increased traffic congestion, isolation, exclusion or separation of minority or low-income individuals within a given community or from the broader community; and the denial of, reduction in, or significant delay in the receipt of, benefits of FHWA programs, policies, or activities.<sup>42</sup>

**B. The Planning Process Violated the Rights of Minority Residents.**

*1) The Planning Process Failed to Adequately Involve Low-Income and Minority Persons.*

Thirty years ago, reports made it clear that transportation planners largely ignored the concerns and needs of central city residents. The rejection of the LPA, and SEWRPC's subsequent

<sup>40</sup> *Id.*

<sup>41</sup> *Id.*

<sup>42</sup> *Id.*

inadequate evaluations mean that the situation has simply not been remedied.<sup>43</sup>

Current federal regulations explicitly require that planners "seek out and consider the needs of those traditionally underserved by existing transportation systems, such as low-income and minority households which may face challenges accessing employment and other amenities."<sup>44</sup> In addition, the FHWA Environmental Justice Order requires obtaining input from low income and minority communities. Moreover, the fact that the Order requests data on the racial composition of planning and advisory boards indicates that there is an obligation for such bodies to actively seek representation from, and participation of, low-income and minority persons in the planning process.

At the time the reconstruction study was issued, every one of the 21 SEWRPC commissioners and the 11-member management team was white. Moreover, the fact that each of the seven counties in the region has three members on SEWRPC - even though Milwaukee County has nearly half the region's population and at least three-quarters of its poor and minority households, and even though all the major redlines will occur in Milwaukee - continues to dilute the voices of low income and minority families, as it has for decades.

Further, nothing in the *Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin* indicates that SEWRPC sought broad and meaningful participation from minority and low income households. The record does not show that efforts were made to request, encourage, facilitate or ensure the participation of low income and minority persons on planning committees. To the contrary, not a single representative of any organization serving minority or low income communities was included on the Study Advisory Committee.<sup>45</sup> The record also fails to show that the Commission solicited testimony or other input from low income and minority communities in such a way that

<sup>43</sup> It is also striking that SEWRPC rejected the comments it did receive at public hearings - the vast majority of which opposed widening the freeway. According to the Commission itself, of the 310 persons who provided comments specific to the preliminary freeway plan, 46 persons supported the plan; 23 persons supported a plan alternative; 19 persons commented, but did not express support or opposition; 222 persons opposed the plan; and nearly 1500 postcards opposing the plan were received. *SEWRPC Memorandum Report 153*. In addition, SEWRPC's *Model Resolution for Counties: Resolution Providing Comments on the Preliminary Plan for Reconstruction of the Regional Freeway System in Southeastern Wisconsin* included only two options: for counties to express "full support" for the plan, or for counties to "generally support[] the preliminary recommended regional freeway plan" with modifications. The Model Resolution did not, however, include an option for counties to reject the plan. The structure of this resolution clearly indicates the Commission's bias in favor of freeway expansion.

<sup>44</sup> 23 C.F.R. §450.212(a)(6).

<sup>45</sup> *Southeastern Wisconsin Regional Freeway Reconstruction Study and Preliminary Recommended Plan* (Oct. 2002), p. 6.

significant numbers of these households were likely to participate (by holding meetings and public hearings in central city locations in all affected communities;<sup>46</sup> by holding those meetings at times and locations accessible by public transportation; by advertising those meetings through local community media and other methods likely to garner attention from Central City residents; etc.). Further, the Commission failed to publicize its data on the racial effects of the project prior to the time public hearings were held or provide a meaningful opportunity for public input on issues of concern to low income and minority communities.

Instead, "outreach" - which occurred after the preliminary reconstruction plan had already been issued - consisted of sending representatives to "briefing sessions" with unnamed members of the minority community, selected by a marketing firm chosen and paid by the Commission, to emphasize the benefits of freeway reconstruction.<sup>47</sup> This simply does not equate with ensuring meaningful involvement from a broad spectrum of the community at all stages of the planning process. It is critical that such participation be ensured and that such input be obtained and meaningfully considered before any further steps are taken.

#### 2) The Planning Process Failed to Involve Persons Who Do Not Speak English.

According to U.S. Census data from 2000, 5.8% of the Milwaukee County population age 5 and older - more than 50,000 people - do not speak English well. This includes more than 30,000 Spanish speakers, more than 10,000 speakers of "other Indo-European languages," and more than 8000 speakers of Asian and Pacific Island languages. This data also shows that in the city of Milwaukee, 7.5% of the persons age 5 and older do not speak English well.

<sup>46</sup>For example, no public hearings were held in the largely Latino neighborhoods on the near south side of Milwaukee.

<sup>47</sup>SEWRPC Memorandum Report 153, Additional Briefings to Interested Groups and Municipalities; Agreement Governing Consultant Services for Community Outreach to be Performed for a Planning Study of the Reconstruction of the Freeway System of Southeastern Wisconsin (May 9, 2002), which includes, *inter alia*, strategic planning to develop a "community relation's [sic] strategy that identifies the benefits of SEWRPC's projects to the community." Further, while SEWRPC's report states that the minority persons contacted expressed support for ensuring that there be "significant" participation of minority and disadvantaged firms on the reconstruction and that there was a need for minorities to be a significant portion of the labor force - goals which do need to be supported - no specific goals for such participation were included in SEWRPC's evaluation. Nor is it clear that these briefings mentioned the fact that Wisc. Dept. of Transportation has a goal of using only 7.2% of its FHWA funds for gender and race conscious disadvantaged business enterprises, or whether such information would have affected the opinions of those who were briefed. There also is no indication that at these briefings the Commission or its consultants addressed such issues as access to mass transit; long term job development; tax base reduction in Milwaukee; the relationship between housing and transportation; community cohesion; or health and environmental issues.

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Moreover, in Milwaukee, Kenosha and Racine counties disproportionate percentages of the anticipated residential and commercial/industrial relocations will be borne by persons living in census tracts with higher-than-average Latino concentrations.<sup>48</sup> In addition, in Milwaukee, Racine and Waukesha Counties disproportionate shares of the anticipated residential relocations will be borne by persons living in census tracts with higher-than-average concentrations of Asians and Pacific Islanders, and in Milwaukee County this is also true of the anticipated business relocations.<sup>49</sup>

In a letter dated June 5, 2002, the ACLU of Wisconsin specifically raised the need to provide information to persons who do not speak Spanish. Yet SEWRPC never provided information or held hearings in any language other than English. Thus, the Commission intentionally and completely failed to ensure the participation of LEP persons in the planning process.

The failure to provide proper services for limited English proficient (LEP) persons can constitute national origin discrimination. Federal agencies, including the U.S. Department of Transportation, have made it clear that:

in order to avoid discrimination against LEP persons on the grounds of national origin, recipients must take reasonable steps to ensure that such persons have meaningful access to the programs, services, and information those recipients provide, free of charge.

Title VI and its regulations require recipients to take reasonable steps to ensure "meaningful" access to DOT recipients' programs and activities. The key to providing meaningful access to LEP persons is to ensure that recipients and LEP beneficiaries can communicate effectively and act appropriately based on that communication.<sup>50</sup>

#### C. The Preliminary Recommendations Fail to Adequately Evaluate the Effects of Reconstruction on Low-Income and Minority Residents.

##### 1. SEWRPC Wrongly Asserts that Minority and Low Income Persons are Not Over-Represented Among Those Living in Proximity to the Freeways.

SEWRPC's evaluation starts with the assertion that "there is not a significant over-representation of minority or low income populations in areas located in proximity to the freeways

<sup>48</sup>Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin (Preliminary Draft), (SEWRPC Planning Report No. 47), Table 11.

<sup>49</sup>*Id.*, Table 9.

<sup>50</sup>DOI Guidance to Recipients on Special Language Services to Limited English Proficient (LEP) Beneficiaries, 66 Fed. Reg. 6733-6747 (Jan. 22, 2001).

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proposed to be widened. . . .<sup>51</sup> In defining "proximity," SEWRPC states that census blocks "within one-half to three-fourths of a mile adjacent to the freeway system, or bisected by a freeway system, were considered as located in proximity to the freeway system."<sup>52</sup> Yet nothing in the study explains or supports this method of calculating the effects of the reconstruction. Nowhere does the study identify which adverse effects were considered, why the 1/2 to 3/4 mile figures were chosen, what potential adverse effects exist in this range that do not exist in locations closer to (or more distant from) freeways,<sup>53</sup> or whether SEWRPC evaluated the effects of spending years in proximity to the actual reconstruction as well as the ultimate impact of the freeway itself.

Second, in determining who was likely to be affected by freeway widening, the study considered the full 127 miles proposed to be widened. However, the segments proposed for what SEWRPC itself defines as "Major Redesign" cover far fewer miles and are located entirely within Milwaukee County<sup>54</sup> - where 87% of the region's African-Americans, 77% of its minorities, and 75% of its poor families reside.<sup>55</sup>

Third, although most of SEWRPC's studies evaluate freeway widening segment by segment - not the 127 miles as a whole<sup>56</sup> - its assessment of the effects of reconstruction on minorities and low income families provides no such breakdown. This precludes any analysis of whether, as seems likely, minorities or low income persons are disproportionately affected by particular and/or more controversial portions of the proposal, such as the expansion of I-94 to eight lanes in the city of Milwaukee.<sup>57</sup>

<sup>51</sup>Evaluation of the Impacts . . . on Minority and Low Income Populations, p. 2.

<sup>52</sup>*Id.*

<sup>53</sup>The study does not evaluate, for example, whether noise pollution is a greater problem for persons living 1/4 mile from the freeway than for those living 3/4 of a mile away, nor does it address the racial or economic composition of persons living in the "1/4 mile" rather than "3/4 mile" distances.

<sup>54</sup>Design, Evaluation and Consideration of Freeway System Reconstruction Alternatives (SEWRPC Planning Report No. 47), Map 6-1.

<sup>55</sup>Evaluation of the Impacts . . . on Minority and Low Income Populations. Calculations derived from Table 4.

<sup>56</sup>See, e.g., Design, Evaluation and Consideration of Freeway System Reconstruction Alternatives.

<sup>57</sup>Notably, the city of Milwaukee - where the largest concentration of low income and minority persons resides - opposes the freeway reconstruction plan, and especially the widening of I-94 within the city. Resolutions of County Boards of Supervisors and of Municipalities Regarding the Preliminary Freeway System Reconstruction Plan.

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Fourth, even under SEWRPC's questionable methodology, 18.1% of the persons located in proximity to freeways proposed to be widened are African-American, but only 14.3% of the area's residents are African-American, and 9.2% in proximity are Hispanic, even though only 6.5% of area residents are Hispanic.<sup>58</sup> All other minority groups and poor families are also over-represented among those residing in proximity to the freeways proposed to be widened. The evaluation fails to indicate how or why the Commission decided that such disparities are not significant.

##### 2. Minority and Low Income Persons Will Be Disproportionately Affected by Relocation Caused by Freeway Reconstruction.

Factors which must be included in evaluating the effect of transportation projects on minority and low-income communities include "destruction or disruption of community cohesion or a community's economic vitality; . . . adverse employment effects; displacement of persons, businesses, farms, or nonprofit organizations; . . . [and] isolation, exclusion or separation of minority or low-income individuals within a given community or from the broader community."<sup>59</sup> Although SEWRPC's evaluation of the effect of freeway reconstruction on minority and low-income residents includes an assessment of whether these groups will be disproportionately affected by residential and business relocations, it does not appear that the Commission adequately evaluated the data or considered the required factors in determining that minorities and low income households were not significantly affected by the reconstruction plan. Instead, SEWRPC claims that the residences and businesses "which are estimated to need to be acquired under the preliminary plan - particularly those required for additional lanes - are not disproportionately located in areas with above county or regional averages of minority or low income populations."<sup>60</sup>

However, 82% of the total expected residential relocations and 65% of the business relocations - and 92% of the residential relocations and 100% of the residential relocations attributed to adding lanes - are in Milwaukee County, where the vast majority of the region's minority and low income families live.<sup>61</sup> At the same time, the adverse tax base effects on Milwaukee County, particularly those from adding lanes, far exceed the adverse tax base effects in the suburban counties.<sup>62</sup>

<sup>58</sup>Evaluation of the Impacts . . . on Minority and Low Income Populations, Table 4.

<sup>59</sup>FHWA Environmental Justice Order.

<sup>60</sup>Evaluation of the Impacts . . . on Minority and Low Income Populations, p. 8.

<sup>61</sup>*Id.*, compiled from Tables 7- 13.

<sup>62</sup>The tax base will be reduced 21% in Milwaukee and .13% in the suburban counties. Of this, the tax base reduction for additional lanes is .13% in Milwaukee and .05% in the suburbs. Southeastern Wisconsin Regional Freeway Reconstruction Study and Preliminary Recommended Plan, Overview pp. 15-16. Apparently the city of Milwaukee - where even greater numbers of poor

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Second, the extent of minority and low income concentration - not just the fact that it is above average - is a significant factor in determining such effects as adverse employment effects and adverse effects on such issues as community cohesion. Yet in determining that relocation poses no significant impact on minority communities, the commission compares the number of affected census blocks with "above regional average concentrations of minorities" to the total number of census blocks with "above regional average concentrations of minorities" without identifying just how far "above average" the "total" blocks are. In other words, it cannot be ascertained whether the areas with greater effects are more heavily minority or low income than the total number of areas with above average concentrations of minority and low income persons.<sup>63</sup>

Third, there is no analysis of whether construction of particular freeway segments have disproportionate impacts on particular minority or low income communities. For example, 20% of the residences to be relocated are in neighborhoods which are 93-97% minority, yet there is no analysis of whether or how relocation could affect those communities.<sup>64</sup>

Fourth, even under SEWRPC's own analysis, there is clearly a disproportionate impact on minority and low income communities. For example, 25% of the residences to be acquired are in census blocks with above regional average total concentrations of minorities. Twenty-nine percent of the businesses to be acquired and 16.2% of the residences are in regions with above average concentrations of Hispanic persons; 34.3% of the residences and 16.1% of businesses are in areas with above average concentrations of Asian/Pacific Islander persons; and 36.6% of the residences and 22.6% of the businesses are in areas with above average concentrations of American Indians and Alaska Native persons. In addition, 45% of the businesses to be acquired are in areas with above-average concentrations of low income persons.<sup>65</sup> Nevertheless, the Commission does not evaluate whether there are likely to be adverse business, employment, community or other effects for these minority or low-income communities.

and minority families live - will be hit hardest by the tax base reduction.

<sup>63</sup>For example, SEWRPC uses as its denominator for low-income census tracts all those with "above average" - i.e., more than 7.5% - of low income persons, but does not identify which tracts in that denominator have 8% low income persons and which have 80% low income persons, and whether the tracts with greater numbers of low income persons are more likely to be affected by relocations. *Evaluation of the Impacts . . . on Minority and Low Income Populations*, p. 7.

<sup>64</sup>*Id.*, p. 7.

<sup>65</sup>*Id.*, pp. 4-7.

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### 3. The Planning Process Failed to Adequately Consider the Transportation Needs and Circumstances of Low Income and Minority Residents or to Guarantee Implementation of Mass Transit Options.

Federal regulations require that transportation planners consider "methods to reduce traffic congestion and to prevent traffic congestion from developing in areas where it does not yet occur, including methods which reduce motor vehicle travel, particularly single-occupant motor vehicle travel," as well as "methods to expand and enhance appropriate transit services and to increase the use of such services (including commuter rail)."<sup>66</sup> Civil rights regulations and the Environmental Justice Order also requires specific consideration of how such issues affect low income and minority communities. In addition, Wisconsin's Smart Growth statute requires that by 2010 local communities consider "objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including . . . transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, [and] walking . . ."<sup>67</sup>

As discussed above, in metropolitan Milwaukee minorities are far less likely than whites to have drivers licenses or automobiles, and far more likely to rely on public transportation - facts which obviously affect the benefits these communities are likely to realize from freeway reconstruction. These concerns were clearly recognized and addressed in the LPA process - but are largely ignored by the current evaluation. Instead, in stark contrast to the detailed analysis which pervades those portions of its report minimizing the effect of reconstruction on minorities and low income families, SEWRPC's comment on modes of transportation is limited to a vague statement that in the "central urban areas of the Region . . . many residents are of minority population and/or low income and do not have access to an automobile."<sup>68</sup> This omission occurred even though data on transportation patterns and methods from the 2000 census is publicly available. SEWRPC's failure to use available data or to meaningfully evaluate how low income and minority persons get to work, child care, school, medical care, and other locations, results in an insufficient analysis of the effects of providing - or failing to provide - expanded mass transit options on low income and minority communities.

An equally critical concern is that SEWRPC's inclusion of suggestions for increased bus service is simply insufficient to ensure actual implementation. History shows that recommendations

<sup>66</sup>23 C.F.R. §§450.208(12),(13).

<sup>67</sup>§66.1001(2)(c), Stats.

<sup>68</sup>*Evaluation of the Impacts . . . on Minority and Low Income Populations*, p. 11. For example, 2000 census data shows that in many census tracts in the city of Milwaukee the number of persons who commute using public transportation exceeds the number who drive their own automobiles. There is also no indication from the study as to how many people walk to work, school or other locations, and what improvements and protections are necessary for this population.

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for regional rapid bus transit, which SEWRPC again suggests, were made at least 30 years ago<sup>69</sup> but have yet to occur. Many other proposals urged by low income and minority residents over the decades, such as the light rail and HOV lanes included in the LPA, are not even part of SEWRPC's current proposal, largely because of resistance from predominantly white suburban communities and their supporters. While it is a positive step that SEWRPC recommends a 70% increase in bus service,<sup>70</sup> the plan fails to guarantee full and permanent funding for mass transit alternatives. Further, the plan does no more than suggest future study - not implementation - of options such as "detailed corridor transit alternatives" including commuter rail or light rail, or "hold[ing] open the potential to restructure local transit service . . ."<sup>71</sup>

As it has been for decades, regionalizing and expanding mass transit remains critical to providing low income and minority residents with meaningful access to jobs and other necessary services and amenities. The evaluation's omission of final studies on transit alternatives; the failure to address the relationship between transit and non-employment needs such as medical care; the lack of specific steps and concrete timetables for mass transit expansion; the failure to incorporate the high occupancy vehicle lanes or the light rail proposal urged in the LPA as part of the reconstruction plan; and the refusal to delay a final decision on freeway reconstruction and widening until this information is available, significantly reduces the likelihood that necessary transit options will ever be implemented.

The completion of necessary studies - and the actual expansion and maintenance of mass transit - must occur before a final decision on freeway widening is made for a number of reasons. Implementation of high-quality, effective, and affordable mass transit alternatives may well reduce the need for additional freeway capacity. In addition, for the years during which the actual reconstruction is expected to occur, increased transit options will be critical to preventing even greater congestion on both freeways and surface streets.<sup>72</sup> Finally, requiring expansion of mass transit prior to any automobile-focused freeway reconstruction will help ensure that the needs and circumstances of low-income and minority residents are not shunted aside, as they have been so many times in the past.

<sup>69</sup>*Analysis of Milwaukee's Transit Service*, p. 36.

<sup>70</sup>*Evaluation of the Impacts . . . on Minority and Low Income Populations*, p. 11.

<sup>71</sup>*Id.*

<sup>72</sup>Notably, to date only 75 of the planned 529 miles of arterial surface street improvements have been implemented. *Southeastern Wisconsin Regional Freeway Reconstruction Study and Preliminary Recommended Plan*, Overview p. 41.

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### 4. The Planning Process Failed to Adequately Consider the Employment Needs and Circumstances of Low Income and Minority Residents.

SEWRPC also seeks to justify freeway expansion by asserting that the effect of expansion will be to increase the number of jobs available to central city residents by the year 2020. Once again, the analysis is simply inadequate.

First of all, even under SEWRPC's own analysis, freeway expansion is projected to lead to greater access to jobs for residents of communities which have few minority or low income persons than for persons in communities that are predominantly minority or low income.<sup>73</sup>

Second, SEWRPC's analysis of job creation benefits is based on a projected increase in jobs accessible within one-half hour by car. As discussed above, many - and in some census tracts, most - residents do not have automobiles, a burden disproportionately borne by low income and minority families. Although this concern was recognized and addressed in the LPA, the current evaluation contains no discussion of whether, with or without freeway reconstruction, the jobs it touts will be accessible by public transportation (or other modes of transportation than automobiles) at all, or what the expected commuting times will be for persons who do not own automobiles.

Third, an analysis that a certain number of jobs will be accessible says nothing about the quality of those jobs, such as wage levels, fringe benefits, and opportunities for advancement. Nor does the study establish whether good-paying jobs will be as accessible to low income and minority households as they are to other households, with or without freeway reconstruction.

Fourth, even with respect to jobs on the reconstruction project itself, SEWRPC fails to guarantee jobs for low income and minority residents even in proportion to their prevalence in the regional population, much less in proportion to their prevalence in Milwaukee, where most of the major reconstruction work will occur.

Fifth, freeway widening will result in a significant reduction of travel on surface streets including some, such as North and National Aves., which cross through low income and minority neighborhoods.<sup>74</sup> However, SEWRPC fails to evaluate whether such a reduction in automobile travel could have adverse effects on businesses located along these corridors, or related adverse employment and community effects for these neighborhoods.

<sup>73</sup> SEWRPC's study projects a 15.9% increase of jobs accessible within 30 minutes for central city residents and a 16.9% increase for suburban residents. *Evaluation of the Impacts . . . on Minority and Low Income Populations*, Table 15.

<sup>74</sup>*Design, Evaluation and Consideration of Freeway System Alternatives*, p. 21.

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5. The Planning Process Failed to Adequately Consider Alternate Possibilities to Address the Housing Needs - and Related Transportation Needs - of Low Income and Minority Residents.

FHWA regulations mandate consideration of the "overall social, economic, energy and environmental effects of transportation decisions (including housing & community development effects...)",<sup>75</sup> and the "effect of transportation decisions on land use and land development, including the need for consistency between transportation decisionmaking and the provisions of all applicable short-range and long-range land use and development plans."<sup>76</sup> As noted above, FHWA's Environmental Justice Order also requires the planning agency to consider the social and economic effects of transportation decisions on minority and low-income populations. In addition, Wisconsin's Smart Growth law mandates that, by 2010, local governments consider affordable housing issues. This housing element:

shall also identify specific policies and programs that . . . provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, [and] policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing. . . .<sup>77</sup>

As part of its regional planning, SEWRPC issued *A Regional Land Use Plan for Southeastern Wisconsin, 2020*. Yet in its 146 pages, this study fails to mention race, much less evaluate the intersection of race, income, housing and transportation planning. There is no question that this failure discriminates against minority and low income residents of the planning region.

As discussed above, residential segregation in the metropolitan Milwaukee area - especially in the suburbs - is among the worst in the nation. These hyper-segregated housing patterns are now reinforced by suburban zoning and development ordinances which preclude construction of affordable housing and therefore make it virtually impossible for many low income and minority persons to move to the suburbs.

Addressing the affordable housing issue has clear and direct implications for transportation planning. <sup>78</sup> If a decision on freeway expansion is made contingent upon the compliance of suburban

<sup>75</sup>23 C.F.R. §450.208(a)(11).

<sup>76</sup>23 C.F.R. §450.208(a)(14).

<sup>77</sup>§66.1001(2)(b), Stats.

<sup>78</sup>SEWRPC argues that freeway expansion does not cause sprawl. *Design, Evaluation and Consideration of Freeway System Reconstruction Alternatives*, pp. 22-23. Incredibly, the Commission relies, among other factors, on the claim that "travel time" has little influence on travel

governments with Smart Growth mandates for including low- and moderate-income housing in development plans, as well as with fair housing enforcement, the need for transportation capacity enhancements will likely decrease as low- and moderate-income persons (including persons of color) who work in the suburbs are able to live closer to their places of employment. On the other hand, if these issues are ignored, the tax dollars of low income and minority residents will continue to be used to subsidize freeway expansion for communities where they are unable to live.

6. The Planning Process Failed to Adequately Consider the Pollution and Health Effects on Low Income and Minority Residents.

Federal regulations mandate consideration of the environmental effects of transportation decisions, including the effects on the "human, natural and manmade environments."<sup>79</sup> FHWA's Environmental Justice Order requires the planning agency to consider the health and environmental effects of transportation decisions on minority and low income populations. Under the Clean Air Act, agency actions must be consistent with attainment of ambient air quality standards. SEWRPC's evaluation fails to comply with these requirements.

As much as half of ozone-related pollution (VOCs and NOx) is caused by motor vehicles. As discussed above, southeastern Wisconsin is classified a "severe" nonattainment area for ozone pollution.<sup>80</sup>

As also discussed above, asthma is far more prevalent among blacks than whites.<sup>81</sup> Studies also show that ozone is one of the causes of childhood asthma.<sup>82</sup> As the Wisconsin Department of

decisions. *Id.*, p. 24. If that is the case, there seems to be even less reason to spend \$6 billion to reduce commuting time from the suburbs to Milwaukee by 5 minutes. It is also striking that while in one report SEWRPC minimizes the role of travel time, in another it touts the increase in jobs which freeway widening purportedly will make available within one-half hour driving time (*i.e.*, SEWRPC itself believes that widening the freeways will make it possible for more persons who live (or "sprawl") farther away to reach more jobs). *Evaluation of the Impacts . . . on Minority and Low Income Populations*, Table 15. Moreover, SEWRPC's conclusion that sprawl is not related to freeway expansion runs counter to E.P.A. and other reports. See, e.g., *Plain English Guide to the Clean Air Act: Mobile Sources* (U.S. E.P.A. Air Quality & Standards). *Freeway Task Force Report*, p. 12.

<sup>79</sup>23 C.F.R. §450.208(11).

<sup>80</sup>*Plain English Guide to the Clean Air Act: Mobile Sources*.

<sup>81</sup>*Id.*

<sup>82</sup>*Study Shows Link Between Ozone and Asthma: 10 year-long USC study demonstrates ozone, found in smog, to cause asthma in children* (ENS, Feb. 2, 2002); see also, e.g., *Primate research*

Health and Family Services is aware, asthma is the most common chronic childhood illness.<sup>83</sup> It affects nearly 100,000 Wisconsin children under age 18, a majority of whom live in southeastern Wisconsin.<sup>84</sup>

Nor is asthma the only ozone-related respiratory problem.

Scientific evidence indicates that ambient levels of O3 [ozone] not only affect people with impaired respiratory systems, such as asthmatics, but healthy adults and children as well. Exposure to O3 for several hours at relatively low concentrations has been found to significantly reduce lung function and induce respiratory inflammation in normal, healthy people during exercise. This decrease in lung function generally is accompanied by symptoms including chest pain, coughing, sneezing and pulmonary congestion.<sup>85</sup>

A correlation between elevated ambient ozone levels and increases in daily hospital admission rates, as well as mortality, has also been reported.<sup>86</sup> In addition, older persons who reside in areas with higher levels of air pollution are "significantly" more likely to require medical treatment, particularly for lung ailments.<sup>87</sup>

In addition, recent research indicates a significant increase in cancer risk for those living near freeway corridors, caused primarily by mobile source (*i.e.*, vehicle) emissions.<sup>88</sup>

The preliminary evaluation, however, fails to address these issues. Instead, SEWRPC simply asserts that ozone levels will be reduced because newer vehicles emit lower levels of the compounds

*shows link between ozone pollution, asthma*, by Andy Fell (Dateline UC Davis, Oct. 13, 2000).

<sup>83</sup>Notably, neither the Wisc. Dept. of Health and Family Services nor any public health organization was included in the freeway reconstruction Study Advisory Group.

<sup>84</sup>*Wisconsin Medicaid HMO Comparison Report*.

<sup>85</sup>*Green Book: Criteria Pollutants: Ozone* (U.S. E.P.A., Air Quality Planning & Standards); 40 C.F.R. §50.10.

<sup>86</sup>*1997 Air Quality Management Plan*, Chapter 2, by South Coast Air Quality Management District.

<sup>87</sup>*Bad Air Means Poor Health, Study Says*, by Associated Press (Milwaukee Journal-Sentinel, Nov. 12, 2002), citing a study by Health Affairs.

<sup>88</sup>*Multiple Air Toxics Exposure Study-II*, by South Coast Air Quality Management District (2000).

which create smog.<sup>89</sup> This conclusion runs completely contrary to E.P.A. studies showing that despite efforts to reduce vehicle emissions, "most types of air pollution from mobile sources have not improved significantly."<sup>90</sup> These emission problems are due largely to the continued increase in automobile travel, which is itself caused largely by the fact that people live farther from where they work and mass transit is unused or unavailable.<sup>91</sup>

The Commission fails to evaluate whether disproportionate health or environmental effects will continue to occur among low income and minority communities. Nor does SEWRPC analyze whether, as seems likely, lower-income and minority residents of the central city tend to drive older vehicles, and therefore will be more likely to continue to be subject to higher levels of vehicle-related emissions and associated health and pollution problems. It does not evaluate whether low income and minority residents tend to live closer to heavily traveled freeways (or to freeways which may become more heavily traveled as a result of widening), and thus risk higher levels of potentially associated diseases such as cancer. It does not establish a contingency plan to offset any growth in emissions from increased vehicle use if in fact induced travel or increased emissions do occur. And, as discussed above, it fails to meaningfully evaluate methods to ensure a significant expansion of mass transit use and of affordable housing in the suburbs in order to minimize these health and environmental effects in minority and low income communities.

**Conclusion**

It is clear that in developing its freeway reconstruction and expansion plan, SEWRPC has failed to meaningfully or adequately involve low income and minority communities or to address the needs of those communities. It is critical that the Commission cease any further efforts to press

<sup>89</sup>SEWRPC's own documentation indicates that NOx levels did not decrease significantly from 1990 - 1999, and it is unclear why the Commission projects a significant future decrease. *Design, Evaluation and Consideration of Freeway System Reconstruction Alternatives*, p. 13 and Figure 6-26.

<sup>90</sup>*Plain English Guide to the Clean Air Act: Mobile Sources*.

<sup>91</sup>*Id.* SEWRPC argues that freeway widening will not induce increased traffic because, it claims, "transportation is one of many possible causes of decentralization, and is generally not considered a significant cause compared to rising affluence, cost of living, schools, environmental amenities, preferences for single family homes and larger lots, perceived and/or actual crime and safety, and other factors." *Southeastern Wisconsin Regional Freeway Reconstruction Study and Preliminary Recommended Plan*, Overview, p. 21. Yet it is completely unclear why SEWRPC asserts that such factors as choosing to live farther from urban centers - when commuting times remain short - do not represent travel induced or facilitated by freeway expansion, and it cites no studies or data to support a position which conflicts with the E.P.A.'s conclusions.

forward with the freeway plan unless and until these issues have been fully resolved.

Southeastern Wisconsin Regional Planning Commission

Staff Memorandum

COMMISSION STAFF RESPONSE TO DECEMBER 16, 2002,  
AMERICAN CIVIL LIBERTIES UNION OF WISCONSIN LETTER

Sincerely,

*Karyn L. Rotker*  
Karyn L. Rotker  
Staff Attorney  
Poverty, Race & Civil Liberties Project

This memorandum responds to the letter of December 16, 2002, from the American Civil Liberties Union of Wisconsin (ACLU) which provided comments and questions regarding the Regional Freeway System Reconstruction Study for Southeastern Wisconsin, and specifically with respect to the Preliminary Draft of Appendix C of the study report, entitled "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin."

The following responds to each of the principal points contained in the letter:

- A. On pages 9 through 12 of the December 16 letter, the ACLU stated that it believed the planning process for the freeway study violated the rights of minority residents of the Region. It was also stated that the planning process failed to adequately involve low income and minority persons and persons who do not speak English. Associated with these statements, the ACLU made the following specific comments:
  - The Commission has rejected the comments received at public hearings.
  - The model resolution distributed to each County Board Chair for their use in taking action on the preliminary recommended plan indicated the Commission's bias in favor of freeway expansion.
  - That the Commission is comprised of 21 members, three from each of the seven counties of the Region, and that all of whom are white, and that, therefore, "the voices of low income and minority families" are diluted.
  - The Study Advisory Committee does not include any representatives of organizations that serve low income and minority persons.
  - The Commission report prepared under the freeway reconstruction study, entitled "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin," did not document the Commission's public participation efforts for the study. Not documented in that draft report were efforts to solicit input from minority and low income communities, including the locations and times of public meetings and hearings and efforts to notify minority and low income communities about those public meetings and hearings.
  - Outreach occurred only after the preliminary plan had been issued, and consisted only of meetings conducted with the assistance of Creative Marketing Resources, Inc., to emphasize the benefits of freeway reconstruction.
  - The Commission has failed to ensure participation of limited English proficiency (LEP) persons in the planning process.

The ACLU stated in its letter that the comments received at public hearings have been rejected. That is not correct. The Study Advisory Committee, to date, has taken no action in response to comments received regarding the preliminary recommended plan. The Advisory Committee completed the preliminary recommended plan in March 2002, and directed Commission staff to solicit comments and feedback on the preliminary plan. The most recent series of public meetings and hearings was completed in June 2002, but other activities continue. Six of the seven County Boards within the

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ATTACHMENT  
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**SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION**

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Serving the Counties of:



March 25, 2003

Ms. Karyn L. Rotker  
Staff Attorney  
Poverty, Race & Civil Liberties Project  
American Civil Liberties Union  
of Wisconsin Foundation  
207 E. Buffalo Street, Suite 325  
Milwaukee, WI 53202-5774

Dear Ms. Rotker:

Your letter of December 16, 2002, provided comments and questions relative to the regional freeway reconstruction study for southeastern Wisconsin and, in particular, to the SEWRPC staff report entitled, "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low-Income Populations in Southeastern Wisconsin." Please find enclosed a SEWRPC Staff Memorandum which responds to the comments and questions set forth in your letter.

Please be advised that both your letter and the SEWRPC staff response are being included in a document that will shortly be provided to the SEWRPC Advisory Committee guiding the freeway reconstruction study. That document will also be provided to the members of the Southeastern Wisconsin Regional Planning Commission.

We appreciate your interest in this important matter. If after reviewing the enclosed Staff Memorandum you desire a meeting to discuss this matter with the Commission staff, please do not hesitate to contact us.

Sincerely,

Philip C. Evenson  
Executive Director

PCE/ryj  
#81453 v1 - Rotker3 Lt

Enclosure

cc: (w/enclosure):  
Mr. Frank Busalacchi, Secretary, Wisconsin Department of Transportation  
Mr. Leslie J. Fafard, District Director, Wisconsin Department of Transportation  
Mr. Bruce R. Matzke, Division Administrator, Federal Highway Administration,  
U. S. Department of Transportation  
Mr. William R. Drew, Chairman, SEWRPC Freeway Study Advisory Committee

Region acted on the preliminary plan in 2002, but Commission staff continued to meet with the Milwaukee County Board to obtain its action on the preliminary plan in February 2003. Additionally, Commission staff continues to participate in meetings to provide information about the study and the preliminary recommended plan, and to obtain public input. For example, the Commission has recently participated in meetings in the Village of Whitefish Bay and in the Cities of West Allis, Wauwatosa, and Milwaukee - including two meetings on the near south side of the City of Milwaukee, a predominantly Hispanic community. The Advisory Committee will consider all comments received on the preliminary plan prior to formulating a final recommended plan to be considered by the Regional Planning Commission.

Second, with respect to actions by County Boards within the Region, the Commission did transmit a model resolution to each County Board Chair to obtain County Board reaction to the preliminary plan. The distribution of a model resolution reflecting the preliminary plan recommended by the Study Advisory Committee - which includes County Board Chairs and Executives from each county - is standard procedure. The County Boards within the Region are under no obligation to make use of the model resolution, and can - and do - modify the model resolution or develop new resolutions as they see fit. Also, the model resolution had a section where County boards could identify changes to the preliminary plan which they desired.

Third, regarding the membership of the Commission, the representation of each county - three Commissioners from each of the seven counties in the Region - is specified in the State law which established the Commission. All of the current Commissioners are white, but that has not always been the case. The membership of the Commission is not decided by the Commissioners or by Commission staff, but chosen by the counties and the Governor. Notably, the Commission has yet to take action in any way regarding the freeway reconstruction study. The Study Advisory Committee is guiding the study, and the preliminary recommended plan reflects the action of the Study Advisory Committee, not the Commission. The Commission will not act upon the findings of the regional freeway study until after the Study Advisory Committee has considered all public comment on the preliminary plan, formulated a final recommended plan, and forwarded that final recommended plan to the Commission.

Fourth, with respect to the membership of the Study Advisory Committee, the Advisory Committee includes representatives from each county of the Region. The members of the Advisory Committee are expected to represent their respective constituencies, with Milwaukee County having more representatives than any other county in the Region. In fact, seven of the 15 - almost half - of the local government representatives are from Milwaukee County, approximately the County's representation of the total population of the Region. As noted in the ACLU letter, Milwaukee County has the highest concentrations of low income and minority persons in the Region. Milwaukee County representatives include the Milwaukee County Executive; the Milwaukee County Board Chair; the Milwaukee County Board Public Works, Transportation, and Transit Committee Chair; the Mayor and Common Council President of Milwaukee; and the Mayors of Oak Creek and Wauwatosa. The representatives from City and County of Milwaukee include three African American elected officials.

Fifth, with respect to the public outreach efforts - including the involvement of low income and minority persons in the planning process, comprehensive public outreach efforts have been undertaken throughout the study. Those efforts were not documented in the "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin," but rather in the first two volumes of the study "Record of Public Comments"-which are available on the study web site ([www.sewrpc.org/freewaystudy](http://www.sewrpc.org/freewaystudy)). These two reports are entitled, "Record of Public Comments: Regional Freeway System Reconstruction Study for Southeastern Wisconsin: Volume One-

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February 1-August 31, 2001" and "Record of Public Comments: Regional Freeway System Reconstruction Study for Southeastern Wisconsin: Volume Two-September 1, 2001-August 31, 2002." A third volume is under preparation that will include the period from September 1, 2002 to the conclusion of the study. We note that the first two reports contain detailed information regarding the public outreach efforts, and mention only some of the activities here.

- A total of 19 public meetings and hearings were held on the study. Eleven of those meetings were held after the completion of the preliminary recommended plan by the Study Advisory Committee. Of those 11 meetings, five were held in Milwaukee County, and the locations of all meetings were chosen where transit service is available. Examples of meeting locations include the Martin Luther King Community Center and Manitoba Elementary School in Milwaukee, and a Goodwill Industries Community Center in Waukesha. All public meetings and hearings were publicized through paid advertisements in numerous newspapers, including the Milwaukee Community Journal; through press releases distributed to a comprehensive region-wide media list, including the Milwaukee Community Journal, the Milwaukee Courier, the Milwaukee Star, the Spanish Journal, and the Spanish Times; and through the direct mailing of study newsletters which announced the meetings to individuals and groups, including groups that represent low income and minority persons. Examples of groups that received all study newsletters include the American Indian Chamber of Commerce, the Hispanic Chamber of Commerce of Wisconsin, the Council for the Spanish Speaking, Inc., the African American Chamber of Commerce of Greater Milwaukee, Inc., the Hmong-American Friendship Association, the Lao Family Center, the United Community Center, and the National Association of Minority Contractors, Wisconsin Chapter. (Each of these groups received all five issues of the study newsletters distributed from March 2001 through April 2002—the media contacts received all newsletters and press releases.)
- A survey was conducted in July and August of 2002, with 55,000 of the Region's households randomly selected to receive survey forms. Of the over 15,000 completed survey forms returned, nearly half were from Milwaukee County residents.
- The Commission contracted with a firm, Creative Marketing Resources, Inc., to assist with outreach efforts to minority communities, and numerous meetings were held with minority community leaders to provide information regarding the freeway reconstruction study and receive feedback on the study.

Sixth, it was suggested in the ACLU letter that outreach occurred only after the preliminary plan had been issued, and consisted only of meetings conducted with the assistance of Creative Marketing Resources, Inc. As previously noted, and documented in the first two volumes of the study "Record of Public Comments," a comprehensive public outreach campaign was undertaken throughout the conduct of the study. This effort included numerous activities prior to the completion of the preliminary plan, including the issuance of newsletters, the conduct of a series of public meetings in 2001, the development and maintenance of a study web site, and the conduct of meetings with interested groups and municipalities. Some of these meetings were with groups that represent minority and low income communities. Examples of such groups include the African American Chamber of Commerce of Greater Milwaukee, Inc., the Business Council Inc., Congregations United to Serve Humanity (CUSH), and the Racine/Kenosha Economic Inclusion Coalition.

Regarding the involvement of Creative Marketing Resources, Inc., the Commission contracted with this firm because the Commission believed that Creative Marketing Resources, Inc., could assist the Commission in soliciting input regarding the study and reaction to the preliminary plan. The purpose of a preliminary plan is to attempt to determine what elected officials and citizens agree or disagree with so that a final recommended plan—developed to respond to the feedback received—can be supported by each of the Region's counties. Information developed by Commission staff was provided to the minority community leaders regarding costs, benefits, and impacts of the preliminary

plan. Among those attending these meetings were State representatives, Milwaukee County Board supervisors, and City of Milwaukee aldermen that represent minority constituents; representatives of minority-owned businesses, the Hmong-American Friendship Association, United Migrant Opportunity Services (UMOS); minority media representatives from the Milwaukee Times and the Milwaukee Courier; and representatives of the Metcalfe Park Residents Association, the Milwaukee Public Schools Board of School Directors, and the Community Brainstorming Conference. Additional information was requested of Commission staff regarding contracting and employment opportunities for minorities and the Wisconsin Department of Transportation (WisDOT) real estate relocation and acquisition program, and provided to meeting attendees with the assistance of WisDOT staff. The minority community and business leaders, elected officials, and media expressed particularly the need for minority-owned businesses—disadvantaged business enterprise (DBE) firms—to significantly participate in the reconstruction of the regional freeway system, and the building of the capacity of minority-owned and DBE firms through the work of the freeway reconstruction. Also, they particularly expressed the need for minorities to be a significant part of the labor force involved in the reconstruction of the entire regional freeway system. This input was obtained with the assistance of Creative Marketing Resources, Inc., and reported in the second volume of the study "Record of Public Comments," but recommendations regarding this issue have yet to be completed or presented to the Study Advisory Committee for its review. It is expected that those recommendations will be included in final study recommendations.

Seventh, the ACLU stated in its letter that it believed the planning process failed to involve persons who do not speak English. The Commission is aware of its obligation under Federal law to take reasonable steps to ensure meaningful access to documents to those persons with limited English proficiency. The Commission is in the process of preparing a language assistance plan that will guide our steps in this respect, as we continue transportation planning efforts. While the Commission is developing a plan for future implementation of steps to provide language assistance, steps have been taken, and continue to be taken, with respect to the ongoing freeway reconstruction study and other transportation planning efforts. The meetings held with the assistance of Creative Marketing Resources, Inc., included participation from representatives of the Hmong-American Friendship Association and United Migrant Opportunity Services (UMOS). An eight-page brochure regarding the freeway reconstruction study and the preliminary plan has now been produced in both English and Spanish. The Spanish language version of the brochure includes a phone number for Spanish-speaking persons to call should they desire more information in Spanish. The Commission is currently taking additional steps to continue to work to involve LEP populations.

B. On pages 12 through 22 of the letter, the ACLU stated that it believed there was a failure to adequately evaluate the effects of freeway reconstruction on minority and low income persons. The ACLU made numerous more specific statements within that portion of the letter, and each statement will be addressed in turn.

- On pages 12 through 14 the ACLU stated that it believed the Commission incorrectly asserts that minority and low income persons are not over-represented among those living in proximity to freeways. Associated with that statement the ACLU made the following specific comments:
  - There was no explanation included in the "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin" to indicate why a distance of 1/2 to 3/4 of a mile was considered "in proximity" to a freeway, or what potential adverse impacts were considered for residents residing in proximity to freeways. Also, there was no documentation of the potential adverse effects of living in proximity to freeways during actual reconstruction, and following reconstruction.

- The "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin" specifically addressed the potential impacts of the 127 miles of proposed additional lanes, but did not consider the potential "major redesign" preliminarily recommended for many Milwaukee County freeways.
- The "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin" did not analyze the potential impacts to low income and minority persons on a segment-by-segment basis, but rather on a county-by-county and regional basis.
- The percentages of persons that are members of some minority groups residing in proximity to freeways proposed to be widened is greater than the regional representation of those groups. 18.1 percent of the persons located in proximity to freeways proposed to be widened are Black/ African American, but 14.3 percent of the Region's residents are Black/ African American and 9.2 percent of the persons located in proximity to freeways proposed to be widened are Hispanic, but 6.5 percent of the Region's residents are Hispanic. The Commission failed to explain why the differences are not significant.
- The ACLU also indicated in this section of its letter that it believes that the City of Milwaukee opposes the preliminary recommended plan, citing the resolution of the City of Milwaukee Common Council.

First, regarding the definition of being "in proximity to" freeways proposed to be widened of 1/2 to 3/4 of a mile from the freeway, that distance was utilized because the analysis used census block information, and this is the approximate size of census blocks that were available for the analysis regionwide. Also, the distance reflects the size of the neighborhood immediately adjacent to the freeway, with a high density neighborhood having dimensions of about one-half mile by one-half mile, and a medium density neighborhood having dimensions of about one mile by one mile.

With respect to the effects of living in proximity to a freeway during its actual reconstruction, the freeway system will require reconstruction, regardless of how the freeway system is reconstructed—with or without additional lanes and design improvements. The effects of the actual reconstruction itself will need to be identified and proposed for mitigation when preliminary engineering studies are conducted by WisDOT prior to reconstruction for each freeway segment.

Second, the ACLU suggested that the study has attempted to address the impacts of the proposed freeway widening on minority and low income populations, but did not address the impacts of the redesign of the freeway system to meet modern design standards. Prior to the development of the freeway reconstruction plan alternatives and the preliminary plan, the Commission staff attempted to define the physical design deficiencies of the freeway system, and prepared a qualitative summary of that work in a map which identified segments of the freeway which may require major redesign or minor redesign to address those design deficiencies. Many segments of the freeway system in Milwaukee County were identified as potentially requiring "major redesign" as those segments are among the oldest in the Region, with multiple design and safety problems along much of their lengths. The actual level of redesign, and specific design improvements to be included in each segment of the freeway system upon reconstruction, will not be determined until subsequent preliminary engineering and environmental impact studies are completed by WisDOT for each segment of the freeway system.

Moreover, the Commission staff did attempt to identify the impacts of possible redesign on minority and low income populations. The text on pages 3 through 8 and Tables 5 through 13 of the freeway reconstruction study report entitled "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin" addresses the impacts of potential freeway redesign on low income and minority populations by identifying the number of residential and commercial/industrial relocations attendant to freeway redesign within census blocks with above regional average concentrations of minority populations and low income families.

Third, the ACLU noted that the "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin" did not provide information on a freeway segment-by-segment basis, but rather at a county and regional level. While it may be possible to conduct some of the analyses included in the evaluation at a finer level of detail, the level of detail provided in the report is appropriate for a broad systems-level planning study as opposed to a more narrowly focused preliminary engineering study on a freeway segment. Moreover, the level of detail is sufficient to an assessment as to whether minority and low income populations are disproportionately impacted, that is, whether higher percentages of minority and low income populations are located along the freeways proposed to be widened, and whether residential and commercial/industrial building acquisitions are disproportionately located in areas with above regional or county average percentages of minority or low income populations. Subsequent multi-year preliminary engineering and environmental studies will be conducted on a segment-by-segment basis and will address potential impacts on low income and minority populations in greater detail and seek public input for each segment of the freeway system prior to final decisions being made as to how each freeway segment will be reconstructed.

Fourth, the ACLU noted that the percentages of two minority groups residing in proximity to proposed widened freeways are greater than the regional average percentages of these groups—African Americans and Hispanic persons. In response, Table 1 below presents the full results of the analysis of minority and low income populations living in proximity to freeways proposed to be widened. The analysis demonstrates that the percentages of the populations in proximity to the freeways proposed to be widened that are of a minority or low income population are reasonably similar to the percentages of the minority and low income populations of Milwaukee County and the Region.

Table 1

Percentage of Entire Milwaukee County and Southeastern Wisconsin Populations that Are Minority or Low Income Compared to Percentages of Populations that are Minority or Low Income that Reside in Proximity to Freeway Proposed to be Widened

Milwaukee County		Percent of Total Population in Areas Located in Proximity to Freeways Proposed to be Widened that is Minority/Low income	
Minority/Low income Group	Percent of Total Population that is Minority/Low income	Minority/Low income	Minority/Low income
Black/ African American Persons	25.5	22.4	22.4
African American and Alaskan Native Persons	1.3	1.2	1.2
Asian and Pacific Islander Persons	3.1	2.9	2.9
Other Minority Persons	5.1	6.0	6.0
Hispanic Persons	8.8	11.2	11.2
Families in Poverty	11.7	11.8	11.8

Table 1 (continued)  
Entire Southeastern Wisconsin Region

Minority/Low Income Group	Percent of Total Population in Areas Located in Proximity to Freeways Proposed to be Widened that is	
	Minority/Low Income	Minority/Low Income
Black/African American Persons	14.3	18.1
American Indian and Alaskan Native Persons	0.9	1.1
Asian and Pacific Islander Persons	2.2	2.9
Other Minority Persons	3.0	4.9
Hispanic Persons	6.5	9.2
Families in Poverty	7.2	8.3

The representation of minority and low income populations along freeway corridors proposed for widening is higher than in the population as a whole in some cases, but lower in others. In all cases, the differences are modest. The two differences the ACLU chose to cite in its letter – differences of 3.8 percent for Black/African American persons and 2.7 percent for Hispanic persons at a regional level – while modest, are the biggest differences where minority or low income populations have a higher representation along freeway corridors proposed for widening than in Milwaukee County or Region.

Regarding the ACLU's comment that the "City of Milwaukee...opposes the freeway reconstruction plan..." the City of Milwaukee Common Council expressed support for most of the preliminary recommended plan including rebuilding to modern design standards and widening to provide additional lanes on 108 miles of freeway. (City of Milwaukee Common Council Resolution No. 011729 dated April 23, 2002.) The Common Council opposed the widening of 19 miles of freeway, including IH 94 between the Zoo and Marquette Interchanges, and of IH 43 between the Mitchell Interchange and Silver Spring Drive. Additionally, the Common Council indicated a lack of support for rebuilding the freeway system to meet modern design standards on the segment of IH 94 between Mitchell Boulevard and Hawley Road.

- On pages 14 and 15 of the December 16 letter, the ACLU stated that it believed that minority and low income persons will be disproportionately affected by relocations associated with freeway reconstruction. Associated with that statement the ACLU made the following specific comments:
  - The majority of estimated residential and commercial/industrial relocations are located in Milwaukee County, and the majority of the Region's low income and minority persons reside in Milwaukee County.
  - The tax base impacts on Milwaukee County, particularly those associated with the proposed additional lanes, far exceed the tax base effects in the outlying counties.
  - The data demonstrate that there is clearly a disproportionate impact on minority and low income communities. There should be an analysis of whether or how potential relocations could affect minority and low income communities, including potential business, employment, community, or other potential effects. Also, the analysis should display how much above average are effected concentrations of minority and low income populations.

With respect to the ACLU's statements that the majority of estimated residential and commercial/industrial relocations are located in Milwaukee County, and that the majority of the Region's low income and minority persons reside in Milwaukee County, those statements are true. Table 2 below indicates the amount of residential and commercial/industrial relocations in the Region and the amount of those located in Milwaukee County. Most of the relocations are

attendant to rebuilding the freeway system to modern design standards, and not to rebuilding the freeway system with additional lanes. Table 3 below displays the proportion of minority and low income residents of the Region that reside in Milwaukee County.

Table 2  
Estimated Right-of-Way Requirements under the Preliminary Recommended Plan

	Estimated Residential Relocations		
	Relocations Due to Design and Design-Related Safety Improvements	Relocations Due to Additional Lanes	Total Relocations Under Preliminary Recommended Plan
Milwaukee County	131	46	177
Region	166	50	216

	Estimated Commercial/Industrial Relocations		
	Relocations Due to Design and Design-Related Safety Improvements	Relocations Due to Additional Lanes	Total Relocations Under Preliminary Recommended Plan
Milwaukee County	12	8	20
Region	23	8	31

Table 3  
Comparison of Minority and Low Income Populations of Milwaukee County and the Southeastern Wisconsin Region: 2000

Minority or Low Income Group	Percent of Region's Minority or Low Income Population that is Located in Milwaukee County		
	Region	Milwaukee County	Region
Black/African American Persons	275,863	240,113	87.0
American Indian and Alaskan Native Persons	17,819	11,907	66.8
Asian and Pacific Islander Persons	42,170	28,930	68.6
Other Minority Persons	70,385	48,227	68.5
Hispanic Persons	126,394	82,406	65.2
Families in Poverty	35,466	26,454	74.6

While the ACLU's statements regarding the locations of minority and low income populations and estimated relocations being primarily located in Milwaukee County are correct, it is not accurate to infer that a majority of the estimated relocations required under the preliminary plan in Milwaukee County or the Region as a whole are located in areas with above regional average concentrations of low income or minority populations. As may be seen in Table 4 below – and was documented in the evaluation – relocations in areas with above regional average concentrations of low income or minority persons under the preliminary recommended plan represent a minority of the total numbers of relocations – for Milwaukee County and the Region as a whole.

Table 4  
Estimated Right-of-Way Acquisition under the Preliminary Recommended Plan Located in Areas with Above Regional Average Concentrations of Minority and Low Income Populations

Minority or Low Income Group	Residential Relocations - Region		
	Total Relocations in All Areas	Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons	Percent of Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons
Black/African American Persons	216	29	13.4
American Indian and Alaskan Native Persons	216	78	36.1
Asian and Pacific Islander Persons	216	74	34.3
Other Minority Persons	216	39	18.1
Hispanic Persons	216	35	16.2
Total Minority Persons	216	54	25.0
Families in Poverty	216	57	26.4

Minority or Low Income Group	Residential Relocations - Milwaukee County		
	Total Relocations in All Areas	Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons	Percent of Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons
Black/African American Persons	177	28	15.8
American Indian and Alaskan Native Persons	177	71	40.1
Asian and Pacific Islander Persons	177	59	33.3
Other Minority Persons	177	38	21.5
Hispanic Persons	177	31	17.5
Total Minority Persons	177	54	30.5
Families in Poverty	177	57	31.6

Minority or Low Income Group	Commercial/Industrial Relocations - Region		
	Total Relocations in All Areas	Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons	Percent of Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons
Black/African American Persons	31	2	6.5
American Indian and Alaskan Native Persons	31	7	22.6
Asian and Pacific Islander Persons	31	5	16.1
Other Minority Persons	31	3	9.7
Hispanic Persons	31	9	29.0
Total Minority Persons	31	1	3.2
Families in Poverty	31	14	45.2

Table 4 (continued)  
Commercial/Industrial Relocations - Milwaukee County

Minority or Low Income Group	Commercial/Industrial Relocations - Milwaukee County		
	Total Relocations in All Areas	Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons	Percent of Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons
Black/African American Persons	20	2	10.0
American Indian and Alaskan Native Persons	20	4	20.0
Asian and Pacific Islander Persons	20	4	20.0
Other Minority Persons	20	1	5.0
Hispanic Persons	20	4	20.0
Total Minority Persons	20	1	5.0
Families in Poverty	20	13	65.0

With regards to possible property tax base impacts, the majority of the property tax base impacts estimated under this study are located in Milwaukee County, as is documented in Table 5 below.

Table 5  
ESTIMATED VALUE OF LAND AND BUILDINGS TO BE ACQUIRED UNDER PRELIMINARY RECOMMENDED PLAN FOR FREEWAY SYSTEM RECONSTRUCTION\*

Area	Estimated Value of Land and Buildings to be Acquired Under Preliminary Plan (millions)			Percent of Total County and Region Equalized Property Value Affected by Preliminary Plan Acquisitions*		
	Due to Design and Design-Related Safety Improvements	Due to Additional Lanes	Total	Due to Design and Design-Related Safety Improvements	Due to Additional Lanes	Total
	Milwaukee County	\$87.0*	\$53.5	\$140.5*	0.21	0.13
Region	\$143.3*	\$55.5	\$198.8*	0.13	0.05	0.18

\*The estimated value of land and buildings required under the preliminary freeway system reconstruction plan does not include the estimated costs associated with the acquisition of three buildings – a Milwaukee County Sheriff's building and a Milwaukee County Zoo building with an estimated total value \$1.0 million required due to design and design-related safety improvements and the Milwaukee County Cow-house Annex with an estimated value of \$15.7 million required due to the provision of additional lanes. These estimated costs were not included because the buildings are not part of the equalized property value. The total estimated value of land and buildings acquired under the preliminary plan with these excluded buildings would be \$216.5 million, rather than the total of \$199.8 million included in this table. The estimated property tax base impacts are conservatively high, as they include acquisition administration and relocation costs.

\*Includes \$55.0 million associated with the Marquette interchange already approved through preliminary engineering.

\*Total year 2001 Milwaukee County and Region equalized property value is \$40,806 million and \$112,541 million, respectively.

While the majority of the estimated property tax base impact under the preliminary plan is in Milwaukee County, there are several important points to keep in mind, including the following:

- More than 60 percent in Milwaukee County—and over 70 percent regionwide—of the estimated property tax impact is associated with the modernization of the freeway system, not the proposed additional lanes.
- A significant portion of the estimated property tax base impact in Milwaukee County—39 percent—is associated with the reconstruction of the Marquette interchange, which has already been through preliminary engineering.
- The estimates of property tax base impact are conservatively high, as they include acquisition administration and relocation costs.
- The conservatively high estimated property tax base reduction for Milwaukee County under the preliminary plan of a total 0.34 percent reduction would represent an annual reduction of about 0.01 percent over the 30 or more years required to rebuild the freeway system. By comparison, the Milwaukee County tax base has been growing at about 1.5 percent annually from new construction and at about 4.0 percent annually from inflation.
- The property tax base impact may not represent an actual loss in tax base. For example, Aldrich Chemical, which will be acquired as part of the Marquette Interchange, has announced that they will be building a new plant in the City of Milwaukee.

With respect to the ACLU's comment that there is clearly a disproportionate impact on minority and low income populations, the analyses of data do not support the ACLU's comment. One of the analyses completed by Commission staff compared the percentage of census blocks located adjacent to, or traversed by, a freeway segment which had above regional average concentrations of minority populations to the percentage of census blocks throughout the entire Region which have above average concentration of minority population. This analysis, as summarized below in Table 6, demonstrated that there is not an over-representation of minority populations in areas adjacent to freeways, including those freeways proposed to be widened.

Table 5

**PERCENT OF CENSUS BLOCKS WITHIN THE SOUTHEASTERN WISCONSIN REGION WITH ABOVE REGIONAL AVERAGE CONCENTRATIONS OF MINORITY POPULATIONS, TOTAL AND IN AREAS ADJACENT TO OR TRAVERSED BY A FREEWAY SEGMENT**

County/Region	Percent of All Census Blocks in County/Region with Above Regional Average Concentrations of Minority Populations, 2000						Total Minority Populations
	Black/African American	American Indian and Alaskan Native	Asian and Pacific Islander	Other Minority	Hispanic		
Milwaukee County	25.9	24.4	22.8	18.3	20.1	33.1	
Region	12.2	15.1	14.5	12.9	15.5	17.3	

**Percent of Census Blocks in County/Region Adjacent to or Traversed by a Freeway Segment Proposed to be Widened with Above Regional Average Concentrations of Minority Populations, 2000**

County/Region	Percent of Census Blocks in County/Region Adjacent to or Traversed by a Freeway Segment Proposed to be Widened with Above Regional Average Concentrations of Minority Populations, 2000						Total Minority Populations
	Black/African American	American Indian and Alaskan Native	Asian and Pacific Islander	Other Minority	Hispanic		
Milwaukee County	10.6	15.1	15.0	11.8	13.9	17.4	
Region	6.9	11.3	11.7	7.8	9.7	11.3	

Table 6 (continued)

**Percent of Census Blocks in County/Region Adjacent to Any Freeway Segment with Above Regional Average Concentrations of Minority Populations, 2000**

County/Region	Percent of Census Blocks in County/Region Adjacent to Any Freeway Segment with Above Regional Average Concentrations of Minority Populations, 2000						Total Minority Populations
	Black/African American	American Indian and Alaskan Native	Asian and Pacific Islander	Other Minority	Hispanic		
Milwaukee County	13.6	15.1	14.4	11.2	13.0	15.2	
Region	6.7	9.5	9.1	6.3	7.6	9.5	

For example, 12.2 percent of all census blocks in the Region have above regional average concentrations of Black/African American persons, but only 6.9 percent of all census blocks in the Region adjacent to or traversed by freeway segments proposed to be widened have above regional average concentrations of Black/African American persons. Also, while 15.5 percent of all census blocks in the Region have above regional average concentrations of Hispanic persons, only 9.7 percent of all census blocks in the Region adjacent to or traversed by freeway segments proposed to be widened have above regional average concentrations of Hispanic persons.

Another analysis completed by Commission staff compared the percentage of estimated residential and commercial/industrial relocations located in census blocks with above regional average concentrations of low income and minority persons to the percentage of census blocks regionwide which had above regional average concentrations of minority populations. The analysis demonstrated that the percentages of relocations in census blocks with above regional average concentrations of low income and minority persons was about the same or moderately greater than the percentages of census blocks regionwide which had above regional average concentrations of minority and low income populations. The analysis further demonstrated that the majority of the relocations—regionwide, within Milwaukee County, and within census blocks with minority and low income population concentration—are not related to the proposed additional lanes, but to the design and design-related safety improvements (see Table 7 below).

Table 7

**Residential Relocations: Region**

Minority or Low Income Group	Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons				Percent of Total 216 Residential Relocations Under Preliminary Plan
	Due to Design and Design-Related Safety Improvements	Due to Additional Lanes	Total Under Preliminary Plan		
Black/African American Persons	21	8	29	13.4	
American Indian and Alaskan Native Persons	9	9	18	8.3	
Asian and Pacific Islander Persons	54	20	74	34.3	
Other Minority Persons	30	9	39	18.1	
Hispanic Persons	25	9	34	15.7	
Total Minority Populations	44	10	54	25.0	
Families in Poverty	54	3	57	26.4	

Table 7 (continued)

**Residential Relocations: Milwaukee County**

Minority or Low Income Group	Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons				Percent of Total 177 Residential Relocations Under Preliminary Plan
	Due to Design and Design-Related Safety Improvements	Due to Additional Lanes	Total Under Preliminary Plan		
Black/African American Persons	21	7	28	15.8	
American Indian and Alaskan Native Persons	62	9	71	40.1	
Asian and Pacific Islander Persons	42	17	59	33.3	
Other Minority Persons	29	9	38	21.5	
Hispanic Persons	22	9	31	17.5	
Total Minority Populations	44	10	54	30.5	
Families in Poverty	53	3	56	31.6	

**Commercial/Industrial Relocations: Region**

Minority or Low Income Group	Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons				Percent of Total 31 Commercial/Industrial Relocations Under Preliminary Plan
	Due to Design and Design-Related Safety Improvements	Due to Additional Lanes	Total Under Preliminary Plan		
Black/African American Persons	--	2	2	6.5	
American Indian and Alaskan Native Persons	7	--	7	22.6	
Asian and Pacific Islander Persons	4	1	5	16.1	
Other Minority Persons	3	--	3	9.7	
Hispanic Persons	9	--	9	29.0	
Total Minority Populations	1	--	1	3.2	
Families in Poverty	9	5	14	45.2	

Table 7 (continued)

**Commercial/Industrial Relocations: Milwaukee County**

Minority or Low Income Group	Relocations in Census Blocks with Above Regional Average Concentrations of Minority or Low Income Persons				Percent of Total 20 Commercial/Industrial Relocations Under Preliminary Plan
	Due to Design and Design-Related Safety Improvements	Due to Additional Lanes	Total Under Preliminary Plan		
Black/African American Persons	--	2	2	10.0	
American Indian and Alaskan Native Persons	4	--	4	20.0	
Asian and Pacific Islander Persons	3	1	4	20.0	
Other Minority Persons	1	--	1	5.0	
Hispanic Persons	4	--	4	20.0	
Total Minority Populations	1	--	1	5.0	
Families in Poverty	8	5	13	65.0	

The findings of this analysis may be summarized as follows:

- The percentage of residences and businesses within the Region which will need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 14.3 percent of the total population) of Black/African American persons is 13.4 percent and 6.5 percent, respectively. These percentages are about the same as the percentage of census blocks in the Region—12.2 percent—which have above average concentrations of Black/African American persons.
- The percentage of residences and businesses within the Region which will need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 0.9 percent of total population) of American Indian and Alaska Native persons is 36.6 percent and 22.6 percent, respectively. These percentages are greater than the percentage of census blocks in the Region—15.1 percent—with above regional average concentrations of American Indian and Alaska Native persons, that is, more than 0.9 percent of the total population in the census block were American Indian or Alaska Native persons. However, of the 78 residences estimated to need to be acquired under the preliminary plan within census blocks with above regional average (0.9 percent of total population) concentrations of American Indian and Alaska Native persons, 58 residences or 74 percent would be located within census blocks with less than 3.0 percent American Indian or Alaska Native populations, 17 residences, or 22 percent, would be located within census block with between 3.0 and 6.1 percent American Indian and Alaska Native population, and three residences, or 4 percent, would be located within census blocks with 13.1 percent American Indian and Alaska Native persons. Also, of the 78 residences estimated to need to be acquired under the preliminary plan with above regional average concentrations (more than 0.9 percent of total population) of American Indian and Alaska Native populations, 69, or 88 percent, are attendant to rebuilding the freeway system to modern design standards and only 9, or 12 percent, are attendant to additional lanes.

With respect to the seven businesses estimated to need to be acquired under the preliminary plan in census blocks with above regional average concentrations (more than 0.9 percent of total population) of American Indian and Alaska Native persons, all of the seven businesses would need to be acquired due to rebuilding the freeway system to modern design standards, and none are attributable to rebuilding the freeway system with additional lanes. All of the seven businesses would be located within census blocks with between 2.0 and 4.0 percent American Indian and Alaska Native population.

- The percentage of residences and businesses within the Region which will need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 2.2 percent of the total population) of Asian and Pacific Islander persons is 34.3 percent and 16.1 percent, respectively. The percentage of blocks within the Region with above regional average concentrations of Asian and Pacific Islander persons is 14.6 percent. The percentage—34.3 percent—of residences to be acquired under the preliminary plan within census blocks with above regional average concentrations of Asian and Pacific Islander persons exceeds the percentage—14.6 percent—of census blocks within the Region with above regional average concentrations of Asian and Pacific Islander persons, while the percentage—16.1 percent—of businesses to be acquired under the preliminary plan within census blocks with above regional average concentrations of Asian and Pacific Islander persons is about the same as the percentage—14.6 percent—of census blocks within the Region with above regional average concentrations of Asian and Pacific Islander persons. With respect to the estimated 74 residences to be acquired under the preliminary plan within census blocks with above regional average concentrations of Asian and Pacific Islander persons, 38, or 51 percent, would be located within census blocks with between 2.2 to 5.9 percent Asian and Pacific Islander population, 21, or 28 percent, would be located within census blocks with between 6.0 and 9.0 percent Asian and Pacific Islander population, and 15, or 20 percent, would be located within census blocks with between 10.0 and 14.0 percent Asian and Pacific Islander population. Also, of the 74 residences and 5 businesses estimated to need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 2.2 percent of total population) of Asian and Pacific Islander persons, 54, or 73 percent, of the residences and 4, or 80 percent of the businesses would be needed to rebuild the freeway system to modern design standards, and are not attributable to the proposed additional lanes on the freeway system under the preliminary plan.
- The percentage of residences and businesses within the Region which will need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 3.6 percent of the total population) of Other Minority persons is 18.1 percent and 9.7 percent, respectively. The percentage of blocks within the Region with above regional average concentrations of Other Minority persons is 12.9 percent. Thus, the percentage of residences—18.1 percent—and businesses—9.7 percent—to be acquired under the preliminary plan within census blocks with above regional average concentrations of Other Minority persons is about the same as the percentage of census blocks within the Region with above regional average concentrations of Other Minority persons—12.9 percent. Of the 39 residences and three businesses estimated to need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 3.6 percent of total population) of Other Minority persons, 30, or 77 percent, of the residences and all 3, or 100 percent, of the businesses would be needed to rebuild the freeway system to modern design standards, and are not attributable to the proposed additional lanes on the freeway system under the preliminary plan.
- The percentage of residences and businesses within the Region which will need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 6.5 percent of total population) of Hispanic persons is 16.2 percent

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and 29.0 percent, respectively. The percentage of census blocks within the Region with above regional average concentrations of Hispanic persons is 15.5 percent. Thus, the percentage—16.2 percent—of residences to be acquired under the preliminary plan within census blocks with above regional average concentrations of Hispanic persons is about the same as the percentage—15.5 percent—of census blocks within the Region with above regional average concentrations of Hispanic persons, while the percentage—29.0 percent—of businesses to be acquired under the preliminary plan within census blocks with above regional average concentration of Hispanic persons exceeds the percentage—15.5 percent—of census blocks within the Region with above regional average concentrations of Hispanic persons. With respect to the estimated nine businesses to be acquired under the preliminary plan within census blocks with above regional average concentrations of Hispanic persons (more than 6.5 percent of total population), 6, or 67 percent, would be located within census blocks with between 6.5 to 8.5 percent Hispanic population, 2, or 22 percent would be located within census blocks with between 8.5 and 14.0 percent Hispanic population, and 1, or 11 percent would be located with a census block with approximately 90 percent Hispanic population. Also, of the 35 residences and nine businesses estimated to need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 6.5 percent of total population) of Hispanic persons, 26, or 74, percent of the residences and all nine, or 100 percent, of the businesses would be needed to rebuild the freeway system to modern design standards, and are not attributable to the proposed additional lanes on the freeway system under the preliminary plan.

- The percentage of residences and businesses within the Region which will need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 24.3 percent of the total population) of minority persons (Black/African American, Asian and Pacific Islander, American Indian and Alaska Native, Other Minority, and Hispanic) is 25.0 percent and 3.2 percent, respectively. The percentage of blocks within the Region with above regional average concentrations of the total combined minority population is 17.3 percent. The percentage—25.0 percent—of residences to be acquired under the preliminary plan within census blocks with above regional average concentrations of minority persons exceeds the percentage—17.3 percent—of census blocks within the Region with above regional average concentrations of minority persons, while the percentage—3.2 percent—of businesses to be acquired under the preliminary plan within census blocks with above regional average concentrations of Asian and Pacific Islander persons is less than the percentage—17.3 percent—of census blocks within the Region with above regional average concentrations of minority persons. With respect to the estimated 54 residences to be acquired under the preliminary plan within census blocks with above regional average concentrations of minority persons, 16, or 30 percent, would be located within census blocks with between 24 to 34 percent total combined minority population, 16, or 30 percent, would be located within census blocks with between 35 and 67 percent total combined minority population, and 22, or 20 percent, would be located with census blocks with between 68 and 97 percent minority population. Also, of the 54 residences and one business estimated to need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 24.3 percent of total population) of minority persons, 44, or 81 percent, of the residences and the one business, or 100 percent of the businesses, would be needed to rebuild the freeway system to modern design standards, and are not attributable to the proposed additional lanes on the freeway system under the preliminary plan.
- The percentage of residences and business within the Region which will need to be acquired under the preliminary plan within census block groups with above regional average concentrations (more than 7.2 percent of total families) of low income families is 26.4 percent and 45.2 percent, respectively. The percentage of census block groups within the

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Region with above regional average concentrations of low income families is 33.8 percent. Thus, the percentage—26.4 percent—of residences to be acquired under the preliminary plan within census block groups with above regional average concentrations of low income families is less than the percentage—33.8 percent—of census block groups within the Region with above regional average concentrations of low income families, while the percentage—45.2 percent—of businesses to be acquired under the preliminary plan within census blocks with above regional average concentrations of low income families exceeds the percentage—33.8 percent—of census block groups within the Region with above regional average concentrations of low income families. Of the 57 residences and 14 businesses estimated to need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 7.2 percent of total families) of low income families, 54, or 95 percent, of the residences and nine, or 64 percent, of the businesses would be needed to rebuild the freeway system to modern design standards, and are not attributable to the proposed additional lanes on the freeway system under the preliminary plan.

It should be noted that where the percent of relocations located in census blocks with above regional average concentrations of minority or low income populations exceeded the percent of census blocks regionwide that had regional average concentrations of those populations, the evaluation specifically addressed the degree to which census blocks with relocations were above regional average.

The detailed analysis of the business, employment, community, and other impacts of relocations the ACLU suggested was not conducted as part of this systems level study – whether the relocations were located in areas with above average concentrations of minority or low income populations or not. Additional analysis of the possible impacts of any relocations – residential or otherwise – will be appropriately conducted during subsequent preliminary engineering and environmental studies that have yet to be initiated for each segment of the freeway system. Those additional studies will necessarily consider the possible impacts of relocations on the communities in which they are located in greater detail than at this systems level of study prior to final decisions being made as to how each segment of the freeway system will be reconstructed.

Not only will the potential impacts of relocations need to be evaluated in subsequent studies, the actual number and locations of relocations will need to be determined. While the regional freeway reconstruction study has included the estimation of right-of-way impacts, including possible relocations, the numbers and general locations of relocations are only systems level estimates. The evaluation of impacts on low income and minority persons conducted by the Commission is an important evaluation, but it does not document the actual right-of-way impacts that will definitely occur upon freeway reconstruction and all specific impacts that may potentially affect low income and minority persons. The actual specific right-of-way impacts of freeway reconstruction will not be determined until the completion of subsequent preliminary engineering and environmental studies for each segment of the regional freeway system. During the subsequent studies, alternatives for the reconstruction of each freeway segment will be evaluated and considered in much greater detail, and additional county, municipal, and public input will be solicited. The Wisconsin Department of Transportation will attempt to avoid, minimize, and mitigate all potential impacts associated with freeway reconstruction during those subsequent studies and during actual reconstruction.

3. On pages 16 and 17 of the December 16 letter, the ACLU stated that the planning process failed to adequately consider the transportation needs and circumstances of low income and minority residents, and failed to guarantee implementation of expanded public transit service. Associated with that statement the ACLU made the following specific comments:

- The freeway reconstruction study did not address the issue of minority and low income population lack of access to automobiles and dependence on transit in the manner those issues were addressed during the East-West Corridor Study. The Commission's failure to use available data or to meaningfully evaluate how low income and minority persons get to work, child care, school, medical care, and other locations, resulted in an insufficient analysis of the effects of providing – or failing to provide – expanded public transit service on low income and minority communities, and reduces the likelihood that expanded public transit service will be implemented.
- Light rail transit and high-occupancy vehicle (HOV) lanes – that were considered in the East-West Corridor Study – were not included in the preliminary freeway system reconstruction plan because of resistance from predominantly white suburban communities and their supporters. The exclusion of those possible transportation system improvements from the freeway reconstruction study reduces the likelihood that those possible improvements will be implemented.
- The regional transportation plan recommends a substantial expansion of public transit in the Region, but fails to guarantee full and permanent funding for implementation for such expansion.
- The regional transportation plan recommends the further consideration of light rail and commuter rail service, but does not recommend its implementation.
- There is a lack of specific steps and concrete timetables for planned public transit system expansion that reduces the likelihood that the planned expansion will be implemented.
- The completion of additional transit-related studies and the actual implementation and maintenance of public transit must occur before a final decision is made regarding the proposed additional lanes included in the preliminary recommended plan. This must occur for several reasons: to reduce the need for additional freeway capacity, to prevent greater congestion during actual construction, and to ensure that the needs and circumstances of low income and minority persons are addressed. Refusal to delay a final decision on how to rebuild the regional freeway system until after additional transit-related studies and actual transit service expansion take place reduces the likelihood that expanded transit service will be implemented.

With respect to the consideration of the needs of persons without access to automobiles and persons dependent on public transit service under the freeway reconstruction study compared to under the East-West Corridor Study, the different levels of consideration are directly related to the purpose and scope of each study. The focus of the East-West Corridor Study was improving public transit and the IH 94 freeway in the IH 94 East-West corridor. The focus of the freeway reconstruction study is on rebuilding an existing portion of the regional transportation system within the entire seven county Region. The Commission has conducted comprehensive transportation planning for over 40 years, and this study is one element of that comprehensive planning. The regional transportation plan has three elements: public transit, transportation systems management, and the arterial street and highway system (of which the freeway system is a subset). The study is being conducted within the context of the regional transportation plan, and structured to consider additional lanes as a measure of last resort – to address the expected traffic volumes and congestion even if all recommendations of the regional land use and transportation plans were implemented, and even if complete light rail and commuter rail systems were implemented in southeastern Wisconsin. By structuring and conducting the freeway reconstruction study as the Commission has, it has in no way reduced the need for public transit system expansion. The final recommendations of the freeway reconstruction study will be added as an amendment to the regional transportation plan, but will not replace existing recommendations of the plan, including those related to public transit, or be of higher priority.

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The Commission will continue to pursue the implementation of all elements of the regional land use and transportation plans following the completion of the freeway reconstruction study.

With respect to the comment that light rail transit and HOV lanes were considered as part of the East-West Corridor Study but not under the freeway reconstruction study, the difference again is due to the difference in purpose and scope of the studies. The focus of the East-West Corridor Study was at studying improvements to public transit and the IH 94 freeway within the IH 94 freeway East-West corridor, whereas the focus of the freeway reconstruction study is the necessary reconstruction of the freeway system of the entire seven county Region which needs to be rebuilt as it reaches the end of its useful life. The fact that light rail transit is not included in a freeway reconstruction study does not diminish its likelihood for implementation. Light rail transit and guided bus transit are currently being considered under a separate study – the Milwaukee Downtown Transit Connector Study – and the final recommendations of that study could result in an amendment of the regional transportation plan.

While the current freeway reconstruction study and the previously-completed East-West Corridor Study are fundamentally different, lessons learned from the previous study have not been ignored during the current study. One lesson learned was that when HOV lanes were proposed under the East-West Corridor study, there was very little public or political support for such lanes. Additionally, reconstruction with additional lanes operated as HOV lanes may be expected to have substantially greater right-of-way impacts – and associated costs – than reconstruction with additional “standard” lanes. That is why HOV lanes were not considered as part of the freeway reconstruction study.

Regarding the comment that the Commission’s recommended expansion of public transit service in the Region is insufficient, as the regional transportation plan does not “guarantee full and permanent funding for mass transit alternatives,” the Commission cannot guarantee funding—or implementation—of any element of the regional transportation system – including the regional freeway system. By law, the plans of the Commission are advisory to State, county, and municipal government. Also, no recommendation of the regional transportation plan proceeds directly to implementation. Public transit plan recommendations are considered in short-range planning and programming by local government transit operators. Transit operators determine whether and when recommended transit improvement and expansion may be implemented. Arterial street and highway recommendations are considered in preliminary engineering and environmental studies by the responsible State, county, or municipal government, and at the conclusion of preliminary engineering and environmental studies, the responsible State, county, or local government determines whether and how each arterial street and highway recommendation may proceed to implementation.

With regard to the comment that the regional plan does not recommend the implementation of light rail or commuter rail, the regional transportation plan does recommend the consideration of the implementation of such services. The regional transportation plan recommends the substantial improvement and expansion of transit service in the Region, including major increases in the levels of rapid and express bus transit service. Light rail and commuter rail are recommended to be considered through the conduct of corridor transit alternatives analysis studies as upgrades from recommended bus express transit and bus rapid transit, respectively. Two transit alternatives analysis studies are currently underway, including the study of commuter rail in the Kenosha-Racine-Milwaukee Corridor Transit Study and of bus guideway and light rail to the Milwaukee Downtown Transit Connector Study. Upon completion of such studies, the local units of government concerned – specifically the transit operator concerned – WisDOT and the Commission would have to affirm the study findings, determine to pursue guideway

implementation, and, as necessary, amend the regional transportation plan. The preliminary recommended plan advanced by the Advisory Committee for the Kenosha-Racine-Milwaukee study proposes the implementation of commuter rail.

The recommendation for further consideration of light rail and commuter rail service, but not implementation, does not diminish the likelihood of implementation of such services. Alternatives analysis studies would be required to be conducted prior to any project qualifying for Federal discretionary transit funding whether the project’s implementation is recommended in the regional transportation plan or not. Additionally, the recommendations for further consideration in alternatives analysis studies of light rail and commuter rail in the regional transportation plan reflect the desires of the Region’s transit systems and of the Milwaukee County Board.

Regarding specific steps and “concrete” timetables for the planned expansion of the Region’s public transit system and whether any expansion will ever occur without definition of such steps and timetables, the regional transportation plan does recommend a substantial increase in the amount of transit service provided and significant increases have been implemented since the plan’s completion. The planned public transit service expansion, implementation of the planned expansion to date, and additional steps being taken include the following:

- Planned public transit service expansion – A planned increase of about 70 percent in the amount of transit service is proposed in the regional plan from year 1995 plan base year levels of 65,000 bus-miles of service on an average weekday to 111,500 bus-miles on an average weekday in the year 2020. The plan includes recommendations to increase local, express, and rapid transit services.
- Actual implementation of planned expansion - Measured in terms of bus-miles of service provided on an average weekday between 1995 and 2001, transit service increased by over 20 percent from about 65,000 to 80,000 bus-miles of service with new rapid transit service between Milwaukee County and Ozaukee and Washington Counties, expansion of rapid and express transit service between Milwaukee and Waukesha Counties, and expanded local transit service provided by each operator of such service in the Region – Milwaukee and Waukesha Counties and the Cities of Kenosha, Racine, and Waukesha. However, it is expected that transit service reductions which occurred in 2002 and are budgeted for 2003 – principally associated with the Milwaukee, Washington, and Waukesha County transit systems – will result in about 72,600 bus-miles of transit service being provided in 2003. The level of service expected to be provided in 2003 represents about a 12 percent increase in transit service since 1995. The estimated level of transit service to be provided within southeastern Wisconsin in the year 2003 may be considered consistent with, and even slightly ahead of the schedule in the year 2020 plan. However, to stay on schedule in future years will require stabilization of transit service levels in the next few years and then a return to annual increases in transit service levels as did occur in the mid to late 1990s. Also, since 1995, public shared-ride taxi service has significantly increased from 1,700 vehicle-miles of service in 1995, to 7,600 vehicle-miles of service in 2001, and is expected to further increase to 8,100 vehicle-miles of service in 2003, with much of the expansion due to the implementation of countywide shared-ride public taxi service in Ozaukee and Washington Counties.
- Additional steps - planning efforts for new or expanded transit services have recently been completed and additional studies are underway. The Commission has recently completed short-range transit plans for Ozaukee and Waukesha Counties. The Commission is near completion of a short-range transit plan for the City of Waukesha and the Kenosha-Racine-Milwaukee Corridor Transit Study, which includes the consideration of commuter rail service. Also underway is the Milwaukee Downtown Transit Connector Study, which includes the consideration of light rail transit and fixed bus guideway alternatives.

Lastly, the letter suggests that a decision regarding the proposed additional lanes to be provided on the regional freeway system as it is reconstructed over the next 30 years should be delayed until the Region’s public transit system is expanded. The public transit system has expanded since 1995 and the Commission will continue to pursue implementation of the recommendations of the regional land use and transportation plans including those recommendations regarding public transit, but the reconstruction of the regional freeway system cannot be delayed further. The purpose of the freeway reconstruction study is to determine the design and capacity improvements that should be incorporated in the reconstruction of the freeway system. Any delay in freeway reconstruction will result in further deterioration of the freeway pavements and bridges, and more costly and inefficient maintenance of the freeway system. Also, reconstructing the freeway system without design or capacity improvements now, and then retrofitting the freeway system later, would mean reconstructing the freeway system twice – a waste of scarce public resources.

With respect to the potential for public transit to solve the Region’s existing and forecast freeway congestion problems, the forecast of future freeway traffic congestion assumes the full implementation of the regional land use and transportation plans, including the recommended 70 percent expansion of public transit service. The forecast year 2020 freeway traffic congestion would be nearly double year 1999 levels, even with full implementation of the plans’ recommendations and even if complete light rail and commuter rail systems are implemented. This analysis has been done to make clear the choice which this Region and each County faces in rebuilding the freeway system, that is, whether to reconstruct the freeway system to its same capacity and accept substantially increased future freeway traffic congestion or to rebuild the freeway system with additional lanes to avoid this substantial increase in traffic congestion and provide additional capacity for economic growth.

Regarding the potential of public transit service to reduce freeway traffic congestion during actual reconstruction, it may be expected that increased transit service developed to serve affected motorists will be considered for implementation during reconstruction activities. As WisDOT prepares for reconstruction of the Marquette Interchange, it is considering various traffic mitigation efforts, including transit options, to reduce the effects on motorists while reconstruction takes place.

With respect to improving and expanding the Regional transit system before making a decision regarding the proposed additional freeway lanes to ensure that the needs and circumstances of low income and minority persons are addressed, the Commission is not planning the improvement of one element of the regional transportation system at the expense of another. The final recommendations of the freeway reconstruction study will not replace existing recommendations in the regional transportation plan, but will be added to the existing recommendations. The Commission will continue to pursue the implementation of all elements of the regional transportation plan following the completion of the freeway reconstruction study.

4. On page 18 of the December 16 letter, the ACLU stated that the planning process has failed to adequately consider the employment needs and circumstances of low income and minority residents. Associated with that statement are the following specific comments:
  - The proposed additional lanes are expected to result in greater access to jobs for residents of suburban areas – a 16.9 percent increase in jobs accessible within 30 minutes – than for residents of central city areas with above regional average concentrations of low income and minority populations – a 15.9 percent increase in jobs accessible within 30 minutes.
  - The “Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin”

did not indicate if the estimated jobs accessible under the preliminary recommended plan would be accessible by public transit, and if so, what the travel times to those jobs would be by public transit.

- There is no discussion concerning the quality of the estimated jobs accessible. The evaluation of accessibility to jobs did not establish whether good-paying jobs will be as accessible to low income and minority persons as they are to other persons.
- The Commission fails to guarantee jobs during the freeway system reconstruction to low income and minority persons based on their representation of the Region’s total population or on the population of Milwaukee County, where much of the freeway reconstruction will occur.
- The proposed additional lanes on the freeway system are expected to result in reductions in traffic volumes on selected surface arterial streets, but the Commission has failed to evaluate whether such reductions could have adverse effects on businesses located along these corridors.

While the percentage increase in jobs accessible is slightly higher for suburban locations—16.9 percent—than for central city locations—15.9 percent—within a 30 minute travel time in the year 2020, the central city locations would have the same percentage increase with respect to jobs accessible within 20 minutes as suburban locations—10.0 percent, and would have a greater percentage increase with respect to jobs accessible within 10 minutes—5.0 percent—as compared to suburban locations—0.4 percent. In addition, central city locations would have a greater numeric increase in jobs accessible within 10, 20, and 30 minutes, and would continue to have a higher number of jobs accessible. The percentage increase in jobs accessible within a 30 minute travel time of 16.9 percent for suburban locations and 15.9 percent for central city locations cited in the ACLU letter was the only case which could be used to point out a greater increase for suburban areas than central city locations. Table 8 below summarizes the finding of the analysis documented in the evaluation report.

**Table 8**  
COMPARISON OF PEAK HOUR TRAFFIC ACCESSIBILITY FROM CENTRAL CITY AND SUBURBAN LOCATIONS TO JOBS UNDER THE PRELIMINARY RECOMMENDED PLAN AND REBUILD AS-IS ALTERNATIVE: 2020

Location	Jobs Accessible within 10 Minutes			
	Rebuild As-Is Alternative	Total	Preliminary Recommended Plan Increase in Jobs Accessible	
			Number	Percent
Total of Central City Locations	217,900	334,000	16,100	5.1
Total of Suburban Locations	187,900	189,600	700	0.4

Location	Jobs Accessible within 20 Minutes			
	Rebuild As-Is Alternative	Total	Preliminary Recommended Plan Increase in Jobs Accessible	
			Number	Percent
Total of Central City Locations	1,427,500	1,570,000	143,100	10.0
Total of Suburban Locations	688,100	757,000	68,900	10.0



Table 8 (continued)

Jobs Accessible within 30 Minutes

Location	Rebuild As-is Alternative	Jobs Accessible			
		Preliminary Recommended Plan			
		Total	Number	Percent	
Total of Central City Locations	2,839,800	3,290,800	451,000	15.9	
Total of Suburban Locations	1,894,800	1,981,200	286,400	16.9	

With respect to the comment concerning accessibility to jobs by public transit, an additional analysis was also included in the report to specifically demonstrate the expected increase in public transit accessibility to jobs in the year 2020 under the transit element of the regional transportation plan which includes a substantial improvement and expansion of the Region's public transit service. This analysis as presented on page 12 and in Maps 32 and 33 of the report indicates that a significant portion of the areas provided with improved transit accessibility—and, particularly, improved transit accessibility to jobs—under the regional transportation plan are those areas having the largest concentrations of minority and low income persons.

With respect to the comment that the analysis of improved accessibility to jobs addressed the quantity of jobs, but not the quality of jobs, an analysis of the quality of jobs is not feasible. The analysis of accessibility to jobs is for the forecast year 2020, and is not available with respect to the type or quality of jobs forecast for the year 2020. Regardless of the quality of jobs accessible, the analysis clearly showed that there would be improved accessibility to jobs under the preliminary plan compared to a rebuild as-is alternative from the central city and suburban locations considered.

It was also stated in the ACLU letter that the Commission failed to guarantee jobs for low income and minority residents during the actual reconstruction of the regional freeway system. The Commission is an advisory regional planning agency, and cannot guarantee jobs to any group or individual with respect to any element of regional transportation system. However, the Commission does intend to do what it can to support increased participation of minority-owned businesses and minority workers in the freeway reconstruction labor force, and WisDOT intends to set ambitious goals for minority participation and monitor the achievement of those goals.

During the conduct of the regional freeway study, the Commission engaged minority community leaders to seek input on the study and the preliminary plan. A primary concern raised by those minority community leaders was the need for significant participation of minority-owned businesses and minority workers in the reconstruction labor force. Commission staff will use the comments from those minority community leaders to draft a recommendation for the freeway reconstruction study regarding minority participation. That recommendation—yet to be written and forwarded to the Study Advisory Committee for its consideration—will reflect the comments of not only the minority community leaders contacted during the freeway reconstruction study, but also input from the Marquette Interchange DBE (disadvantaged business enterprise) Advisory Committee. WisDOT will be responsible for the actual reconstruction of the freeway system starting with the Marquette Interchange. As WisDOT has prepared for the reconstruction of the Marquette Interchange, it has worked with a DBE Advisory Committee to ensure that minority contractors and laborers obtain a significant level of participation during that considerable

project. Members of the DBE Advisory Committee and participants in DBE Advisory Committee meetings included representatives from the following groups:

- State legislature
- Milwaukee County Board of Supervisors
- City of Milwaukee Common Council
- Minority-owned businesses
- Non-minority transportation consulting firms
- Wisconsin Association of Consulting Engineers
- Wisconsin Transportation Builders Association
- National Association of Minority Contractors
- Employment and employment training agencies including the Milwaukee Area American Indian Manpower Council
- Milwaukee Private Industry Council
- Labor unions
- WisDOT District 2 and central office staff
- Federal Highway Administration (FHWA)
- SEWRPC

The DBE Advisory Committee has proven instrumental in WisDOT's preparations for the reconstruction of the Marquette Interchange, but the Commission and WisDOT recognize that efforts to insure increased participation will not end with the reconstruction of the Marquette Interchange. Both WisDOT and the Commission recognize that the reconstruction of the regional freeway system, beginning with the Marquette Interchange, represents an unprecedented, long-term opportunity to foster growth of minority-owned business and minority participation in the labor force for reconstruction.

The ACLU letter also expressed concern that the levels of traffic on selected surface arterial streets—forecast to be reduced under the preliminary recommended plan due to the proposed additional lanes—may have adverse effects on the businesses located along those streets. The estimated reductions are reductions from forecast year 2020 traffic volumes, not from existing traffic volumes. Much of the freeway system in Milwaukee County is currently carrying traffic volumes equal to its capacity during morning and afternoon rush hours, and without additional lanes, will in the future increasingly do so as well during hours surrounding the rush hour, the mid-day, and the evening. As a result, any growth in traffic must be carried on surface arterials, which will in time result in increasing congestion on surface arterials. As surface arterials become congested, motorists may use travel routes on local residential streets and travel through neighborhoods. Increased traffic and congestion on surface arterials may negatively affect businesses where travel and parking become more difficult. Providing additional capacity on the freeway will avoid increasing traffic congestion on surface arterial streets and through traffic in neighborhoods. Avoiding such increases will also address potential safety concerns of residents facing increased through traffic diverted from congested freeways.

5. On pages 19 and 20 of the ACLU letter, it was stated that it believed the planning process failed to adequately consider alternative possibilities to address the housing needs—and related transportation needs—of low income and minority residents. Associated with that statement the ACLU made the following specific comments:

- The failure of the Commission to address race—specifically the intersection of race, income, housing, and transportation planning—in the regional land use plan discriminates against minority and low income residents of the Region.

- The affordable housing issue has clear and direct implications for transportation planning. A decision regarding how the regional freeway system should be rebuilt should be made contingent on the compliance of suburban communities with smart growth mandates and fair housing enforcement, as that will result in a decrease in the need for freeway capacity expansion.
- The Commission states—in reference to urban sprawl—that the proposed freeway expansion does not cause sprawl and travel time has little influence on travel decisions.
- If the Commission is correct that travel time has little influence on travel decisions, then there is little reason to spend \$6 billion to reduce commuting time from the suburbs to Milwaukee by five minutes.
- The Commission's conclusion that sprawl is not related to freeway expansion runs counter to United States Environmental Protection Agency's (USEPA) *Plain English Guide to the Clean Air Act* and other reports (Freeway Task Force Report—Milwaukee Department of City Development, June 1972).

With respect to the comment that the regional land use plan discriminates against minority and low income residents of the Region, the fact that race is not addressed in the regional land use plan—specifically the intersection of race, income, housing, and transportation planning—does not equate to discrimination. In its letter, the ACLU labeled the land use plan as discriminatory, but offered no explanation as to how the ACLU believed the land use plan discriminates. The regional land use and transportation plans are developed to address physical development in the Region with input from local elected and appointed officials from throughout the Region—including representatives of minority and low income populations—and from the general public. The Commission develops the land use and transportation plans cognizant of the relationship between land use and transportation—the transportation plan is developed to serve the land use plan.

It was indicated that the ACLU believes that mandates for smart growth land use practices and fair housing enforcement in suburban communities will reduce the need for freeway capacity expansion, but this is not the case. "Smart" land use growth at the regional and neighborhood levels—recommended in the regional land use plan—was assumed to be implemented during the forecasting of freeway traffic congestion. As previously noted in this letter, all forecasts of freeway traffic congestion assume the implementation of the recommendations of both the regional land use and transportation plans.

Regarding affordable housing, and fair housing enforcement in particular, the Commission cannot mandate the local development of affordable housing or fair housing enforcement by local governments. Moreover, the regional land use plan does recognize that residential zoning regulations may have a significant influence on housing costs and the supply of affordable housing. In order to enable the provision of affordable housing, the plan recommends that all urban communities should incorporate provisions for a full range of residential structure types—single-family, two-family, and multi-family—as well as a reasonable range of housing sizes within their zoning ordinances. Additionally, the plan recommends that urban communities should incorporate provisions for a full range of residential lot sizes and include one or more residential districts specifying lot sizes of no more than 7,200 square feet for single-family detached housing units and 3,000 square feet for two-family structures. Delaying a decision regarding the reconstruction of the regional freeway system would not be reasonable, as implementation of such measures would not be expected to reduce the need for freeway widening or redesign as proposed under the preliminary recommended plan.

With respect to the comment regarding the Commission's conclusion on the relationship between the proposed freeway capacity expansion and urban sprawl, it has been concluded that the freeway expansion proposed under the preliminary plan may not be expected to be a significant cause of, or contributor to, urban decentralization or sprawl in southeastern Wisconsin. There are two primary reasons for this conclusion:

- Studies of urban decentralization in the United States and other countries and opinion surveys indicate that a variety of other factors which have nothing to do with transportation have contributed to decentralization, including: rising affluence, preferences for single family homes and larger lots, cost of living, schools, environmental amenities, pace of life, perceived and/or actual crime and safety, societal changes, industrial restructuring, and information technology.
- While rebuilding the freeway system with additional lanes may be expected to permit avoiding a substantial future increase in freeway system traffic congestion, the resultant level of future freeway system traffic congestion will only be moderately less than the existing level of freeway system traffic congestion—no significant change between current and future freeway traffic congestion and freeway travel times is expected.

The statement cited in the December 16 letter regarding the impact on travel time on urban sprawl was made by the Commission regarding induced travel, not urban sprawl. As was documented in the final draft of Chapter VI of the study report, "Design, Evaluation, and Consideration of Freeway System Reconstruction Alternatives," it would not be reasonable to expect travel to be induced by the freeway expansion under the preliminary recommended plan. The following points were made in Chapter VI to support that conclusion:

- Analyses of trip-making have indicated that the characteristics of the trip-maker—income, vehicle ownership, household size, participation in the labor force, and stage in family life cycle—are the most significant influences on the amount of travel, while travel time and cost have relatively very little influence.
- The construction of the freeway system—nearly all freeways were complete by 1972—not only alleviated nearly all existing traffic congestion within southeastern Wisconsin, but also significantly reduced both peak period and off-peak period travel times due to the relatively higher travel speeds of freeway travel compared to surface arterial street travel. Between 1972 and 1991 there was an increase in traffic within southeastern Wisconsin, but only about one-quarter of the increase in traffic may be attributed to an increase in vehicle trip length. Part of this increase in vehicle trip length may be a result of the significant reduction in travel time and congestion, as a result of the completion of the freeway system largely by 1972, but also contributing could be the decline over that time period in the out-of-pocket cost of operating an automobile (2.9 cents per mile in 1972 and 1.7 cents per mile in 1991—both in 1972 constant dollars), and as well changing lifestyles, including two worker households, and increases in household income.
- The proposed freeway capacity expansion under the preliminary recommended plan would not have the impact on congestion and travel time as that which was experienced with the original construction of the freeway system. The possible effect of travel time on travel decisions is not significant in this case, as the proposed additional lanes are expected to result in congestion levels and travel times similar to those that exist today.
- The analysis did indicate that more traffic would be expected to travel on freeways with expanded capacity, but that is not new, induced travel. That additional traffic would result from a shift of vehicle traffic from selected surface arterial streets to freeways.

The ACLU stated in its letter that there would be little reason to spend \$6.25 billion to reduce commuting time from the suburbs to Milwaukee by five minutes, but the estimated cost of \$6.25 referenced in the ACLU letter is for the reconstruction of the entire regional freeway system under the preliminary plan, and not the incremental cost of the proposed additional lanes. Of the total cost of \$6.25 billion, \$730 million, or about 12 percent, is associated with the proposed additional lanes. The remainder of the total cost includes the cost to rebuild the freeway system as-is and to provide design and design-related safety improvements.

The statement regarding the savings of five minutes for commuters traveling from the suburbs to the City of Milwaukee reflects multiple misconceptions - regarding both the magnitude of the expected benefits of additional freeway capacity and the users of the freeway system. The travel time reduction of five minutes - under the preliminary plan compared to an alternative without additional lanes - the ACLU quoted was for IH 94 between the Zoo and Marquette Interchanges in the City of Milwaukee, but the following should be considered as well:

- While the travel time savings provided by the proposed additional lanes may not be substantial for short freeway trips, the increase in travel delay that may be avoided for many trips with the proposed additional lanes will be much more than five minutes. For example, a trip from General Mitchell International Airport in the southeastern portion of the City of Milwaukee to the northwest side of the City of Milwaukee currently takes 17 minutes in uncongested free-flow conditions and 30 minutes during congested peak-hour conditions, but would take 39 minutes in the congested peak hour in the year 2020 if additional lanes are not provided. Similarly, a trip from southwestern Milwaukee County to northeastern Milwaukee County currently takes 24 minutes in uncongested free-flow conditions and 34 minutes during congested peak-hour conditions, but would take 42 minutes in the peak hour in the year 2020 if additional lanes are not provided. These examples are entirely within Milwaukee County. The final draft of chapter VI of the study report documents additional 1999 and forecast year 2020 travel times between ten locations throughout the Region.
- Another way to measure the expected benefit of the proposed additional lanes is through the comparison of existing and expected freeway travel delay. The total amount of travel delay on an average weekday was 11,500 vehicle-hours in 1999. By 2020, if the freeway system is rebuilt to modern design standards but without additional lanes, the total travel delay is expected to more than double to 26,200 vehicle-hours. By comparison, if the freeway system is rebuilt with additional lanes on selected freeway segments, a total of 13,600 vehicle-hours of delay may be expected by 2020 (the increase in vehicle-hours of travel delay from 1999 to 2020 even with additional lanes would be due to a greater number of vehicles—not new induced trips, but trips shifted from surface arterial streets - traveling at similar levels of congestion as in 1999).
- In the ACLU letter, it was depicted that the reduction in travel times would benefit only suburban residents, not residents of the City of Milwaukee and Milwaukee County. The freeway system is of vital importance to residents of Milwaukee County and the entire Region. About 33 percent of all travel made on an average weekday by Milwaukee County residents and by City of Milwaukee residents is made on the freeway system. Over 50 percent of the daily traffic on the Milwaukee County freeway system is made by Milwaukee County residents, and another 40 percent of Milwaukee County freeway system daily traffic is to and from Milwaukee County businesses. The Commission also documented the directional balance—a comparison of the amount of traffic moving in opposite directions on a freeway segment—for each freeway segment in the final draft of Chapter III of the study report, "The Function of the Freeway System and Its Components." For many segments—including the segment of IH 94 between the Zoo and Marquette Interchanges for which a reduction in travel delay of five minutes is forecast—there was a nearly equal amount of travel in each direction of the freeway during morning and afternoon peak hours in the year 2000. Between

the Zoo and Marquette Interchanges, about 50 percent of travel in the morning peak hour was eastbound, and about 50 percent of travel was westbound. This balance of traffic was also achieved in the evening peak hour. This clearly indicates that there is no longer a traditional traffic pattern on this freeway segment, with commuters primarily "inbound" to the City of Milwaukee in the morning and "outbound" in the afternoon, but rather a balanced flow of traffic.

Regarding the statement by the ACLU that the Commission's conclusion regarding the relationship between the proposed freeway expansion and urban decentralization contradict the *Plain English Guide to the Clean Air Act* and the 1972 Freeway Task Force Report of the Milwaukee Department of City Development, the Commission has clearly stated in the study report and in this memorandum report the reasons for its conclusions.

- Studies of urban decentralization in the United States and other countries and opinion survey indicate that a variety of other factors which have nothing to do with transportation have contributed to decentralization, including: rising affluence, preferences for single-family homes and larger lots, cost of living, schools, environmental amenities, pace of life, perceived and/or actual crime and safety, societal changes, industrial restructuring, and information technology.
- While rebuilding the freeway system with additional lanes may be expected to permit avoiding a substantial future increase in freeway system traffic congestion, the resultant level of future freeway system traffic congestion will only be moderately less than the existing level of freeway system traffic congestion—no significant change between current and future freeway traffic congestion and freeway travel times is expected.

C. On pages 20 through 22 of the December 16 letter, the ACLU suggested that the planning process failed to adequately consider the pollution and health effects on low income and minority residents. Associated with that statement, the following specific comments were made:

- As much as half of ozone-related pollution - Volatile Organic Compounds (VOC) and Nitrous Oxides (NO<sub>x</sub>) - is caused by motor vehicles according to the *Plain English Guide to the Clean Air Act* developed by the U.S. Environmental Protection Agency (USEPA).
- Recent research indicates a significant increase in cancer risk for those living near freeway corridors caused primarily by transportation sources and studies show ozone is one of the causes of childhood asthma, but the Commission has failed to address ozone-related transportation air pollution and associated health risks.
- The Commission's assertion that ozone-related transportation air pollution will decrease is completely contrary to findings of USEPA studies, showing that "most types of air pollution from mobile sources have not improved significantly." Emissions problems are due largely to the continued increase in automobile travel.
- The Commission has indicated that Nitrous Oxides (NO<sub>x</sub>) emissions levels did not decrease significantly from 1990 to 1999 and it is unclear why the Commission expects a significant future decrease in emissions.
- The Commission did not evaluate if central city residents are subject to higher levels of transportation emissions and associated health and pollution problems because central city residents are more likely to own older, more polluting, vehicles.
- The Commission did not evaluate if low income and minority persons are more likely to live in proximity to freeways, and therefore be exposed to possible health risks.
- There is no "contingency" plan to reduce emissions if they increase due to induced travel or increased emissions per vehicle.

First, regarding the ACLU comment that as much as half of ozone-related pollution is caused by motor vehicles, in 1999, much less than half of ozone-related emissions in the six-county southeastern Wisconsin severe nonattainment area were from transportation sources based upon estimates prepared by the Wisconsin Department of Natural Resources (WisDNR) and approved by the USEPA. In 1999, about 26.9 percent of the VOC emissions were from transportation sources. Also in 1999, about 35.8 percent of the NO<sub>x</sub> emissions were from transportation sources. In the case of both VOC and NO<sub>x</sub>, transportation sources represented not only less than half of the emissions, but were not the single largest contributors to the total emissions. Also, Commission staff has been informed by the USEPA's Region 5 office that the report cited in the ACLU letter - *Plain English Guide to the Clean Air Act* - is out of date, particularly with respect to the information referenced in the ACLU letter.

Second, with respect to the ACLU statement that the Commission has failed to address ozone-related air pollution, the Commission staff has presented the study findings regarding the expected impact of freeway reconstruction with or without the proposed additional lanes on the level of transportation system ozone-related and other air pollutant emissions and air quality. As has previously been presented to, and reviewed by, the Study Advisory Committee and its Technical Subcommittee in the final draft of Chapter VI of the study report, reconstruction with or without the proposed additional lanes is expected to have a negligible impact with respect to air pollutant emissions - VOC, NO<sub>x</sub>, carbon dioxide, and carbon monoxide - and ozone air quality. This is because similar levels of total regional vehicle-miles of travel may be expected whether or not the freeways are widened. What will vary is the amount of traffic which may be expected to travel under congested traffic conditions, and the amount of travel on the freeway system as opposed to surface arterial streets. The forecast future transportation system air pollutant emissions for the seven county Southeastern Wisconsin Region are shown below in Table 9.

Table 9

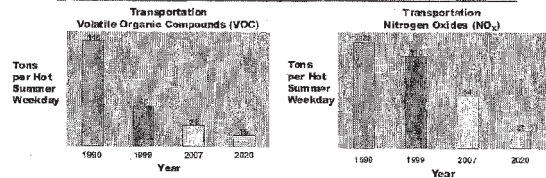
Forecast Future Year 2020 7 County Southeastern Wisconsin Region Transportation System Air Pollutant Emissions by Freeway Reconstruction Alternatives

Freeway Reconstruction Alternative	Year 2020 Forecast Air Pollutant Emissions (Tons per Hot Summer Weekday)			
	Volatile Organic Compounds	Nitrogen Oxides	Carbon Monoxide	Carbon Dioxide
Design and Design-Related Safety Improvements Only	20.5	25.8	217.3	19,326.6
Preliminary Plan: Design and Design-Related Safety Improvements and Additional Lanes	20.5	26.8	217.3	19,218.5

Historic, current, and forecast future VOC and NO<sub>x</sub> ozone-related transportation system emissions for the six county severe ozone non-attainment area within the Southeastern Wisconsin Region have been presented by Commission staff and included in numerous study-related materials. Emissions from the transportation system have substantially declined, and are projected to continue to decline, even with increasing traffic volume, principally due to new motor vehicle

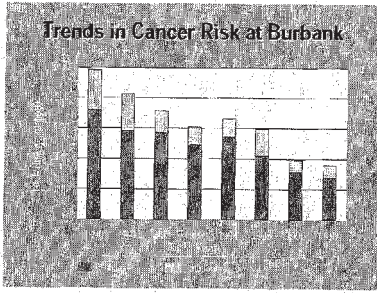
standards for air pollutant emissions. The recent forecasts (shown below) prepared by the Commission have been reviewed and approved by U.S. Department of Transportation (USDOT), WisDOT, the USEPA, and the WisDNR.

Southeastern Wisconsin—6 County Severe Ozone Nonattainment Area



Regarding recent research cited by the ACLU - *Multiple Air Toxics Exposure Study-II* by the South Coast Air Quality Management District (Los Angeles area) - that has indicated significant increase in cancer risk for those living near freeway corridors, that issue was not addressed in the "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin" for the following reasons:

- No new freeway segments are proposed under the preliminary recommended plan, and, therefore, the reconstruction of the freeway system would not result in any change in any additional areas located in proximity to freeways.
- The impact of reconstruction with additional lanes on ozone-related transportation air pollutant emissions compared to reconstruction without additional lanes is expected to be negligible - transportation air pollutant emissions are projected to continue to decline from current levels whether or not additional lanes are provided.
- The validity of the research findings on this issue, including the results of the research cited by the ACLU, continues to be questioned. In fact, the research cited has been criticized because the study's method of inventorying diesel engine emissions varies from methods used in other similar studies. Those who question the study's validity also argue that a cancer risk factor used in the study cited was not supported by the USEPA. Further, the report referenced stated that "There is considerable debate on appropriate risk values, and often the levels established by the USEPA and CalEPA differ." and "There is further debate as to the appropriate levels of risk ascribed to diesel particulates".
- The study that cited by the ACLU shows a substantial decline in air pollutant emissions and associated cancer risks compared to a decade earlier. The chart below (taken directly from a presentation regarding the study given by the South Coast Air Quality Management District, the agency that conducted the study) is an example of the study findings regarding the decrease in cancer risks including those owing to transportation sources.



The South Coast Air Quality Management District's executive officer stated in 1999 regarding the results of this study, "Clearly we're on the right path to reducing toxic air pollution and the associated cancer risk in our area. Regulation now on the books will make cars and industries cleaner in the future and assure continued progress." That statement is consistent with the Regional Planning Commission's statements that transportation ozone-related air pollutant emissions have been declining, and are projected to continue to decline - reflecting forecasts that have been reviewed and approved by the USDOT, the WisDOT, the USEPA, and the WisDNR.

Regarding the cause of asthma and the number of asthma cases in the State and southeastern Wisconsin particularly, it has been documented that transportation system ozone-related pollutant emissions have been decreasing and are projected to further decrease in the future regardless of how the freeway system is rebuilt. If the incidence of asthma is increasing in southeastern Wisconsin, that increase is taking place during a period of decreasing transportation system ozone-related pollutant emissions-not during increases that could be blamed for health effects.

Third, regarding the statement by the ACLU that the Commission's forecast that transportation air pollution will decrease in southeastern Wisconsin is contrary to USEPA studies, this issue has previously been addressed in this letter in two ways. First, as was previously stated, the Commission has been informed by USEPA Region 5 staff that the document cited, *Plain English Guide to the Clean Air Act*, is out of date and the statements referenced by the ACLU are not valid. Second, as was also previously stated, the USEPA is among the agencies that has reviewed and approved the Commission's transportation system ozone-related emissions forecasts.

Fourth, with respect to the statement by the ACLU that transportation system NO<sub>x</sub> emissions in southeastern Wisconsin did not decrease significantly from 1990 to 1999 and it is unclear why a significant future decrease is forecast, the forecast future decrease is largely related to governmental standards set for new vehicle emissions and low sulfur fuels. It was only in recent years that the USEPA concluded that NO<sub>x</sub> is an ozone-related pollutant and motor vehicle standards for that pollutant were established. The forecast future decrease reflects the implementation of those standards and operation of vehicles that meet those standards. It is important to note that these forecasts assume no further advancements in technology beyond what is already mandated by the U.S. Congress.

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Fifth, regarding the comments in the ACLU letter of the possibility that central city residents are subject to higher levels of transportation system or potential associated health problems due to the age and/or type of vehicles operated by central city residents, WisDNR ozone monitoring data indicates higher ozone levels along the shoreline of Lake Michigan from Kenosha to Door County than in the central city. Also, the reconstruction of the freeway system - however it is reconstructed - would not affect the age and/or type of vehicles operated in any area of southeastern Wisconsin.

Sixth, with respect to the statement by the ACLU that the Commission did not evaluate if low income and minority persons are more likely to live in proximity to freeway and therefore exposed to possible health risks, the Commission did conduct such an analysis of whether higher than regional average minority and low income populations live in proximity to freeways. It is documented in the "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin." In fact, the ACLU made numerous comments regarding that analysis on pages 12 through 14 of the December 16 letter, and the Commission staff has provided responses to those comments in this memorandum.

Seventh, regarding the ACLU statement that the Commission does not have a "contingency" plan to reduce emissions if they increase due to induced travel or increased emissions, the Commission did not develop a "contingency" plan. The Commission did evaluate the potential for reconstruction of the freeway system with or without the proposed additional lanes to affect transportation system ozone-related emissions. The results of that evaluation, as noted previously in this letter, were that reconstruction with the proposed additional lanes would have a negligible effect on transportation system ozone-related emissions and emissions would be expected to decrease significantly - by 70 to 80 percent - from current levels. The Commission's responsibility - under the direction of the USDOT, WisDOT, the USEPA, and the WisDNR - for preparing transportation system ozone-related emission forecasts extends beyond the freeway reconstruction study. The Commission will continue to work with the aforementioned agencies in the future, as it has in the past, to ensure that appropriate forecasts are developed and maintained.

In addition to the principal points of the ACLU letter addressed above, the letter began with introductory text that contained statements not yet addressed in this memorandum. The additional statements are identified and addressed below:

A. On pages 1 and 2 of the ACLU letter, it was suggested that transportation planning in metropolitan Milwaukee has emphasized freeway construction and automobile travel, and there has historically been an enormous disparity between funds available for highway construction and for public transit.

Public transit has historically been, and continues to be, an emphasis of transportation planning in southeastern Wisconsin. This is demonstrated in the long- and short-range plans developed by the Commission and in the actual implementation of public transit system expansion. As was noted previously in this letter, the historic expansion of public transit service in the Region includes recent expansion - about a 12 percent increase in service provided from 1995 to 2003. A significant portion of the annual expenditures on the overall regional transportation system have been - and continue to be - allocated to public transit. Trips made on the Region's public transit system represent about 3 percent of all trips on an average weekday. During the period of 1995 through 1999, on average, about 30 percent of transportation expenditures in the Region were for the public transit system. The Commission agrees that investment in public transit is important, but even implementation of the planned substantial increase would not eliminate a substantial increase in freeway traffic congestion.

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B. On page 5 of the ACLU letter, it was suggested that freeway reconstruction and capacity expansion will disproportionately burden Milwaukee County due to a greater loss of tax base than suburban counties, and there will be fewer economic benefits for the City and County of Milwaukee because of factors such as the short supply of existing in-fill opportunities.

The issue of estimated tax base impact was previously addressed in this letter, but the potential economic benefits for Milwaukee County, the Southeastern Wisconsin Region, and the entire State need to be addressed. The freeway system is of vital importance to residents of the entire Region and to Milwaukee County. About 33 percent of all travel made on an average weekday by Southeastern Wisconsin residents and by Milwaukee County residents is made on the freeway system. Over 50 percent of the daily traffic on the Milwaukee County freeway system is made by Milwaukee County residents, and another 40 percent of Milwaukee County freeway system daily traffic is to and from Milwaukee County businesses. The freeway system must serve the economy of Milwaukee County, the Region, and the State for 50 to 75 years in the future - the expected useful life of the reconstructed pavements and bridges.

C. On page 6 of the ACLU letter, it was noted that WisDOT is seeking to use "a mere" 7.2 percent of its FHWA funds in Federal fiscal year 2003 for disadvantaged business enterprise firms through "race and gender conscious" goals, so City of Milwaukee minority and low income persons will receive fewer benefits from increased employment due to freeway expansion. It was also pointed out the disparity in average incomes of White and Black/African American households in metropolitan Milwaukee - Black/African American households earn on average about 49 percent of the average annual earnings of White households.

The notation regarding WisDOT's "race and gender conscious" goal of 7.2 percent of FHWA funds for disadvantaged business enterprise firms was correct, but the ACLU failed to note several important points regarding that goal - including the following:

- The overall goal for disadvantaged business enterprise firms is actually 9.5 percent, including 7.2 percent race and gender conscious and 2.3 percent race and gender neutral.
- The goal set by WisDOT does not include the reconstruction of the Marquette Interchange or the reconstruction of the remainder of the regional freeway system.
- The goal is an overall, statewide goal, not a goal for southeastern Wisconsin, Milwaukee County, or the City of Milwaukee.
- The process for goal-setting (which was described in WisDOT's Disadvantaged Business Enterprise Plan cited in the ACLU letter) is one that includes the National Association of Minority Contractors, the Wisconsin Transportation Builders Association, and the FHWA.

In upcoming years, as the southeastern Wisconsin regional freeway system is rebuilt, additional funds will be invested in the area of the State with the greatest concentrations of minority residents and disadvantaged business enterprises. It is expected that WisDOT will be able to reach higher discretionary or voluntary goals, with area firms having increased opportunities to participate.

The ACLU further mentioned that there would be fewer opportunities for minority and low income persons during freeway expansion. First, a final recommendation has yet to be made regarding how the freeway system will be rebuilt, the Advisory Committee has yet to formulate a final recommended plan. Second, there will be opportunities for participation regardless of how the freeway system is rebuilt - modernization and widening is estimated to cost \$6.25 billion, but at \$5.5 billion, the investment to rebuild the freeway system with modernization only still

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represents substantial expenditure. Third, reconstruction with the additional lanes would actually result in greater expenditure - and opportunities - than reconstruction without the additional lanes.

Regarding the disparity in earnings between White and Black/African American households in metropolitan Milwaukee, the disparity is obviously not related to the reconstruction of the freeway system as it has not yet occurred. The reconstruction of the regional freeway system should not be portrayed as potentially exacerbating existing disparities - there is no evidence that it will, and as discussed above, the substantial expenditure will provide for additional opportunities for participation and the economic benefits associated with that participation.

D. On pages 7 through 9 of the ACLU letter, it was stated that Federal law requires consideration of impacts on minority and low income persons, noting Title VI of the Civil Right Act of 1964, Executive Order 12898, the FHWA Environmental Justice Order, and the Clean Air Act.

The Commission is aware of its responsibilities under Federal law, and has conducted the freeway reconstruction study mindful of those responsibilities. The "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin" commented on in the ACLU letter provides extensive documentation of analyses of impacts, and the first two volumes of the study "Record of Public Comments" have documented the public involvement efforts (with a third volume yet to be prepared). This memorandum is a continuation of the Commission's efforts, responding to comments regarding the study. Moreover, the freeway reconstruction study is only the beginning of studies prior to reconstruction taking place. Much more detailed, multi-year preliminary engineering and environmental studies will be completed prior to reconstruction. Those studies will include the continuation of study of impact on minority and low income populations of the Region. Attempts to address - avoid, minimize, and mitigate - impacts will not end with the freeway reconstruction study.

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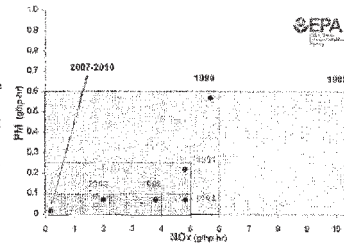
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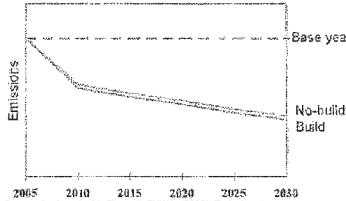
Recent Examinations of Mobile Source Air Toxics

Change in Heavy-Duty Truck Emission Standards, 1988 - 2010

This graph shows how the U.S. Environmental Protection Agency (EPA) has regulated heavy-duty truck emission standards, dramatically reducing pollution from new vehicles. Moving from the top right corner of the chart to the lower left-hand corner, the chart shows that in 1988, EPA's emission certification standards were 0.6 g/bhp-hr (grams per brake horsepower-hour) for Particulate Matter (PM) and 10.7 g/bhp-hr for Oxides of Nitrogen (NOx). After 2010, the PM emission standard will be just 0.01 (g/bhp-hr), and NOx emissions standard will be 0.30 (g/bhp-hr) for new vehicles. This is a 98 percent reduction in allowable PM and a 97 percent reduction in allowable NOx emissions for HD on-road trucks over the 30-year time frame.



A Comparative Analysis of Mobile Source Air Toxics Emission Impacts of a Hypothetical Highway Widening Project vs. Not Widening the Highway



Source: Analysis by M. Cargill, FHWA (2005). Emissions impacts are calculated using Mobile 6.2, estimating the total of 6 priority MSATs (diesel particulate matter, benzene, 1,4-dioxane, acetaldehyde, formaldehyde, and acetone) for a potential build scenario of adding 2 or 4 lanes to a 4- or 6-lane congested highway versus the no-build scenario.

This graph shows the hypothetical emission impacts for a highway widening project. According to this comparative analysis, mobile source air toxics are expected to decrease substantially over the next 25 years. This is due to the implementation of the United States Environmental Protection Agency's various new mobile source vehicle engine emission standards and Lel programs. Small differences in emissions are shown between the build and no-build scenarios. As illustrated in this graph the highway widening project results in fewer emissions than if the highway was not improved. This is because the highway widening relieves congestion in this example and thus reduces emissions. The emission benefits of reducing congestion are shown to offset the emission increases from the additional vehicle miles of travel (VMT) on the wider highway. Analysis results from other transportation improvements may vary somewhat from these results depending on the actual and anticipated levels of congestion, VMT and other factors. A complete analysis can be found in Mobile Source Air Toxics (MSAT) Emissions Analysis for a Hypothetical Transportation Congestion Mitigation Project.

- [A Methodology for Evaluating Mobile Source Air Toxic Emissions Among Transportation Project Alternatives \(or PDF - 375 KB\)](#)

# REVIEW AND UPDATE OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN



NEWSLETTER 3

AUGUST 2005

## INTRODUCTION

The review and update of the land use and transportation system plans for the seven-county Southeastern Wisconsin Region is well underway. This newsletter is being published to keep you informed of the study's progress and findings.

This is the third in a series of newsletters. The first included the announcement of an initial series of public meetings held in August 2004 and information regarding the Regional Planning Commission, the new year 2035 population and economic projections for the Region, the basic principles guiding the Commission's regional land use and transportation planning, and the existing regional land use and transportation system plans. The second issue included announcement of a second series of public meetings for May 2005, and information regarding the advisory committees on regional land use and transportation planning, the implementation to date of existing regional land use and transportation plans and historic trends in land use and transportation, and the proposed process for development of regional land use and transportation plans.

This third newsletter includes information regarding:

- A third series of public meetings scheduled for September 2005;
- The preliminary recommended regional land use plan for the year 2035; and
- Preliminary proposals for public transit, bicycle and pedestrian facilities, travel demand management, and transportation systems management being considered for inclusion in the year 2035 regional transportation plan.

## PRELIMINARY RECOMMENDED YEAR 2035 REGIONAL LAND USE PLAN

The preliminary recommended regional land use plan is intended to provide a guide, or overall framework, for future land use development within the Region to the year 2035. Implementation of the plan will depend upon the voluntary actions of local, county, State, and Federal agencies and units of government in conjunction with the private sector.

### THIRD SERIES OF PUBLIC INFORMATIONAL MEETINGS SCHEDULED

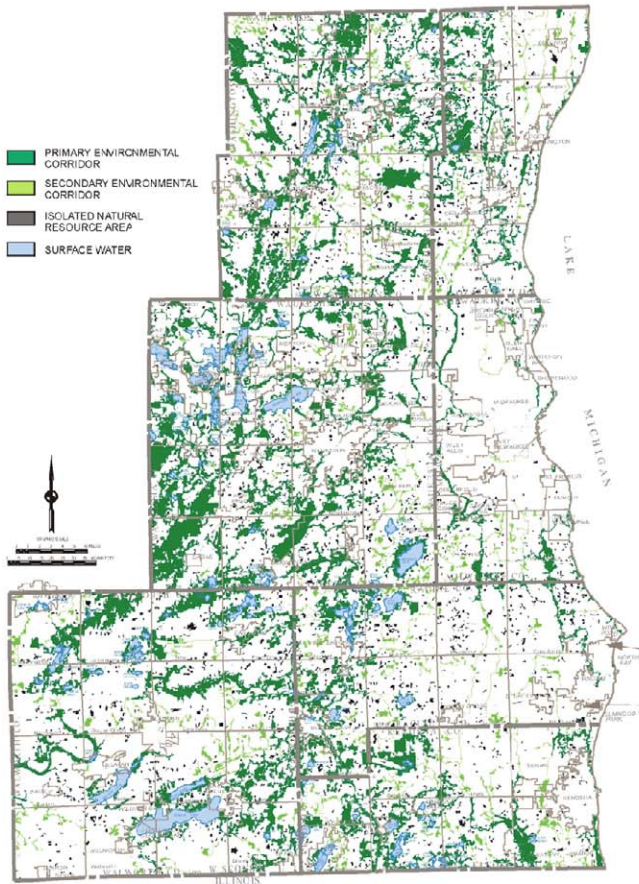
A series of public information meetings has been scheduled, with meetings to be held throughout the Region in September. The purpose of these meetings is to brief residents of the Region on the preliminary recommended year 2035 region land use plan and preliminary proposals for public transit, bicycle and pedestrian, travel demand management, and transportation systems management elements of the year 2035 regional transportation plan, and to provide an opportunity for comment. The table below highlights the dates and locations of the upcoming meetings. Staff will be available in an "open house" format from 4:30 p.m. to 6:30 p.m. to individually answer questions and provide information about the review and update of the regional land use and transportation system plans. Oral comments may be provided to a court reporter at the meetings and written comments may be made during and after the meetings. Persons with special needs are asked to contact the Commission offices a minimum of 72 hours in advance so that appropriate arrangements can be made. Contact information may be found on the back of this newsletter.

Date	Location
September 8, 2005	Ozaukee County Administrative Center, Auditorium 121 Main Street, Port Washington
September 8, 2005	HeartLove Place, Auditorium 3229 N. Dr. Martin Luther King, Jr. Drive Milwaukee
September 14, 2005	Elkhorn Gateway Technical College, Room 112, 100 Building 400 County Road H, Elkhorn
September 14, 2005	West Bend City Hall, Common Council Chambers 1115 S. Main Street, West Bend
September 14, 2005	Waukesha Transit Center, Lobby 212 E. St Paul Avenue, Waukesha
September 15, 2005	United Community Center, Art Gallery 1028 S. 9th Street, Milwaukee
September 15, 2005	Kenosha City Hall, Room 202 625 52nd Street, Kenosha
September 15, 2005	Racine Gateway Technical College, Michigan Room 1001 Main Street, Racine
September 21, 2005	Zoofari Conference Center, Conference Room 9715 W. Bluemound Road, Milwaukee

Looking ahead, the fourth series of public meetings to be scheduled this winter will be formatted as public hearings preceded by open house sessions.

Map 1

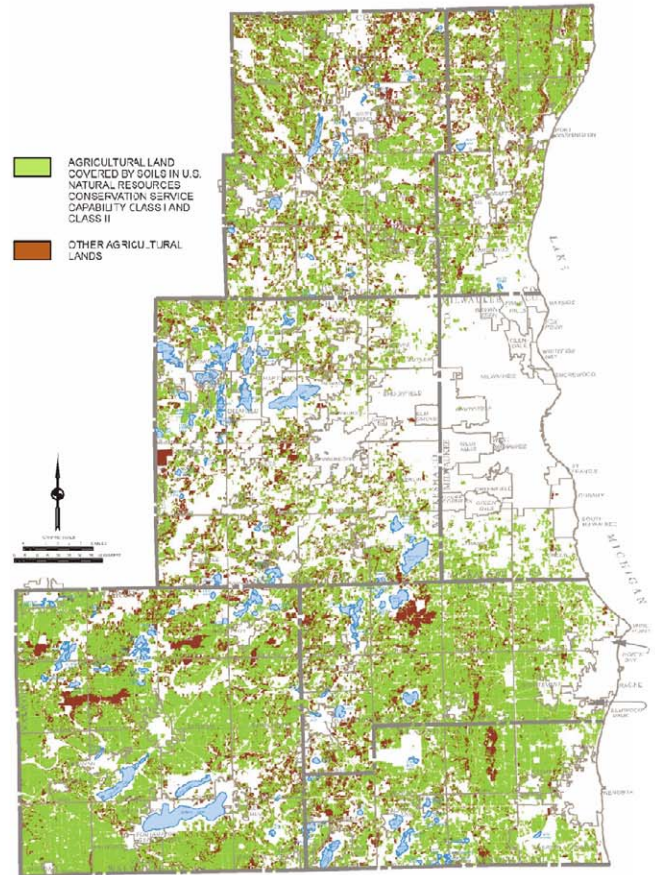
**PLANNED ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE REGION**



Source: SEWRPC.

Map 2

**AGRICULTURAL LANDS IN THE REGION: 2000**



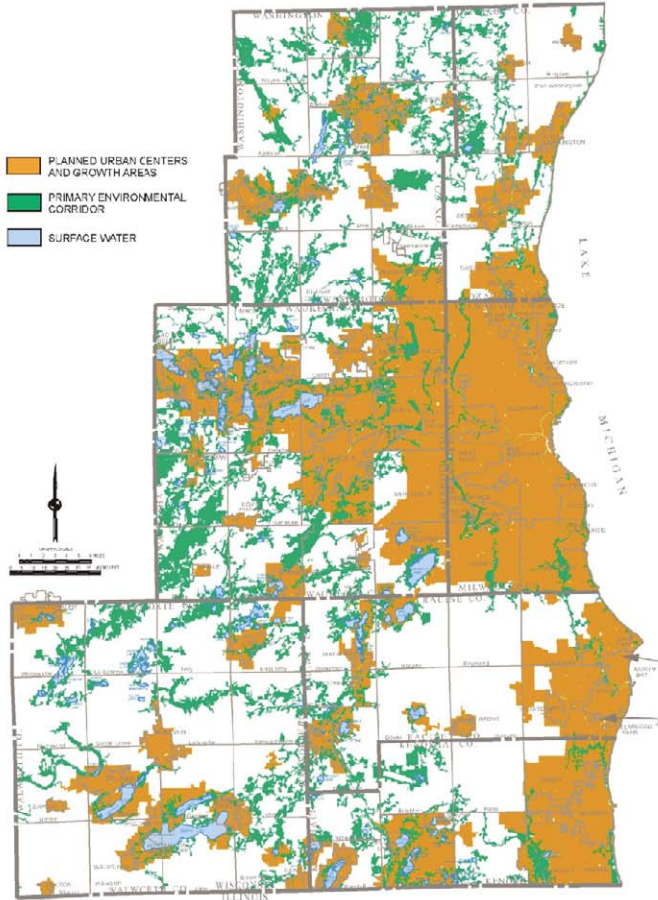
Source: SEWRPC.

The preliminary year 2035 regional land use plan, contains the following recommendations:

- The primary environmental corridors, secondary environmental corridors, and isolated natural resource areas of the Region should be preserved in essentially natural, open uses, continuing to account for about 23 percent of the area of the Region, as shown on Map 1. These areas encompass the best remaining features of the Region's natural landscape—lakes, rivers, streams, and associated shorelands and floodlands, wetlands, woodlands, prairie remnants, wildlife habitat, rugged terrain and steep slopes, unique landforms and geological formations, existing and potential outdoor recreation sites, and scenic areas and vistas.
- The prime, or most productive farmland in the Region should be preserved. The farmland with soils considered to be most suitable for agriculture is farmland covered by agricultural capability Class I and Class II soils as classified by the U.S. Natural Resources Conservation Service. As shown on Map 2, farmland with Class I and Class II soils accounted for about 36 percent of the land area in the Region and 75 percent of all farmland in southeastern Wisconsin in the year 2000. Some Class I and Class II farmland that is located adjacent to existing urban centers and within planned urban growth/sanitary sewer service areas is necessarily proposed to be converted to urban use as a result of planned and orderly growth of those urban centers. It is recommended that the counties in the Region, in cooperation with the concerned local units of government, carry out planning programs to identify and preserve prime farmland, considering farmland covered by Class I and Class II soils, and other factors including the size of individual farm units and overall size of the farming area, the availability of agricultural services, and the degree of encroachment from urban uses. Most county planning in this regard was carried out more than 20 years ago, and needs to be reviewed and updated.
- New urban development should be accommodated within and around existing urban centers as infill development, through redevelopment, and through the orderly expansion of planned urban service areas on lands proximate to these centers. Map 3

Map 3

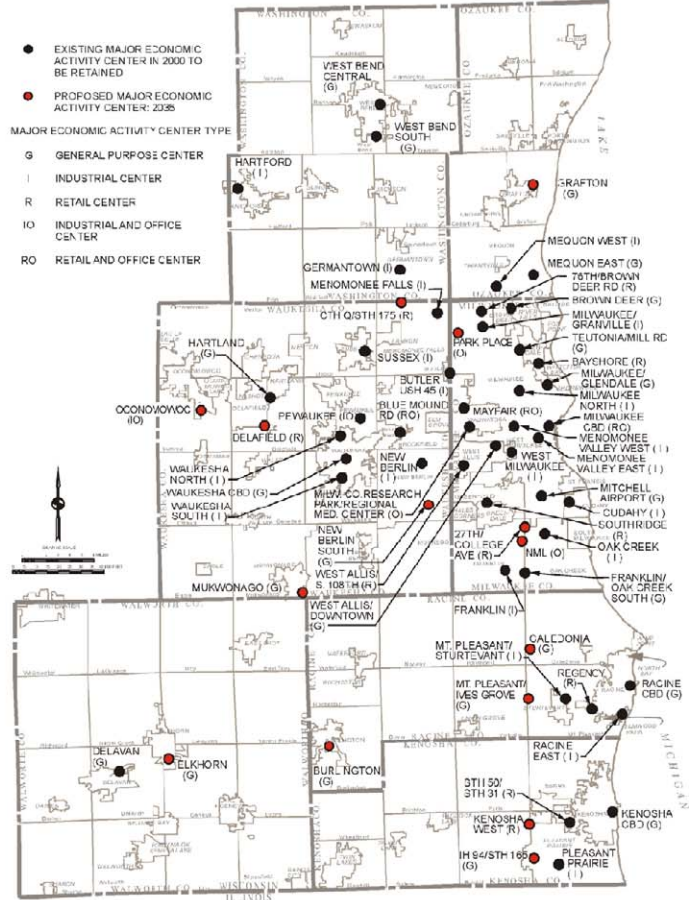
**PROPOSED URBAN CENTERS  
IN THE PRELIMINARY RECOMMENDED  
REGIONAL LAND USE PLAN: YEAR 2035**



Source: SEWRPC.

Map 4

**PROPOSED MAJOR ECONOMIC  
ACTIVITY CENTERS IN THE PRELIMINARY  
RECOMMENDED REGIONAL LAND USE PLAN: YEAR 2035**



Source: SEWRPC.

shows these urban centers and growth areas. Particular emphasis is placed on stabilizing and revitalizing the central cities of Milwaukee, Racine, and Kenosha. The plan further proposes that the forecast increment in population and residential land be allocated to these urban centers and their planned urban growth/sanitary sewer service areas predominantly at medium and high densities—88 percent of all new housing units—in residential neighborhoods and in more mixed use settings. The plan envisions residential neighborhoods designed as cohesive units, properly related to the larger community of which they are a part, and served by an interconnected internal street, bicycle-way, and pedestrian system and by a neighborhood school, park, and shopping area. The regional plan also envisions residential development in mixed-use settings including dwellings above the ground floor of commercial uses; residential structures intermixed with, or located adjacent to, compatible commercial, institutional, or civic uses; and residential development integrated into, or located in proximity to, major employment and activity centers.

- The regional plan envisions a range of commercial and industrial areas. The largest commercial and industrial areas, in terms of employment levels, are identified as major economic activity centers. These are defined as areas containing a concentration of commercial and/or industrial land having at least 3,500 total jobs or 2,000 retail jobs. Sixty such centers would accommodate about 50 percent of all jobs in the Region in 2035. The plan envisions the continued development and redevelopment of the Region's existing major commercial and industrial centers, and those now under development or redevelopment, as shown on Map 4.
- Development outside urban centers and their proposed urban service areas would be constrained. About 2 percent of the projected increment in households in the Region between 2000 and 2035, or about 3,700 households, would be accommodated at rural density (no more than one housing unit per five acres) in such areas, with conservation subdivision designs recommended. The only other residential development outside urban centers and their planned urban service areas would be limited to that which was already committed through approved subdivision plats and certified survey maps.

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## YEAR 2035 REGIONAL TRANSPORTATION PLAN DEVELOPMENT

The development of the year 2035 regional transportation system plan for southeastern Wisconsin is being guided by the following vision for the transportation system of southeastern Wisconsin:

*A multimodal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of Region residents and support and promote expansion of the Region's economy, by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the Region's natural environment, minimizing disruption of both the natural and manmade environment, and serving to support implementation of the regional land use plan, while minimizing the capital and annual operating costs of the transportation system.*

The development of each plan element of the regional transportation system plan for the year 2035—public transit, bicycle and pedestrian, travel demand management, transportation system management, and arterial streets and highways—builds upon the current adopted year 2020 regional transportation plan, recognizing the successful implementation of approximately 15 to 20 percent of each element of the year 2020 plan since 1997. In the development of the year 2035 regional transportation system plan, consideration was given to those year 2020 plan proposals which had advanced to project planning and engineering, but which could not be implemented at the project level. Also considered was the support and opposition which has been offered on the recommendations of the current adopted year 2020 regional transportation system plan.

The new year 2035 regional transportation system plan is being designed to serve, and to be consistent with, the year 2035 regional land use plan. Future needs for public transit, street and highway, and other transportation improvements considered in the regional transportation planning process will be derived from the projected travel based upon the regional land use plan. In addition, the consistency of the regional transportation and land use plans will be evaluated by comparing the accessibility provided under the transportation plan and the location of improvements proposed under the transportation plan to the location of land use development and redevelopment proposed under the land use plan.

The process for the development of the year 2035 regional transportation plan begins with consideration and development of preliminary proposals for the travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements of the plan. The effects on travel demand of a regional transportation plan alternative including these four combined plan elements will then be tested and evaluated, and compared to that of a no-build plan which would propose to maintain the existing transportation system. Only subsequent to this testing and evaluation will the year 2035 regional transportation system plan development process consider arterial street and highway system improvement and expansion. Arterial street and highway improvement and expansion will thus be considered only to address the residual highway traffic volumes and attendant traffic congestion which may not be expected to be alleviated by travel demand management, transportation systems management, bicycle and pedestrian facilities, and public transit. A plan including arterial street and highway improvement and expansion will be compared to a plan which only includes travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements, and to a "no-build" transportation system plan.

Discussed in the remainder of this newsletter are preliminary proposals for the public transit, bicycle and pedestrian facilities, transportation systems management, and travel demand management being considered for possible inclusion in the 2035 regional transportation plan.

### **Preliminary Proposals for Public Transit**

Preliminary proposals for public transit envision significant improvement and expansion of public transit in southeastern Wisconsin, including development within the Region of a rapid transit and express transit system, improvement of existing local bus service, and the integration of local bus service with the proposed rapid and express transit services. Map 5 displays the transit system proposals for each of the three transit system components. Altogether, service on the regional transit system would be increased from service levels existing in 2005 by about 100 percent measured in terms of revenue transit vehicle-miles of service provided, from about 69,000 vehicle-miles of service on an average weekday in the year 2005 to 138,000 vehicle-miles of service in the year 2035 (see Table 1).

The proposed expansion of public transit is essential in southeastern Wisconsin for many reasons:

- Public transit is essential to provide an alternative mode of travel in heavily traveled corridors within and between the Region's urban areas, and in the Region's densely developed urban communities and activity centers. It is not desirable, and not possible, in the most heavily traveled corridors, dense urban areas, or the largest and densest activity centers of the Region to accommodate all travel by automobile with respect to both demand for street traffic carrying capacity and parking. To attract travel to public transit, service must be available throughout the day and evening at convenient service frequencies, and at competitive and attractive travel speeds.
- Public transit also supports and encourages higher development density and in-fill land use development and redevelopment, which results in efficiencies for the overall transportation system and other public infrastructure and services.



- Public transit also contributes to efficiency in the transportation system, including reduced air pollution and energy consumption.
- Public transit permits choice in transportation, enhancing the Region's quality of life and economy. A portion of a region's population and businesses would prefer to have public transit alternatives available and to travel by public transit. High quality public transit helps provide a high quality of life and contributes to the maintenance and enhancement of the Region's economy.
- Public transit is essential in the Region to meet the travel needs of persons unable to use personal automobile transportation. In the year 2000, approximately 64,300 households, or 8.5 percent of the Region's households, did not have a personal vehicle available and were dependent upon public transit for travel. The accessibility of this portion of the Region's population to the metropolitan area—jobs, health care, shopping and education—is almost entirely dependent upon the extent to which public transit is available, and is reasonably fast, convenient, and affordable.

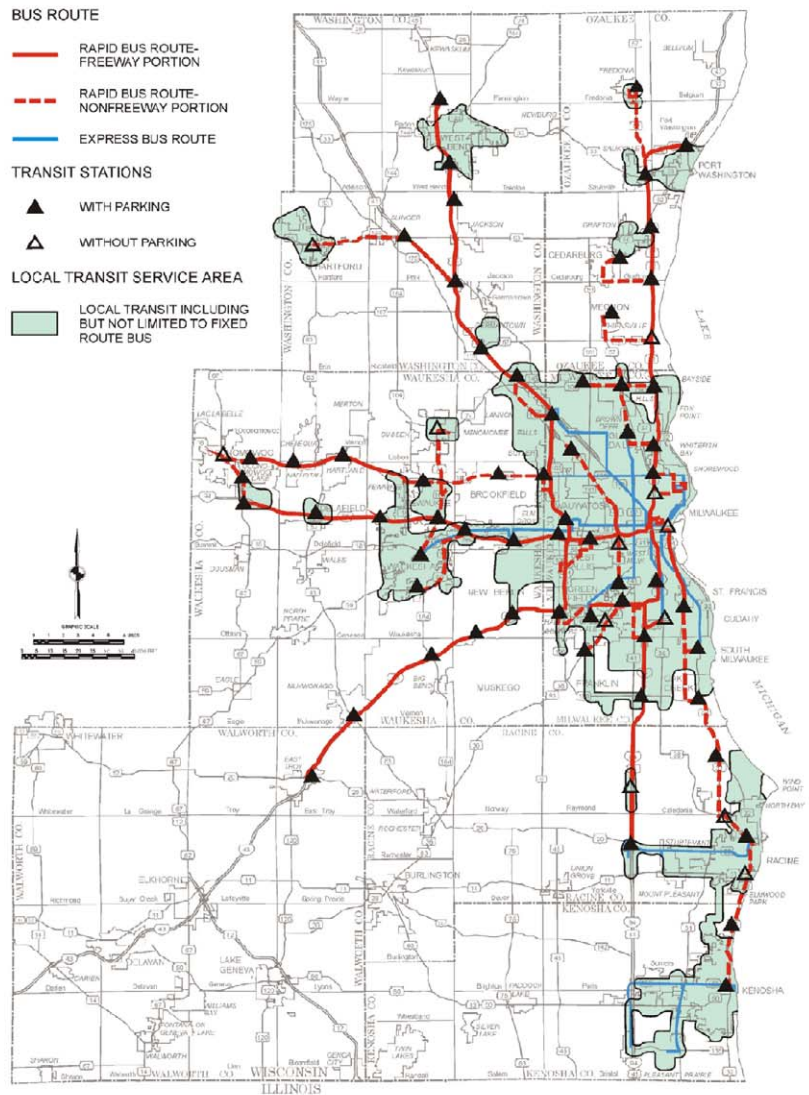
**Rapid Transit Service**

The proposed rapid transit service would consist of buses operating over freeways connecting the Milwaukee central business district, the urbanized areas of the Region, and the urban centers and outlying counties of the Region. Rapid transit bus service would be provided south to Racine and Kenosha, southwest to Mukwonago and East Troy, west to Waukesha and Oconomowoc, northwest to West Bend and Hartford, and north to Cedarburg, Grafton, Saukville, and Port Washington. The proposed rapid transit system would have the following characteristics:

- The bus rapid transit service would operate in both directions during all time periods of the day providing both traditional commuter and reverse-commute service.
- The rapid transit service would operate with some intermediate stops spaced about three to five miles apart to increase accessibility to employment centers and to increase accessibility for reverse-commute travel from residential areas within central Milwaukee County. The stops would provide connections with express transit service, local transit service, or shuttle bus or van service to nearby employment centers.
- The service would operate throughout the day. 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.

Map 5

**PRELIMINARY PROPOSAL FOR PUBLIC TRANSIT TO BE CONSIDERED FOR INCLUSION IN THE REGIONAL TRANSPORTATION SYSTEM PLAN: 2035**



Source: SEWRPC.

An approximately 204 percent increase in rapid transit service is proposed as measured by daily vehicle-miles of bus service, from the 7,900 vehicle-miles of such service provided on an average weekday in the year 2005, to 24,000 vehicle-miles in the plan design year 2035.

**Express Transit Service**

The proposed express transit service would consist of a grid of eight limited-stop, higher-speed routes located largely within Milwaukee County connecting major employment centers and shopping areas, other major activity centers such as General Mitchell International Airport, tourist attractions and entertainment centers, and residential areas. The express routes would replace existing major local bus routes. Stops would typically be spaced about one-quarter mile apart. It is envisioned that this system of limited-stop express service routes would initially consist of buses operating over arterial streets in mixed traffic, and would be upgraded over time to buses operating on reserved street lanes with priority treatment at traffic signals.

As envisioned under the plan:

- The express service would operate in both directions during all periods of the day providing both traditional and reverse commute service.
- The service would generally operate with a stop spacing of about one-quarter mile with one-half mile stop spacing in outlying portions of Milwaukee County and the Milwaukee urbanized area.
- The frequency of service provided would be about every 10 minutes during weekday peak periods, and about every 20 to 30 minutes during weekday off-peak periods and on weekends.
- The overall travel speed provided would be about 16 to 18 miles per hour, a significant improvement over the average 12-miles-per-hour speed provided by the existing local bus transit service.
- No express transit service existed in the Region in 2005. As proposed, about 17,000 vehicle-miles of express transit service would be provided on an average weekday in the Region in the year 2035.

**Local Transit Service**

The improvement and expansion of local bus transit service over arterial and collector streets, with frequent stops throughout the Kenosha, Milwaukee, and Racine urbanized areas is also proposed. Service would be provided on weekdays, and during weekday evenings, Saturdays, and Sundays. An approximately 59 percent increase in local bus service is proposed from the 61,100 vehicle-miles of local bus service provided in 2005 on an average weekday to 97,000 vehicle-miles in the plan design year 2035. The service improvements and expansion proposed include expansion of service area and hours, and improvements in the frequency of local transit service provided, particularly on major local routes. The proposed frequency of local bus service is shown in Table 2.

**Paratransit Service**

Paratransit service is proposed to be provided consistent with the Federal Americans with Disabilities Act (ADA) of 1990. Under the provisions of this Act, all transit vehicles that provide conventional fixed-route transit service must be accessible to persons with disabilities, including those persons using wheelchairs. All public entities operating fixed-route transit systems must also continue to provide paratransit service to those disabled persons within local transit service areas who are unable to use fixed-route transit services consistent with federally specified eligibility and service requirements. The complementary paratransit services must serve any person with a permanent or temporary disability who is unable independently to board, ride, or disembark from an accessible vehicle used to provide fixed-route transit service; who is capable of using an accessible vehicle, but one is not available for the desired trip; or who is unable to travel to or from the boarding or disembarking location of the fixed-route transit service. The planned paratransit service must be available during the same hours and on the same days as the fixed-route transit service, be provided to eligible persons on a "next-day" trip-reservations basis, and not limit service to eligible persons based on restrictions or

Table 1

**PRELIMINARY PROPOSAL FOR PUBLIC TRANSIT ELEMENT TO BE CONSIDERED FOR INCLUSION IN THE YEAR 2035 REGIONAL TRANSPORTATION PLAN**

Average Weekday Transit Service Characteristics	Existing 2005 <sup>a</sup>	Proposed 2035	Proposed Increment	
			Number	Percent Change
Revenue Vehicle-Miles				
Rapid.....	7,900 <sup>b</sup>	24,000	16,100	203.8
Express .....	--	17,000	17,000	--
Local .....	61,100	97,000	35,900	58.8
<b>Total</b>	<b>69,000</b>	<b>138,000</b>	<b>69,000</b>	<b>100.0</b>
Revenue Vehicle -Hours				
Rapid.....	350 <sup>b</sup>	1,100	750	214.3
Express .....	--	1,100	1,100	--
Local .....	4,750	8,900	4,150	87.4
<b>Total</b>	<b>5,100</b>	<b>11,100</b>	<b>6,000</b>	<b>117.6</b>

<sup>a</sup> Estimated.

<sup>b</sup> Includes the existing commuter bus route operated in the Kenosha-Milwaukee-Racine corridor. While portions of this route operate with express stop spacing, the long trips served by, and average operating speeds of, this route are typical of those for rapid service.

Source: SEWRPC.

priorities to trip purpose, and not be operated under capacity constraints which might limit the ability of eligible persons to receive service for a particular trip. The paratransit service fares must be no more than twice the applicable public transit fare per one-way trip for curb-to-curb service.

**Upgrading to Rail Transit or Bus Guideways**

Rapid and express transit service is proposed to initially be provided with buses. This bus service would ultimately be upgraded to commuter rail for rapid transit service and to bus guideway or light rail for express transit service. Map 6 displays four potential future commuter rail lines and six potential future bus guideway/light rail lines within southeastern Wisconsin. Upgrading rapid transit service to commuter rail and express transit service to bus guideway/light rail is essential to meeting the needs for public transit within southeastern Wisconsin. Public transit cannot offer convenient accessibility to metropolitan area services for those without an automobile, offer an attractive alternative in heavily traveled corridors and dense urban activity centers, or provide a true choice for travel if it is caught in traffic congestion, and its travel times are not comparable to those of automobile travel. Upgrading to exclusive guideway transit unaffected by congestion like commuter rail and bus guideways or light rail is essential to meeting the basic needs for public transit in southeastern Wisconsin. Upgrading to exclusive guideway transit may also be expected to promote higher density land development and redevelopment at and around the stations of the exclusive guideway transit facilities, promoting implementation of the regional land use plan.

Local governments, which are the sponsors and operators of transit systems, would determine whether to upgrade to commuter rail for rapid transit service, and to bus guideway/light rail for express transit service by conducting in each of the four potential commuter rail corridors and six potential bus guideway/light rail corridors detailed corridor transit alternatives analysis studies. Such studies are required by the U.S. Department of Transportation, Federal Transit Administration for potential guideway development to be eligible for Federal funding. At the conclusion of the corridor studies, decisions would be made by the concerned local government sponsors whether to provide rapid transit service through buses operating over existing freeways or through commuter rail, and whether to provide express transit service through buses operating over reserved lanes on surface arterials, exclusive bus guideways, or light rail. If a local government sponsor does determine to implement exclusive fixed guideway transit commuter rail or light rail/bus guideway and proceeds to preliminary engineering, the Commission would formally amend the regional plan to include the fixed guideway at the request of the local governmental sponsor.

There are two efforts currently underway in southeastern Wisconsin considering upgrading to fixed guideway transit. Milwaukee County in cooperation with the City of Milwaukee and Wisconsin Center District is conducting the Milwaukee downtown connector study which is considering implementation of express transit electric bus guideway technology and buses operating in reserved street lanes. Rapid transit commuter rail in the Milwaukee-Racine-Kenosha corridor was recommended for implementation at the conclusion of a corridor transit alternatives analysis study. The Counties and Cities of Milwaukee, Racine, and Kenosha are currently conducting further study addressing funding and refinement of the proposed commuter rail extension. The 2005-2007 State budget included legislation creating a three County regional transit authority for Kenosha, Milwaukee, and Racine Counties, which would be the operator of the proposed commuter rail service.

**Summary and Conclusions—Public Transit**

The proposed expansion of public transit in southeastern Wisconsin would represent a near doubling of transit service in southeastern Wisconsin by the year 2035. As shown in Figure 1, this would entail about a 2.5 percent annual increase in transit service to the year 2035, or about the same level of annual increase as proposed under the year 2020 plan. Significant implementation of the year 2020 plan occurred between 1997 and 2000 as transit service expanded by over 25 percent. However due to State and local budget problems, transit service was significantly reduced from 2000 to 2005.

Implementation of this proposed expansion is dependent upon the continued commitment of the State to be a partner in the maintenance, improvement and expansion, and attendant funding of public transit. The State has historically funded 40 to 45 percent of transit operating costs, and has increased funding to address inflation in the cost of providing public transit, and to provide for transit improvement and expansion. State transit funding to the Milwaukee County Transit System increased by 29 percent from 1995 to 2000 and by 70 percent for all other transit systems in the Region, but only by 5 percent between 2000 and 2005 for the Milwaukee County Transit System and by 12 percent for all other transit systems. In comparison, local funding of public transit increased between 1995 and 2000 by 30 percent for the Milwaukee County Transit System and by 62 percent for other transit systems in the Region, and increased between 2000 and 2005 by 20 percent for the Milwaukee County Transit System and 73 percent for other transit systems in

Table 2

**PRELIMINARY PROPOSAL FOR FREQUENCY OF LOCAL BUS SERVICE TO BE CONSIDERED FOR INCLUSION IN THE YEAR 2035 REGIONAL TRANSPORTATION PLAN**

Area	Average Weekday Headways on Local Bus Service (minutes)		
	Morning and Afternoon Peak Periods	Midday Off-peak Period	Evening Off-peak Period
Within Milwaukee County			
Central Milwaukee County.....	5-15	10-20	15-20
Remainder of Milwaukee County.....	15-20	20-30	20-60
Outside Milwaukee County....	15-30	30-60	30-60

Source: SEWRPC.

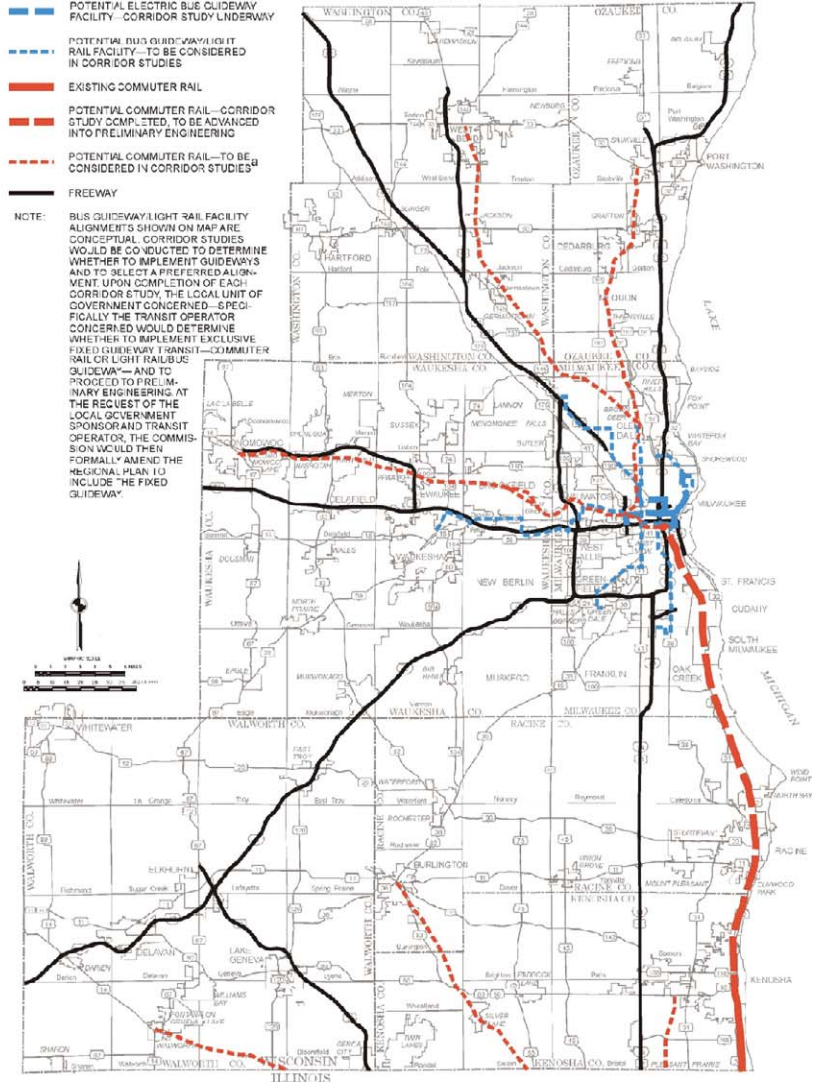
the Region. The 2003-2005 State budget provided no funding increase for public transit Statewide and the 2005-2007 budget only provides a 2 percent annual increase. An annual 4 to 5 percent increase may be essential to address rising costs, including inflation and real increases in fuel costs, and to support system improvement and expansion.

Implementation of the proposed expansion of public transit in southeastern Wisconsin will also be dependent upon attaining dedicated local funding for public transit. The local share of funding of public transit in southeastern Wisconsin is provided through county or municipal budgets, and represents about 15 percent of the total operating costs and 20 percent of total capital costs of public transit. Thus, the local share of funding public transit is largely provided by property taxes, and public transit must annually compete with mandated services and projects. Increasingly, due to the constraints in property tax based funding, counties and municipalities have found it difficult to provide funding to address transit needs, and to respond to shortages in Federal and State funding. Most public transit systems nationwide have dedicated local funding, typically a sales tax of 0.25 to 1.0 percent. A sales tax provides funding which should increase with inflation and area growth, thereby addressing funding needs attendant to inflation in the costs of providing public transit and transit system expansion.

The development of a regional transit authority could also assist in implementing the proposed transit system expansion. A number of the proposed transit services extend across city and county boundaries. A regional transit authority could assist in the implementation of these proposed services.

Map 6

**PRELIMINARY PROPOSAL FOR RAPID TRANSIT COMMUTER RAIL AND EXPRESS TRANSIT BUS GUIDEWAY/LIGHT RAIL LINES**



Source: SEWRPC.

**Preliminary Proposals for Bicycle and Pedestrian Facilities**

Preliminary proposals for bicycle and pedestrian facilities are intended to promote safe accommodation of bicycle and pedestrian travel, and encourage bicycle and pedestrian travel as an alternative to personal vehicle travel. The preliminary proposals envision that as the surface arterial street system of 3,300 miles in the Region is resurfaced and reconstructed segment-by-segment, the provision of accommodation for bicycle travel would be considered and implemented, if feasible, through bicycle lanes, widened outside travel lanes, widened shoulders, or separate bicycle paths. The surface arterial street system of the Region provides a network of direct travel routes serving virtually all travel origins and destinations within Southeastern Wisconsin. Arterial streets and highways, particularly those with high-speed traffic or heavy volumes of truck or transit vehicle traffic, require improvements such as extra-wide outside travel lanes, paved shoulders, bicycle lanes, or a separate bicycle path in order to safely accommodate bicycle travel. Land access and collector streets, because of low traffic volumes and speeds, are capable of accommodating bicycle travel with no special accommodation for bicycle travel.

The level and unit of government responsible for constructing and maintaining the surface arterial street or highway should have responsibility for constructing, maintaining, and funding the associated bicycle facility. A detailed evaluation of the alternatives for accommodation of bicycles on surface arterial streets or highways should necessarily be conducted by the responsible level and unit of

government as part of the engineering for the resurfacing, reconstruction, and new construction of each segment of surface arterial. It is proposed that the Regional Planning Commission prepare an assessment of the priority of need for bicycle accommodation on each segment of the surface arterial street and highway system considering such factors as traffic volume, composition, speed, and congestion.

It is also proposed that a system of off-street bicycle paths be provided between the Kenosha, Milwaukee, and Racine urbanized areas and the cities and villages within the Region with a population of 5,000 or more located outside these three urbanized areas. This system of off-street bicycle paths was initially also proposed in the adopted park and open space plans prepared by the Commission for each of the seven counties of the Region. These off-street bicycle paths would be located in natural resource and utility corridors and are intended to provide reasonably direct connections between the Region's urbanized and small urban areas on safe and aesthetically attractive routes with separation from motor vehicle traffic. Some on-street bicycle connections will be required to connect segments of this system of off-street paths. These connections if provided over surface arterials would include some type of bicycle accommodation—paved shoulders, extra-wide outside travel lanes, bicycle lanes, or separate parallel bicycle paths—or if provided over a nonarterial collector or land access street would require no special accommodation. The proposed system of on- and off-street bicycle facilities is shown on Map 7, and includes 575 miles of off-street bicycle paths with 147 miles of surface arterial and 83 miles of nonarterial connections. Approximately 203 miles of the planned 575 miles of off-street bicycle paths currently exist. Also shown on Map 7 is the surface arterial street and highway system within the Region proposed to be provided with bicycle accommodation.

The pedestrian facilities portion of the proposed bicycle and pedestrian facilities plan element is envisioned as a policy plan, rather than a system plan. It proposes that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities in southeastern Wisconsin adopt and follow a series of recommended standards and guidelines with regard to the development of those facilities, particularly within planned neighborhood units. These standards include the provision of sidewalks in the urban portions of the Region.

### Preliminary Proposals for Transportation Systems Management

Preliminary proposals for transportation systems management for possible inclusion in the year 2035 regional transportation plan include measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency, including: freeway traffic management, surface arterial street and highway traffic management, and major activity center parking management and guidance.

#### Freeway Traffic Management

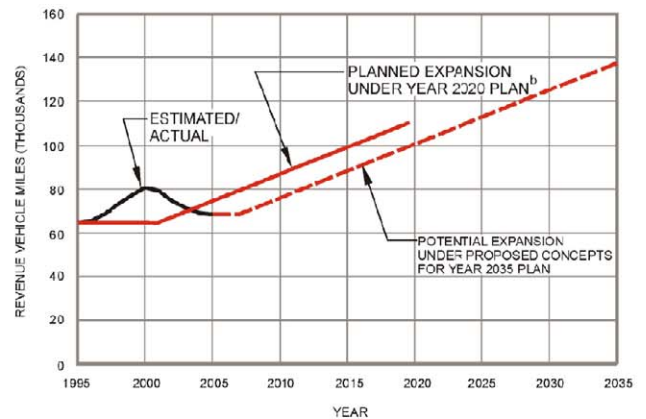
Proposed measures to improve the operation and management of the regional freeway system include operational control, advisory information, and incident management measures, as well as a traffic operations center supporting these measures. Essential to achieving freeway operational control, advisory information, and incident management is the WisDOT traffic operations center (TOC) in the City of Milwaukee. At the TOC all freeway segments in the Milwaukee area are monitored, freeway operational control and advisory information is determined, and incident management detection and confirmation is conducted. The TOC is important to the safe and efficient operation of the regional freeway system and is in operation from 6:00 a.m. to 12:00 midnight, 365 days a year and will be expanded to 24 hour operation in the summer of 2005.

#### Operational Control

Measures to improve freeway operation during average weekday peak traffic periods and during minor and major incidents through monitoring of freeway operating conditions and control of entering freeway traffic include traffic detectors, freeway on-ramp-meters, and ramp-meter control strategy. Traffic detectors measure the speed, volume, and density of freeway traffic, and are used in operational control, as well as advisory information and incident management. Existing freeway system traffic detectors consist of detectors embedded in the pavement at one-half mile intervals on the freeways in Milwaukee County and on IH 94 in Waukesha County, and at about one to two mile intervals on IH 94 in Kenosha and Racine Counties. The data collected from these traffic detectors is monitored by the WisDOT at the TOC for the purposes of detecting freeway system travel speed and time, traffic congestion, traffic flow breakdowns, and incidents. Freeway ramp-meter traffic entry rates can be modified based upon the traffic volume and congestion

Figure 1

HISTORIC AND PROPOSED VEHICLE-MILES OF PUBLIC TRANSIT SERVICE ON AN AVERAGE WEEKDAY IN THE SOUTHEASTERN WISCONSIN REGION: 1995-2035<sup>a</sup>



<sup>a</sup> Estimates of average weekday year 2004 and year 2005 transit vehicle-miles of transit service are preliminary and are based upon annual service data and budget information reported by the transit operators.

<sup>b</sup> The year 2020 plan assumed implementation would not be expected for several years following completion of the plan in 1997, as implementation of the plan would be dependent upon available funding—particularly a dedicated funding source.

Source: SEWRPC.

indicated by the traffic detectors. Travel information on traffic congestion and delays can be provided to freeway system users through the WisDOT website and on variable message signs. Traffic speeds and congestion indicated by traffic detectors can instantaneously identify the presence of a freeway incident. It is proposed that existing freeway system traffic detectors be maintained, and that traffic detectors be installed on the freeway system throughout the Region at one-half mile intervals.

Ramp-meters are traffic signals located on freeway entrance ramps or, in some cases, freeway-to-freeway entrance ramps, and are used to control the rate of entry of vehicles onto a freeway segment to achieve more efficient operation of the adjacent freeway segment and the downstream freeway system. To encourage ridesharing and transit use, preferential access for high-occupancy vehicles is provided at ramp-meter locations to allow the high-occupancy vehicles to bypass traffic waiting at a ramp-metering signal. There are 120 freeway on-ramps currently in the Milwaukee area equipped with ramp-meters. Buses and high-occupancy vehicles currently receive preferential access at 62 of the 120 on-ramp-meter locations. It is proposed that ramp-meters be installed on all freeway on-ramps within the Region with high-occupancy vehicle preferential access provided at all metered ramps, particularly those which would be used by existing and planned public transit.

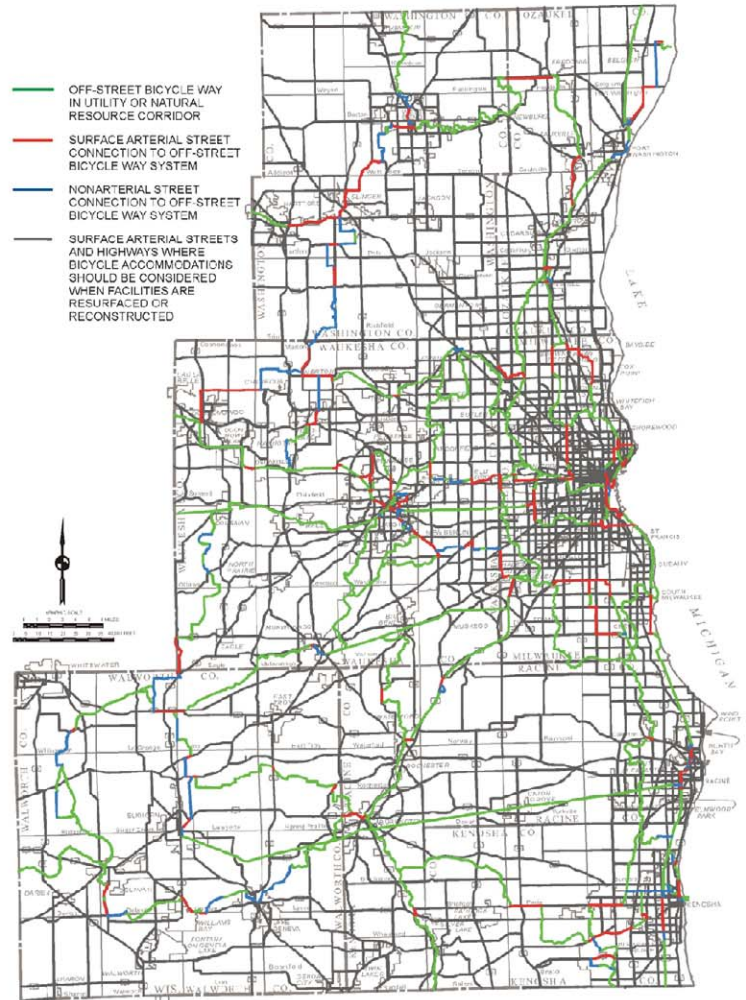
Another element of freeway operational control is the strategy used in the operational control of ramp-meters. The existing ramp-meters on the southeastern Wisconsin freeway system are controlled in two ways. Some are controlled in a "pre-timed" mode, operating during specified peak traffic hours of the weekday at specified release rates of vehicles. Others are controlled as well during specified peak traffic hours of the weekday, but the vehicle release rates are based upon adjacent freeway system traffic volume and congestion. It is proposed that the strategy of controlling ramp-meters through consideration of adjacent congestion be expanded throughout the freeway system, and that an operational control strategy be considered which would consider downstream freeway traffic congestion and seek to minimize total travel delay on the freeway system while providing for equitable average and maximum delays at each ramp-meter, and avoiding the extension of vehicle queues onto surface streets. It is also proposed that the need for expanded vehicle storage on freeway on-ramps be considered, and addressed, during the reconstruction of the regional freeway system.

Advisory Information Measures

Providing advisory information to motorists is an integral part of providing an efficient street and highway system. By providing information on current travel conditions, motorists can choose travel routes which are more efficient for their travel, and the result is a more efficient transportation system. Advisory information measures include permanent variable message signs (VMS), the WisDOT website, and provision of information to the media. The WisDOT uses the permanent VMS to provide real time information to travelers about downstream freeway traffic conditions, such as current travel times to selected areas, information about lane and ramp closures, and where travel delays begin and end. There are 23 permanent VMS located on the freeway system, primarily in the Milwaukee area, and 13 on surface arterials which connect with the freeway system primarily located in western Milwaukee County. It is proposed that variable message signs be provided on the entire freeway system, and on surface arterials leading to the most heavily used freeway system on-ramps.

Map 7

**PRELIMINARY PROPOSAL FOR OFF-STREET BICYCLE PATHS AND SURFACE ARTERIAL STREET AND HIGHWAY SYSTEM BICYCLE ACCOMMODATION**



Source: SEWRPC.

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The WisDOT also provides substantial information about current freeway system traffic conditions on a website using data collected from freeway system traffic detectors. The information includes maps depicting the current level of freeway traffic congestion and the locations of confirmed incidents, views of freeway system traffic available from the freeway system closed circuit television camera network, and current travel times and delays on the major freeway segments in the Milwaukee area. The data on the website is also available to the media and used in daily radio and television broadcasts. It is proposed that WisDOT continue to enhance and expand the information provided on its website and to the media, and consider deployment of a regional 511 traveler information system which would allow the public to dial "511" and receive automated messages about current travel conditions along their desired route through a series of predetermined automated menus.

#### *Incident Management Measures*

Incident management measures have as their objective the timely detection, confirmation, and removal of freeway incidents. As noted earlier, the WisDOT freeway system TOC and freeway system traffic volume detectors are essential to incident management, as well as freeway operational control and advisory information. Other incident management measures include closed circuit television, enhanced freeway location reference markers, freeway service patrols, crash investigation sites, the Traffic Incident Management Enhancement Program, ramp closure devices, and alternate route designations.

Closed-circuit television (CCTV) cameras provide live video images to the WisDOT and the Milwaukee County Sheriff's Department which allow for the rapid confirmation of congested areas and the presence of an incident, immediate determination of the appropriate response to the incident and direction of the proper equipment to be deployed in response to the incident. There are currently 83 closed-circuit television cameras on the southeastern Wisconsin freeway system, covering Milwaukee County freeways, IH 94 and USH 41/45 in eastern Waukesha County, and IH 94 in Kenosha and Racine Counties. It is proposed that the CCTV camera network be provided on the entire regional freeway system.

Enhanced reference markers assist motorists in identifying specific locations along a freeway segment when reporting incidents. These markers are typically small signs provided at one-tenth mile intervals along the freeway system which typically display the highway shield and mile marker. Enhanced reference markers are currently provided in Milwaukee County in the freeway median at each one-tenth mile on USH 45 from the Zoo Interchange to the Milwaukee-Waukesha County line, and on IH 94 from the Mitchell Interchange to the Illinois-Wisconsin State line, including the freeway segments of IH 94 in Kenosha and Racine Counties. It is proposed that enhanced reference markers be provided on the entire regional freeway system.

Freeway service patrols provide for rapid removal of disabled vehicles and initial response to clearing incidents. Freeway service patrols consist of specially equipped vehicles designed to assist disabled motorists and assist in clearance of incidents. Freeway service patrol vehicles may be equipped to provide limited towing assistance, as well as minor services such as fuel, oil, water, and minor mechanical repairs. Freeway service patrols currently operate in a limited role on the Milwaukee County freeway system and on IH 94 in Kenosha, Racine, and Waukesha Counties. In each of these four counties, service patrols operate during weekday peak traffic periods. In Milwaukee County service patrols also operate all day during weekdays, and in Kenosha and Racine Counties, service patrols also operate all day during weekends. In Kenosha, Racine, and Waukesha Counties, one service patrol vehicle serves 12 to 15 miles of freeways, and in Milwaukee County one service patrol vehicle serves 70 miles of freeways. Expansion of the freeway service patrol is recommended to serve the entire regional freeway system, and to provide greater coverage including all day weekday and weekend service, evening service, and increased vehicle coverage of one vehicle per 12 to 15 miles of freeway.

Crash investigation sites are designated safe zones for distressed motorists to relocate to if they are involved in a crash or an incident on the freeway. There are 35 crash investigation sites on the southeastern Wisconsin freeway system, with the largest concentration—24 of the 35, or about 69 percent—located on the system in Milwaukee County. It is proposed that the WisDOT evaluate the extent of use and attendant benefits of existing crash investigation sites, and consider expansion as needed to serve the entire regional freeway system.

The Traffic Incident Management Enhancement (TIME) Program, sponsored by the WisDOT, has served to bring together, and coordinate, the transportation engineering, law enforcement, media, emergency responders, transit, tow and recovery, and other freeway system operational interests at monthly meetings. The goals of the TIME program are to improve and enhance freeway incident management, improve freeway safety, and enhance the quality and efficiency of freeway travel. It is proposed that the TIME program continue to be operated and sponsored by WisDOT.

Ramp closure devices have been deployed on IH 94 in Kenosha, Racine, and Waukesha Counties. The ramp closure devices are either Type III barricades or swing arm gates. These ramp closure devices allow for the closure of freeway on-ramps during planned and unplanned major incidents, such as special events and severe inclement weather. It is proposed that WisDOT evaluate the use and attendant benefits of existing ramp closure devices, and consider their application throughout the Region.

Alternate routes are designated, clearly marked and signed surface arterial street and highway routes which generally parallel freeway segments. These routes would be intended to be used by motorists during major freeway incidents and ramp closures and

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during particularly extreme congestion. Motorists would be directed through advisory information to these routes during major incidents and periods of particularly extreme congestion. It is proposed that WisDOT and the Regional Planning Commission, together with the concerned and affected local governments, examine the potential for the designation of alternative routes, and consider implementation of a pilot effort in a designated corridor.

#### ***Surface Arterial Street and Highway Traffic Management***

This group of proposed transportation system management measures would attempt to improve the operation and management of the regional surface arterial street and highway network, and include improved traffic signal coordination, intersection traffic engineering improvements, curb lane parking restrictions, access management, and advisory information.

Coordinated traffic signal systems provide for the efficient progression of traffic along arterial streets and highways allowing motorists to travel through multiple signalized intersections along an arterial route at the speed limit minimizing or eliminating the number of stops at signalized intersections. In the Region, coordinated traffic signal systems currently generally range from systems comprising two traffic signals to systems comprising about 100 traffic signals. Approximately 1,100 of the 1,700 traffic signals in the Region, or about 65 percent, are part of a coordinated signal system. It is proposed that Commission staff work with State and local government to document existing and planned arterial street and highway system traffic signals and traffic signal systems, and develop recommendations for improvement and expansion of coordinated signal systems.

It is also proposed that State and local governments aggressively consider and implement needed individual arterial street and highway intersection improvements, such as adding right- and/or left-turn lanes; improvements in the type of traffic control deployed at the intersection, including two- or four-way stop control, roundabouts, or signalization; or improvements in signal timing at individual signalized intersections. This measure proposes that State, county, and municipal governments each prepare a prioritized short-range (two to six year) program of arterial street and highway intersection improvements under their jurisdiction, pursue aggressive implementation of the programs, and review and update the programs every two to five years.

It is also proposed that local governments consider implementation of curb-lane parking restrictions during peak traffic periods in the peak traffic direction as traffic volumes and congestion increase. These parking restrictions would be implemented rather than the widening with additional lanes or construction of new arterial streets.

Access management is also proposed to improve transportation systems operations and provide for full use of roadway capacity. Access management involves applying standards for the location, spacing, and operation of driveways, median openings, and street connections. It is proposed that State, county, and municipal governmental units with arterial streets and highways under their jurisdiction adopt access management standards, consider and implement these standards as development takes place along arterials under their jurisdiction, and prepare and implement access management plans along arterials which currently are developed and have access which violates these standards.

Advisory information should also be provided to motorists concerning the surface arterial street and highway network in the Region. It is recommended that the WisDOT improve and expand the data provided on its website (travel times, congestion maps, and camera images) concerning freeway travel to include surface arterial street and highway travel, beginning with the pilot route designated as an alternative route to a segment of the freeway system.

#### ***Major Activity Center Parking Management and Guidance***

Another proposed transportation system management measure would attempt to improve traffic operation conditions by reducing the traffic circulation of motorists seeking parking in major activity centers. The City of Milwaukee currently has an initiative to construct a SummerFest shuttle bus parking management and guidance system. This initiative would provide static and dynamic signing indicating the location of parking structures and the availability of parking in those structures for a number of parking structures in the central business district (CBD) which are near SummerFest shuttle bus routes. This proposed measure supports the City of Milwaukee initiative and proposes expansion of parking management and guidance systems to incorporate all of the Milwaukee CBD at all times of the year.

#### ***Regional Transportation Operations Program***

It is also proposed that WisDOT in cooperation with SEWRPC and all transportation system operators in the Region work to prepare a Regional Transportation Operation Program (RTOP). It is envisioned that the RTOP would program high priority short-range (three to five year) operational improvement projects for implementation, in part based upon the transportation systems management recommendations in the regional transportation system plan.

#### ***Preliminary Proposals for Travel Demand Management***

Preliminary proposals for travel demand management measures for possible inclusion in the year 2035 regional transportation plan include measures intended to reduce personal and vehicular travel or to shift such travel to alternative times and routes, allowing for



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more efficient use of the existing capacity of the transportation system. These measures are in addition to the public transit and pedestrian and bicycle measures previously described.

Seven categories of travel demand management measures are proposed for inclusion in the year 2035 plan: high-occupancy vehicle preferential treatment, park-ride lots, transit pricing, personal vehicle pricing, travel demand management promotion, transit information and marketing, and detailed site-specific neighborhood and major activity center land use plans.

### ***High-Occupancy Vehicle Preferential Treatment***

This group of proposed travel demand management measures would attempt to provide preferential treatment for transit vehicles, vanpools, and carpools on the existing arterial street and highway system. The proposed preferential treatment category consists of four specific travel demand management measures: the provision of high-occupancy vehicle (HOV) queue bypass lanes at metered freeway on-ramps; reserved bus lanes along congested surface arterial streets and highways; transit priority signal systems; and preferential carpool and vanpool parking.

The provision of HOV queue bypass lanes at metered freeway on-ramps currently exists at 62 of the 120 metered freeway on-ramp locations within the Milwaukee area. The proposed travel demand management measure recommends that consideration be given to providing HOV bypass lanes at all existing metered freeway on-ramps within the Region, dependent upon right-of-way and on-ramp geometric design constraints, as well as consideration of HOV bypass lanes at all future ramp-meter locations throughout southeastern Wisconsin. For this measure to be truly effective, strict enforcement of HOV bypass lanes will be required.

Reserved bus lanes similar to those along Blue Mound Road in Waukesha County allow transit vehicles to bypass vehicle queues attendant to traffic signals on congested arterial streets and highways. These reserved lanes may be expected to reduce transit travel times and improve transit travel time reliability during peak travel periods. This proposed travel demand management measure would expand the use of reserved bus lanes throughout the Region on the congested surface arterial streets and highways which currently, or may be expected in the future, to accommodate express and major local transit routes, and on the surface arterial portion of rapid transit routes.

The third proposed travel demand management measure within the high-occupancy vehicle preferential treatment category is transit priority signal systems. This proposed measure would allow transit vehicles to extend the end of the green phase of traffic signals as they approach a signalized intersection. This proposed measure would include transit priority signal systems along all express and major local transit routes, and the surface arterial portion of rapid transit routes within the Region.

The fourth proposed travel demand management measure within the high-occupancy vehicle preferential treatment category is preferential carpool and vanpool parking. This proposed measure would be voluntary and would propose that employers providing free/subsidized parking for their employees consider providing and enforcing preferential parking for those employees who carpool or vanpool to the employment site. This proposed measure may reduce vehicle trips by encouraging ridesharing.

### ***Park-Ride Lots***

To promote carpooling and the resultant more efficient use of the Region's transportation system, a network of park-ride lots are proposed to facilitate carpooling. Map 8 shows the proposed system of park-ride lots including existing park-ride lots and those proposed to be served by public transit. Park-ride lots are proposed along all major routes at their major intersections and interchanges where sufficient demand may be expected to warrant provision of an off-street parking facility.

### ***Transit Pricing***

This group of proposed travel demand management measures would build upon existing transit pricing programs conducted by the transit operators in the Region. The proposed transit pricing category consists of three specific travel demand management measures: annual transit pass programs, monthly or weekly pass programs, and vanpool programs.

The Milwaukee County Transit System has implemented a pass system at four colleges and universities which provides for free transit use with a reduced fee included in student tuition and fees. This annual transit pass program should be expanded to include the other local public transit operators in the Region and additional colleges and universities within the Region. This annual pass program should also be expanded to employers, with the Region's transit operators negotiating an annual fee with individual employers, which would allow those employers to provide each employee with an annual transit pass.

Monthly or weekly discount pass programs currently exist for three of the Region's public transit operators—the Milwaukee County Transit System, the Racine Belle Urban System, and the Waukesha Metro Transit System. This proposed monthly or weekly pass program would allow employers to offer their employees discounted monthly or weekly passes, where the employer and the transit operator have negotiated an agreement in which they both agree to subsidize a portion of the monthly or weekly pass.

The third proposed travel demand management measure within the transit pricing category is expansion of existing vanpool programs. Currently, the Milwaukee County Transit System operates a vanpool program with about 20 vanpools in which a group of employees who live in the same general area split the operation, maintenance, and a portion of the capital costs—currently 20 percent—of a van. Currently, the Milwaukee County Transit System vanpool program requires one end of the work trip to be in Kenosha, Milwaukee, Ozaukee, Racine, Washington, or Waukesha Counties, and that one end of the work trip is outside the regular Milwaukee County Transit System service area.

**Personal Vehicle Pricing**

The proposed personal vehicle pricing group of travel demand management measures would propose to allocate a larger percentage of the full costs of construction, maintenance, and operation of street and highway facilities and services directly on the users of the system. The proposed personal vehicle pricing category consists of two specific travel demand management measures—cash-out of employer-paid parking and auto pricing.

Cash-out of employee paid parking would propose that employers currently providing free/subsidized parking to employees would voluntarily begin charging their employees the market value of parking. Employers could offset the additional cost of parking through cash payment or salary increases to employees. This proposed measure would also allow employers to subsidize all, or a portion of, the parking costs for employees who carpool or vanpool to the employment site. This proposed measure would potentially reduce vehicle-trips and vehicle-miles of travel through the increased use of transit, ridesharing, walking, and bicycling, as some employees may "pocket" the cash payment and use other modes of travel.

The second proposed travel demand management measure within the personal vehicle pricing category encourages the continued and expanded use of user fees to pay the costs of construction, maintenance, and operation of street and highway facilities and services. Currently, user fees primarily include the Federal and State motor fuel tax and vehicle registration fees. These user fees currently fund 100 percent of the costs associated with State highways and about 20 to 25 percent of the costs associated with county and municipal streets and highways. There is substantial and growing opposition to increases in motor fuel taxes. In addition, there is the potential in the future for technological advances, such as increased fuel efficiency and alternative fuels, to render the current motor fuel tax obsolete. However, there is merit in having the users of the transportation system pay the actual costs of constructing, maintaining, and operating the transportation system. Travel behavior is affected by the cost of travel, and user fees can encourage more efficient travel.

**Travel Demand Management Promotion**

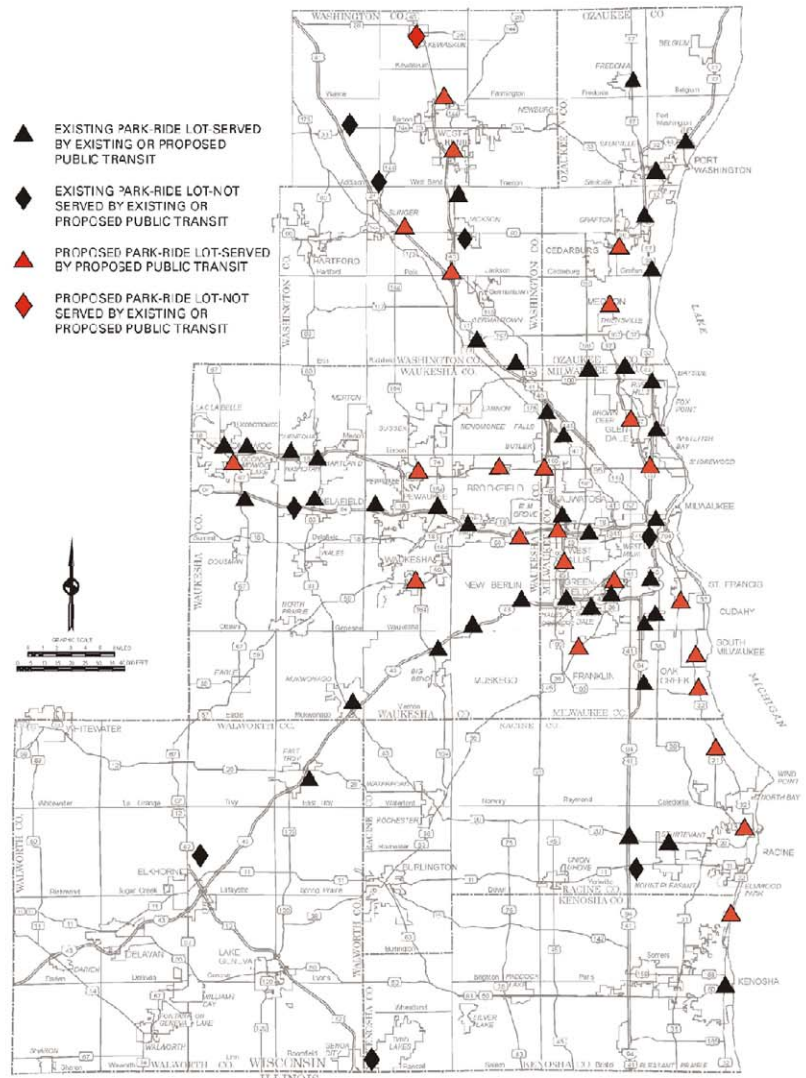
A regionwide program to aggressively promote transit use, bicycle use, ridesharing, pedestrian travel, telecommuting, and work-time rescheduling, including compressed work weeks is proposed to encourage alternatives to drive alone personal vehicle travel. The program would include education, marketing, and promotion elements.

**Transit Information and Marketing**

Proposed transit information and marketing measures would include the continuation and expansion of the joint marketing efforts of the transit operators within southeastern Wisconsin. It is also proposed that a single website be developed in which transit users could

Map 8

**PRELIMINARY PROPOSED PARK-RIDE LOTS WITHIN SOUTHEASTERN WISCONSIN FOR CONSIDERATION FOR INCLUSION IN YEAR 2035 REGIONAL TRANSPORTATION PLAN**



Source: SEWRPC.

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access all necessary information for each transit system in southeastern Wisconsin. This proposed website would allow a potential transit user to enter such information as beginning and ending addresses of a desired trip within the Region, and then would display the most feasible transit routing of the desired trip including all fares, transfers, and schedules.

The third proposed transit information and marketing measure is real-time travel information. This proposed measure would utilize global positioning system (GPS) data to provide real-time transit information to transit riders at transit centers and transit stops, including transit vehicle arrival times, and real-time maps, showing where on the route a transit vehicle is currently located.

#### ***Detailed Site-Specific Neighborhood and Major Activity Center Land Use Plans***

The preparation and implementation by local governmental units of detailed, site-specific neighborhood and major activity center plans to facilitate travel by transit, bicycle, and pedestrian movement and reduce dependence on automobile travel is proposed, as recommended in the regional land use plan.

#### **WHAT'S AHEAD...**

The following are the key remaining milestones, and when each is expected to be completed:

- Consideration and evaluation of transportation system plan alternatives—Summer/Fall 2005.
- Fourth series of public meetings—Winter 2005/2006.
- Development of final recommended transportation system plan—Winter 2005/Spring 2006.
- Adoption of transportation system plan—Spring 2006.

#### **PUBLIC INVOLVEMENT IN THE REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN REVIEW AND UPDATE PROCESS**

The Commission will work throughout the plan review and update process to inform units of government and the general public about plan development, and will work to obtain input on land use and transportation system needs and problems, and land use and transportation system alternatives. Land use and transportation system plans—alternative, preliminary, and final recommended plans—will attempt to incorporate the input received from elected officials and the general public.

The following are means that will be used by the Commission to inform interested persons and groups about the progress of the plan review and update and the issues under consideration, and to encourage the sharing of comments and perspectives.

- A website—[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)—has been established as a source of information regarding the review and update of the regional land use and transportation system plans. The website includes notifications of upcoming meetings, summary information on work progress, and an opportunity to submit comments. Draft plan materials and Advisory Committee agendas, minutes, and materials are posted as they become available.
- A series of newsletters—this being the third—will be produced and distributed, including at public meetings and on the website noted above.
- Public meetings will be held throughout the Region, with the third series announced on the front page of this newsletter. Four series of meetings will be held: the first series at the initiation of the review and update of the plans; the second series following analysis of land use and transportation inventory data, and early in the development of the regional land use plan and transportation plan; the third series upon the development of the preliminary recommended regional land use plan and during the initial consideration of transportation plan alternatives; and, the fourth series during the consideration and evaluation of alternative transportation system plans.
- The Advisory Committees on Regional Land Use Planning and Regional Transportation System Planning will meet throughout the review and update of the regional land use and transportation plans. The Advisory Committees are comprised primarily of local officials from the Region, providing a link to the municipalities and counties that the Advisory Committee members represent.
- The Commission will seek opportunities to notify and inform the Region's population, and obtain their input. Outreach efforts will particularly be made to notify and inform, and obtain input from, low-income and minority populations—including the African American, Hispanic, Hmong, and Native American communities. Commission staff is available to provide briefings and receive comments from all interested persons, community and other groups, and units of government.

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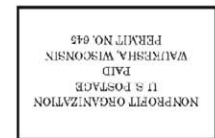
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## CONTACT INFORMATION

The following is contact information should a person wish to submit a comment, obtain additional information, or to request a briefing:

Website: [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)  
E-mail: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
Phone: (262) 547-6721  
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W239 N1812 Rockwood Drive  
Waukesha, WI 53187

This newsletter was mailed directly to a list of individuals and organizations that have expressed interest in receiving such information. If you did not receive this newsletter directly, and would like to receive future issues directly, please contact the Commission using the contact information above.



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**From:** Karyn Rotker [mailto:krotker@aclu-wi.org]  
**Sent:** Friday, September 30, 2005 12:13 PM  
**To:** Gary K. Korb; Kenneth R. Yunker  
**Cc:** Patricia McManus; Dennis Grzesinski; Aricka Evans; Bob Trimmier; Gretchen Schuldt; Henry Hamilton; Joel Rast; Kori Schneider  
**Subject:** follow up on 9/23/05 meeting

Ken, Gary:

I am sending this to follow up on our meeting last week. We discussed meeting again in late October or early November. We are hoping that before that time, you will have looked into the following issues so we can move forward on them.

1) **Community Involvement:** You agreed to review CATS community involvement and mobility task forces; research other community involvement committees from other communities; develop proposal to institutionalize community involvement throughout the region (and not just in Milwaukee). We also discussed the need for SEWRPC to do better and more extensive outreach, including outreach through the media, to explain the significance of its plans and the importance to our communities.

2) **Transportation and Jobs:** review information (such as Joel Rast's study <http://www.uwm.edu/Dept/CED/publications/transport04.pdf>) on the spatial mismatch between transportation and jobs for low income and minority communities, and determine whether the 2035 transit plan incorporates this kind of analysis or whether that needs to be reconsidered.

3) **Transportation update:** the 2035 plan calls for much more development of alternatives to highway expansion - given that, plus rising gas prices, plus (what New Orleans made very clear) the limited transportation options of low income and minority communities, plus the recent cutbacks in transit service and fare increases - all highway expansion - including the I-94 widening in Milwaukee - needs to be reconsidered. I draw your attention to a UWM study showing that persons of color in Milwaukee are much less likely than whites to have drivers licenses, data which also needs to be considered in any environmental justice analysis. <http://www.uwm.edu/Dept/ET/barriers/DriversLicense.pdf> I also call your attention to several letters in yesterday's Milwaukee Journal Sentinel, which highlight some of these concerns, and remind you that we also discussed your meeting with the paper's editorial board to try to bring out the need for transit improvements: <http://www.jsonline.com/news/editorials/sep05/3e9240.asp>

3) **Demographic Data:** need to develop demographic data by race - and have it as detailed as the other data used in the population study (like gender and age data) before planning on land use or transportation goes forward

4) **Qualitative data:** need a plan for what kind of qualitative data on actual conditions in low income and minority communities would be useful for transportation and land use planning, and how to obtain (and act upon) that information (this includes issues like health concerns and how people's actual experiences - like lack of air conditioning in homes - affect their health conditions)

5) **Housing study:** need to ensure meaningful community involvement to look at housing throughout the region - including issues of concern to low income, minority and disabled communities. Please let us know if you have any questions.

Karyn

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Karyn L. Rotker  
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**From:** Gary K. Korb  
**Sent:** Tuesday, October 18, 2005 2:44 PM  
**To:** krotker@aclu-wi.org  
**Cc:** Kenneth R. Yunker  
**Subject:** follow up on 9/23/05 meeting

Karyn:

Your taking the time for follow-up is appreciated. We are exploring the topics on your list, and suggest that these six topics be the agenda items at our next meeting. Given our schedules and the fact that we will have met with a couple of the groups individually during the interim, we would suggest the following time slots as possibilities for getting together in mid-November: 11/15 AM, 11/16AM, 11/17 AM or PM, 11/18 AM.

Please let us know when you have successfully polled others as to preference.

Thank you,

Gary

MATERIALS PROVIDED IN RESPONSE TO SEPTEMBER 30, E-MAIL REQUEST

CHARACTERISTICS OF MPO PUBLIC INVOLVEMENT ADVISORY BODIES\*

MPO Name	Public Involvement Body(ies)	Composition	Function/Charge	Meeting Frequency	Notes/Observations
Chicago Area Transportation Study (CATS)	Public Involvement Task Force	Council of Mayors, RTA, CDOT, ISTHA, IDOT-OPP, NIPC, public interest groups (6 representatives), media (2 representatives), general public (4 representatives), business groups (2 representatives).	Develop and maintain the Public Involvement Plan. Develop specific strategies to inform and involve citizens in the transportation decision making process, specifically for the Regional Transportation Plan.	Scheduled once per month (with historically fewer meetings).	Met 10 times in 2002, 8 times in 2003, 5 times in 2004, and 4 times in 2005; 2005 attendance average of 6 outside interest and 5 CATS representatives per meeting, with 1 citizen interest evident (chair).
	Community Mobility Task Force	Pace, CTA, Private Providers, Metra, CDOT, IDOT-OPP, Council of Mayors, NIPC, City of Chicago, appointed by the Mayor of Chicago (5 representatives), appointed by Cook County Council of Mayors (3 representatives), appointed by collar counties (5 representatives), Illinois Department of Human Services.	Provide a mechanism for the participation and input of laypersons/citizens/stakeholders on community mobility, access to jobs, public participation and other transportation issues that are in the purview of the MPO.	Schedule not apparent.	Met 5 times in 2002, 5 times in 2003, and 1 time in 2004; 2005 meetings were jointly held with the Task Force for Seniors and People with Disabilities (described below); 2005 attendance average of 26 for joint task forces, about half of which have been members, about half "others", with the latter containing about 4 CATS representatives.
	(Task Force for Seniors and People with Disabilities)	Non-Government Organizations (8), Council of Mayors (1), Local Department on Aging (1), County Department of Human Services (1), Regional Transportation Authority (1), Chicago Transit Authority (2) Metra (1), Pace (2), Chicago Department of Transportation (1), Illinois Department of Transportation (2), Illinois Department of Human Services (1), Counties (1).	Identify, assess and respond to strategic issues and opportunities affecting transportation for people with disabilities and the elderly. Provide overall guidance for the development of policies and strategies regarding these populations for the Regional Transportation Plan.	Schedule not apparent.	See above.
Northwestern Indiana Regional Planning Commission (NIRPC)	(Public Involvement Task Force)	23 members, including 8 elected officials serving as NIRPC Commissioners, 5 apparently appointed representatives of county or local government, and 11 outside agency or organizational interest.	Created in order to produce a new Public Involvement Plan.	January 2005 through September 2005 period.	Apparently a fixed term body with a specific charge, which is no longer meeting.

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Indianapolis Metropolitan Planning Organization (MPO)	Citizens Advisory Committee	Specific listing not apparent ("represents different geographic regions and demographic characteristics of Indianapolis").	Founded in 1994 in order to solicit informed public input on a variety of transportation-related issues. This input is shared with the Policy Committee of the Indianapolis Regional Transportation Council.	Stated as quarterly, more frequently as needed.	Met only in March during 2005; MPO is currently considering how to make the Advisory Council more effective; 55 meetings reported as of March 2003, with 1,078 total people attending; newsletter-like minutes indicating staff presentation topics used at least in recent past, and local cable TV recorded meetings for later rebroadcast; has begun conducting individual meetings by/with potentially "underserved" neighborhood associations and organizations.
Des Moines Area Metropolitan Planning Organization	None apparent				
Southeast Michigan Council of Governments (SEMCOG)	None apparent				Possible that a task force has been used in the past, described by SEMCOG as "short-term advisory bodies created to study specific issues. They usually report to the Advisory Council under which they were created."
Metropolitan Council (Minneapolis-St. Paul region)	Transportation Accessibility Advisory Committee	8 precinct representatives (each covering 2 council districts), 2 Council on Disability representatives, 2 Senior Federation representatives, 2 MN Consortium for Citizens with Disabilities representatives, 1 AARP representative.	A committee of riders and advocates for the disability community that advises the Metropolitan Council on short and long-range management plans and policies for special transportation services.	Schedule not apparent.	Council states, "other short-term committees and task forces are created for specific issues and need citizen members."
Ohio, Kentucky, Indiana Regional Council of Governments (OKI) (Cincinnati region)	Environmental Justice Advisory Committee	Not specified, though called "a new committee of community representatives and elected officials."	Draft an Environmental Justice Policy for transportation planning in the Tri-State; OKI states, "we are seeking to intensify our efforts and formalize our public involvement and outreach processes, particularly as it relates to minority and low income populations."	Committee met 3 times in 2003, twice in 2004, with no references to 2005.	Attendance over five meetings during 2003-04 was fairly consistent at some 9-14 members (and a few guests), plus 4-6 OKI staff.
East-West Gateway Coordinating Council (St. Louis region)	None apparent				Web page "cannot be found" for Strategy to Engage Citizens in Regional Problem Solving; nevertheless, committee listings do not show a body related to public involvement.

- 3 -

Metro (Portland region)	Metro Committee for Citizen Involvement	20 positions: two in each of the six council districts; one representative from each of the county citizen involvement organizations; one representative from each county area outside Metro's boundary; and two at-large positions.	Established in 1992 to assist with the development, implementation and evaluation of Metro's citizen involvement program and advise on how to best involve residents in regional planning activities.	To be scheduled monthly; January 2006 shows Steering Committee.	Website listing from November 2005-January 2006 indicates 10 of 20 seats vacant; some vacancies possibly due to turnover with two-year terms, however, districts show variability from two vacancies, to two named members, to one of each.
Puget Sound Regional Council (Seattle region)	None apparent				

\* Conducted by review of website postings November 2005-January 2006 from the major metropolitan regions in states contiguous to Wisconsin, elsewhere in the upper Midwest, and selected others somewhat comparable in size to Southeastern Wisconsin.

## STAFF MEMORANDUM

PUBLIC INVOLVEMENT PROCESS  
FOR TRANSPORTATION PLANNING

## INTRODUCTION

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official areawide planning agency for the seven-county Southeastern Wisconsin Region, including Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties. The Commission also serves as the Metropolitan Planning Organization (MPO) for the Kenosha, Milwaukee, Racine, and Round Lake Beach (Wisconsin portion) urbanized areas and the federally designated six county transportation management area, including Kenosha, Milwaukee, Ozaukee, Racine, Washington, and Waukesha Counties.

The Commission is responsible for preparing the regional transportation plan and improvement program for the seven county Region, including the four urbanized areas and the six county transportation management area.

The purpose of this public involvement process document is to outline how the Commission proposes to achieve public involvement in its regional transportation planning and improvement programming, including with respect to:

- providing information about, and access to, regional transportation planning and programming activities;
- obtaining public input during regional transportation planning and programming activities;
- considering public input received when regional transportation planning and programming recommendations are made; and
- evaluating the effectiveness of the public involvement process and continuing to improve that process when possible.

## RECOMMENDED PUBLIC INVOLVEMENT PROCESS

The Commission's public involvement goal is to ensure early and continuous public notification about regional transportation planning and programming activities, provide meaningful information concerning such regional transportation planning and programming activities, and obtain participation in and input to regional transportation planning and improvement programming efforts.

The Commission will work to achieve this goal cooperatively with other public agencies and units of government—local, State, and Federal—by coordinating public involvement processes when possible. The Commission views these other agencies and governments as partners in the public involvement process. In particular, the Commission will coordinate with the Wisconsin Department of Transportation regarding public involvement efforts.

The remainder of this document describes how the Commission proposes to achieve this overall public involvement goal, and outlines a framework for public involvement to be followed for each type of transportation planning and programming effort.

**Public Notification and Access**

Timely notification of, and provision of access to, Commission regional transportation planning and programming activities will be achieved to encourage early and continuous public participation. The Commission's planning and programming efforts benefit from having a well-informed citizenry. The ability for the general public to become actively involved and to provide meaningful input on needs, plans, and programs depends on knowledge of the issues under consideration and the study being undertaken to address those issues. The techniques listed below are means which will be used by the Commission to raise awareness of, and provide public access to, regional transportation planning and programming efforts.

**Advisory Committees**

Advisory Committees will be formed by the Commission for each planning and programming effort to guide the development of the desired plan or program. The membership of the Advisory Committees will primarily, although not exclusively, consist of concerned and affected local government elected and appointed public officials who will represent the residents of their local units of government. The membership will also include representatives of State and Federal agencies. The use of Advisory Committees promotes intergovernmental and interagency coordination and broadens the technical knowledge and expertise available to the Commission. The members of Advisory Committees serve as direct liaisons between the Commission planning and programming efforts and the local and State governments that will be responsible for implementing the recommendations of those planning and programming efforts. The Advisory Committees will be responsible for proposing to the Commission, after careful study and evaluation, recommended plans and programs. Information regarding public comment received will be provided to the Advisory Committees, which will consider that public comment prior to determining final recommended plans and programs. In some cases, non-governmental officials will be asked to serve on Advisory Committees to represent different interests.

**Advisory Committee Meeting Notifications/Agendas**

The agendas for all meetings of the Commission's Advisory Committees will normally be posted at the offices of the Commission and on the Commission website at least five business days prior to each meeting. Meeting notifications will request that persons with special needs contact the Commission a minimum of three business days in advance of the meeting they wish to attend so that appropriate arrangements can be made.

**Open Meetings**

Meetings of the Commission and its Advisory Committees will be open to the public to ensure that interested persons have access to that element of regional transportation planning and programming. Advisory Committee meetings will be held at transit accessible locations, to the extent practicable, particularly meetings addressing plan alternatives, and preliminary and final recommended plans.

**Document Availability**

All Commission draft proposed preliminary plans will be available for public review at the Commission offices, and will be available on the Commission website. Copies of draft proposed preliminary plans will be available upon request. Draft proposed preliminary regional plans will be summarized in newsletters which will be widely distributed and available upon request.

All Commission published final plans and documents are provided to all public libraries within southeastern Wisconsin and will also be available for public review at the Commission offices. Published plans and documents may be obtained from the Commission. A charge may be levied for copies of publications to cover the approximate cost of producing and, if applicable, mailing the publication. In addition, Commission final plans and documents will be available on the Commission website.

**Outreach**

Beyond Commission efforts to notify and inform, and obtain input from, the general public, the Commission will seek opportunities to notify and inform, and obtain input from, those most likely to be impacted by transportation proposals. The Commission will, for example, contact community groups of an affected and concerned area, and offer briefings and presentations to those groups at meetings held expressly for that purpose or during regularly scheduled meetings of those groups. Outreach efforts will also particularly be made to notify and inform, and obtain input from, low-income and minority populations. Elected officials and citizen leaders may be offered such briefings and presentations as well. Briefings and presentations will be offered during two periods in each study—in the early stages of study prior to the consideration of alternatives, and later in the study after alternatives have been developed and evaluated.

**Mailing List**

The Commission will maintain a regional listing of individuals, groups, agencies, and organizations that have expressed interest in receiving information regarding Commission activities. This mailing list will include all organizations and media associated with minority and low-income populations. Newsletters prepared for Commission transportation planning studies will utilize this mailing list.

**Website**

The Commission will maintain a website. The website will include general information about the Commission as well as more detailed information regarding regional transportation planning and programming activities. A portion of the website will be dedicated to public involvement, highlighting how the public can obtain additional information regarding Commission planning efforts, including methods of contacting Commission staff other than through the website. The website will also include this public involvement process document.

The website will provide comprehensive information about each Commission regional and subregional transportation planning and programming effort underway. The information provided for each planning and programming effort will include:

- background information, including the purpose of the effort;
- notification of meetings, including Advisory Committee meetings and public meetings and hearings, and also Commission meetings addressing initiation or adoption of a regional transportation plan;
- Advisory Committee meeting materials such as agendas, minutes, and presentation materials;
- summary materials such as newsletters and brochures;
- draft sections of reports;
- contact information for Commissioners and Commission staff;
- a means to submit comments regarding the planning or programming effort; and
- records of public comments.

**Public Meetings and Hearings**

Public meetings and hearings provide opportunities to obtain public comment and input, and to notify and inform the public about transportation planning and programming. Public meetings and hearings will utilize a variety of techniques to provide information about transportation planning and programming,

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including the distribution of materials, the use of visual displays, the availability of Commission staff to answer questions, and summary presentations by Commission staff. Annually, at least one public meeting would be held whether for a major or routine regional transportation plan update, transportation improvement program preparation, or other major regional or sub-regional study. At these meetings, the regional transportation plan will be available for review and comment.

During the conduct of major regional transportation plan updates—anticipated to occur about every 10 years—and during other major regional studies, at least two series of meetings and hearings will be held. One series would be held early in the study and may be expected to address topics such as study scope and inventory findings, and may also describe potential alternatives to be considered. The second series of meetings will be held later in the study, with alternatives considered being presented for review and comment, and potentially a preliminary recommended plan as well.

During the conduct of a routine regional transportation plan review and reaffirmation—anticipated to occur about every three years—and during the conduct of subregional studies, one meeting and hearing may be held. The meeting and hearing will be held when alternatives considered may be presented for review and comment, and potentially when a preliminary recommended plan may be presented as well.

During the preparation of the transportation improvement program, a public meeting will be held. In the event of a major amendment to the transportation improvement program—adding or deleting a transportation capacity expansion project or a project of more than \$15 million in construction costs—the opportunity for public comment and a public meeting will be offered. In all cases, the number and locations of public meetings and hearings will be tailored to each transportation planning and programming study. For example, it may be appropriate to hold public meetings and hearings in each county of the Region for a major regional planning study. The Commission will attempt to select locations that are accessible to minority and low-income populations, and the selection of locations for public meetings and hearings will take into consideration the potential availability of transit-accessible locations. In all cases, meetings and hearings will be held in venues that substantially comply with the Americans with Disabilities Act of 1990.

**Notification of Public Meetings and Hearings**

The Commission will place paid advertisements in newspapers appropriate for the study area and meeting and hearing locations, with the amount and timing of the advertisements to be determined based upon the individual planning or programming effort. Paid advertisements will also be placed in newspapers serving minority and low-income populations. Advertisements providing notification of public meetings and hearings will be published at least five to 10 business days prior to the first meeting date announced. Additionally, press releases announcing the public meetings and hearings may be distributed for an area appropriate to each planning or programming effort. Any notification of meetings and hearings will request that persons with special needs contact the Commission a minimum of three business days in advance of the meeting they wish to attend so that appropriate arrangements can be made.

Notification of public meetings and hearings may also be accomplished through the development and distribution of summary materials—brochures and newsletters. A brochure will be developed for each study, and may be updated during the course of the study as appropriate. A newsletter—or series of newsletters depending upon the planning study—will also be developed. The summary materials will provide general information regarding the study; updates on study progress, findings, and recommendations; and information regarding upcoming public meetings and hearings. These materials will be used to inform the general public and distributed to media representatives along with press releases.

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#### **Media List**

The Commission will maintain and use a list of significant media outlets in the Region—including minority media outlets—for use in distributing materials such as news releases and newsletters as appropriate for each work effort.

#### **Commission Briefings**

Commission staff will provide briefings or presentations upon request from units of government, and interested groups and individuals.

#### **Obtaining Public Input**

The public will be encouraged to contribute to the transportation planning and programming efforts and opportunities will be available to facilitate participation.

#### **Public Meetings and Hearings**

As previously noted, public meetings and hearings provide opportunities to notify and inform the public about planning and programming and to obtain public input. Meeting and hearing attendees will be provided with opportunities to provide written and oral comments to Commission staff in a town hall format or to a court reporter. The comments received by the Commission at public meetings and hearings—written and oral comments—will be recorded for consideration prior to preparing the final recommendation of the plan or program under consideration. The public hearings will be scheduled during a formal public comment period as discussed below. As was previously discussed, at least two series of meetings—the latter including hearings—will be held during the conduct of major regional transportation plan updates and during other major regional studies. Additionally, one meeting and hearing may be held during the conduct of a routine regional transportation plan review and reaffirmation, and during the conduct of other subregional studies.

#### **Public Comment Periods**

Formal public comment periods will be established for regional transportation planning and programming efforts. Minimum comment periods will be as follows: 30 days for the update or amendment of the regional transportation plan, adoption of the transportation improvement program, amendment of the transportation improvement program (when such amendment requires amendment of the regional transportation plan), adoption of a transit system development plan, and adoption of a jurisdictional highway system plan; and 45 days for the adoption of the public involvement process. As previously indicated, a public meeting and hearing will be conducted for some of these planning efforts—regional plan update and other major regional and subregional studies—and will be scheduled during this formal comment period. The public will be notified of the duration of the formal comment period in conjunction with the announcement of a public hearing, or in a manner similar to that announcing a public hearing. Should it be determined by the Commission or one of its Advisory Committees guiding the effort that a public meeting or hearing will be held for a planning or programming effort other than those previously listed, a formal public comment period of at least 30 days will be established.

#### **Website**

The Commission's website will provide a means for website visitors to provide comments to Commission staff. Plan and program specific portions of the website will be established to receive comments regarding specific plans and programs, and a means will also be provided for visitors to submit comments pertaining to any Commission-related issue.

#### **Commission Briefings**

As previously indicated, Commission staff will provide briefings to interested groups, local governmental agencies, elected officials, and individuals upon request. On these occasions, the input of the briefing attendees will be solicited.

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#### **Meetings of Commission and its Committees**

While meetings of the Commission and its Advisory Committees will be open to the public, public comment will not typically be accepted during such meetings. As is outlined in this document, numerous opportunities for submitting public comment—including at public meetings and hearings, through the Commission website, and by other means—will be provided. Public comment submitted through these numerous methods will be considered by the Commission and its Advisory Committees prior to the adoption of any recommended plan or program.

#### **Incorporation of Public Input**

The results of the public involvement process will be documented and taken into account by the Commission and its Advisory Committees guiding regional transportation planning and programming.

#### **Documentation of Public Input**

The results of each public involvement process will be documented and published. The documentation of public comment will be provided to the study Advisory Committee and the Commission and will be published on the Commission website and available at the Commission offices for review by the public. The documentation may be contained within the primary plan or program document being produced or within a separate, additional document. If a separate document—other than the primary planning or programming document—is produced to provide the full record of public comments, the primary planning or programming document will contain a summary of the public comment. Responses to public comments will also be documented, addressing each issue raised in public comments, and will be included in the primary planning or programming document being produced. The summarization and documentation will occur prior to the consideration of any final recommended action.

#### **Consideration of Public Input**

The public input will be considered by the Commission and its Advisory Committees prior to determination of final recommended plans or programs.

#### **Supplemental Opportunity for Public Review and Comment**

Final recommended plans and programs are typically very similar to the preliminary plans and programs reviewed by the public. Normally, when changes are made following review of preliminary plans and programs, the changes are not significant, and the changes are made to respond to public comment. Also, when changes are made, they often reflect alternatives previously considered and reviewed during the public involvement process. Therefore, no additional public involvement is typically necessary following the completion of the planned public involvement process. However, it is possible that significant changes that were not previously available for public review and comment may be made to a preliminary plan or program following the completion of a public involvement process. In such a circumstance, the Commission or Advisory Committee will determine what additional public notification and opportunity for public comment may be provided regarding the revised plan or program prior to adoption.

#### **Evaluation of Public Involvement Process**

The effectiveness of the Commission's public involvement policies and practices will be monitored and evaluated, and modified as needed based on experience. The Commission will continue to seek improvements to its public involvement processes when possible.

#### **Evaluation of Individual Public Involvement Efforts**

Following the conclusion of each planning and programming effort, Commission staff will complete an evaluation of the public involvement process for that particular effort. The evaluation will indicate the effort being evaluated, the Commission publications where the effort is documented, the public involvement techniques used with brief evaluations of those techniques, and conclusions regarding the

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overall public involvement effort undertaken for the specific planning or programming study. The Commission staff will consider any comments that were made during the plan or program preparation effort regarding public involvement when completing such an evaluation. Each evaluation completed by the Commission will be provided to the Wisconsin Department of Transportation and the U.S. Department of Transportation in the Commission's Project Activity Report, in which the Commission reports on the progress of the Commission's transportation work program every six months.

#### **Modification of Public Involvement Efforts**

While the Commission's evaluation of public involvement efforts will occur after the completion of each regional or subregional planning effort, Commission staff will modify ongoing public involvement while a planning effort is underway, as necessary and practicable. The Commission will in particular consider public comments made regarding the public involvement efforts underway when considering any potential modification.

#### **Consideration of Public Involvement Process Document**

The Commission will periodically review this public involvement process document, considering the evaluations of public involvement following completed studies, public comment regarding public involvement efforts, and new applicable regulations and guidance. Should the Commission determine that a substantial modification of this public involvement process document is in order, the Commission will review and revise this public involvement process document, including a 45 day public comment period, prior to its update.

#### **Engaging Minority and Low Income Populations**

The recommended public involvement process seeks to encourage the participation from all concerned and interested persons in the Region, but there is a recognized need to take additional specific steps to engage minority and low-income populations in transportation planning and programming studies. The Commission is committed to complying with both Title VI of the Civil Rights Act of 1964 and Executive Order 12898, concerning Environmental Justice, including as they relate to public involvement in the Commission's transportation planning and programming efforts. The Commission routinely maintains demographic data that allows for the identification of the general size and location of low-income and minority populations. The Commission has taken steps to increase planning process participation by minority and low-income populations, and to remove any barriers to their involvement. The Commission will continue working to improve its techniques, and to seek out and consider the needs of these populations.

The amount and type of efforts undertaken by the Commission to encourage increased participation by minority and low-income populations will be determined for each individual planning effort, with factors affecting which techniques will be applied, and to what extent. These factors include the following:

- The population that may potentially be affected as a result of the planning or programming process. The results of a regional study could potentially affect the entire population of the Region, but other studies may include only a single municipality.
- The potential benefits and impacts of the plan or program to be considered - what effects a plan or program may have on the population of the study area.

While Title VI and Environmental Justice will be considerations under any planning or programming effort, the measures taken will vary by planning effort due to the considerations noted above. The following are steps that the Commission has taken in the past, and will continue to use to encourage early and continuous involvement of minority and low-income populations:

- **Commission Briefings** The Commission will actively seek outreach opportunities to provide information to, and receive comments from, minority and low-income groups or organizations. The Commission will also provide briefings to groups upon request.
- **Public Meetings and Hearings** The number and location of public meetings and hearings will be selected to encourage participation of low-income and minority persons populations.
- **Media List** The list of media contacts in the Region to be used for purposes such as the distribution of news releases and newsletters will include minority media outlets.
- **Newsletters** Study newsletters will be mailed to all groups and organizations associated with minority and low-income populations.
- **Notices in Additional Publications** Paid advertisements will be placed in newspapers appropriate for the study area for formal notification of public meetings and hearings and comment periods, and will also be placed in minority community newspapers - and possibly in languages other than English as discussed below.
- **Limited English Proficiency Considerations** The Commission will also consider actions appropriate to each study effort to ensure that meaningful access is provided for persons having limited English proficiency. These measures include placing notifications of public meetings and hearings in minority publications in the Region's predominant non-English languages. At public meetings and hearings, the Commission will have a translator available upon request. Summary materials, particularly those relating to alternative, preliminary, and final plans will be produced in the Region's predominant non-English languages. The Commission will also contact leaders of the predominant limited English proficiency communities during studies to determine how best to inform, and obtain input from, their communities. These measures are provided to illustrate the types of activities that may be implemented by the Commission.

#### **Compliance with the Americans with Disabilities Act**

The Commission is also committed to complying with the Americans with Disabilities Act of 1990 (ADA), including as it relates to public involvement in its transportation planning and programming efforts. Measures will be taken to ensure that persons with special needs have opportunities to be involved in the Commission's planning and programming studies. The Commission will take steps including, for example, that all Commission public meetings and hearings will be held in venues that are ADA compliant. The Commission offices will also be ADA compliant to ensure that persons with special needs could attend a meeting at the Commission offices or to conduct any other Commission-related business at the Commission offices. Additionally, the Commission will respond to requests to address special needs, and will arrange to accommodate those needs. As stated earlier in this document, all public notices and advertisements of public meetings and hearings will indicate that persons with special needs should contact the Commission offices to allow for arrangements to be made prior to the meeting date, as well as contact information.

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#### **Contact Information for the Southeastern Wisconsin Regional Planning Commission**

Kenneth R. Yunker, Deputy Director  
Gary K. Korb, Regional Planning Educator  
Mailing Address: P.O. Box 1607, Waukeasha, WI, 53187-1607  
Location: W239 N1812 Rockwood Drive, Pewaukee, WI  
Phone: (262) 547-6721  
Fax: (262) 547-1103  
Website: www.sewrpc.org

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PCE/KRY/PA/PJgh

9



**PRELIMINARY PUBLIC TRANSIT PLAN: 2035**

**BUS ROUTE**

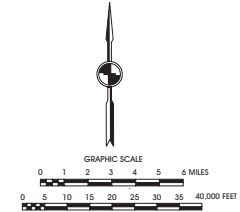
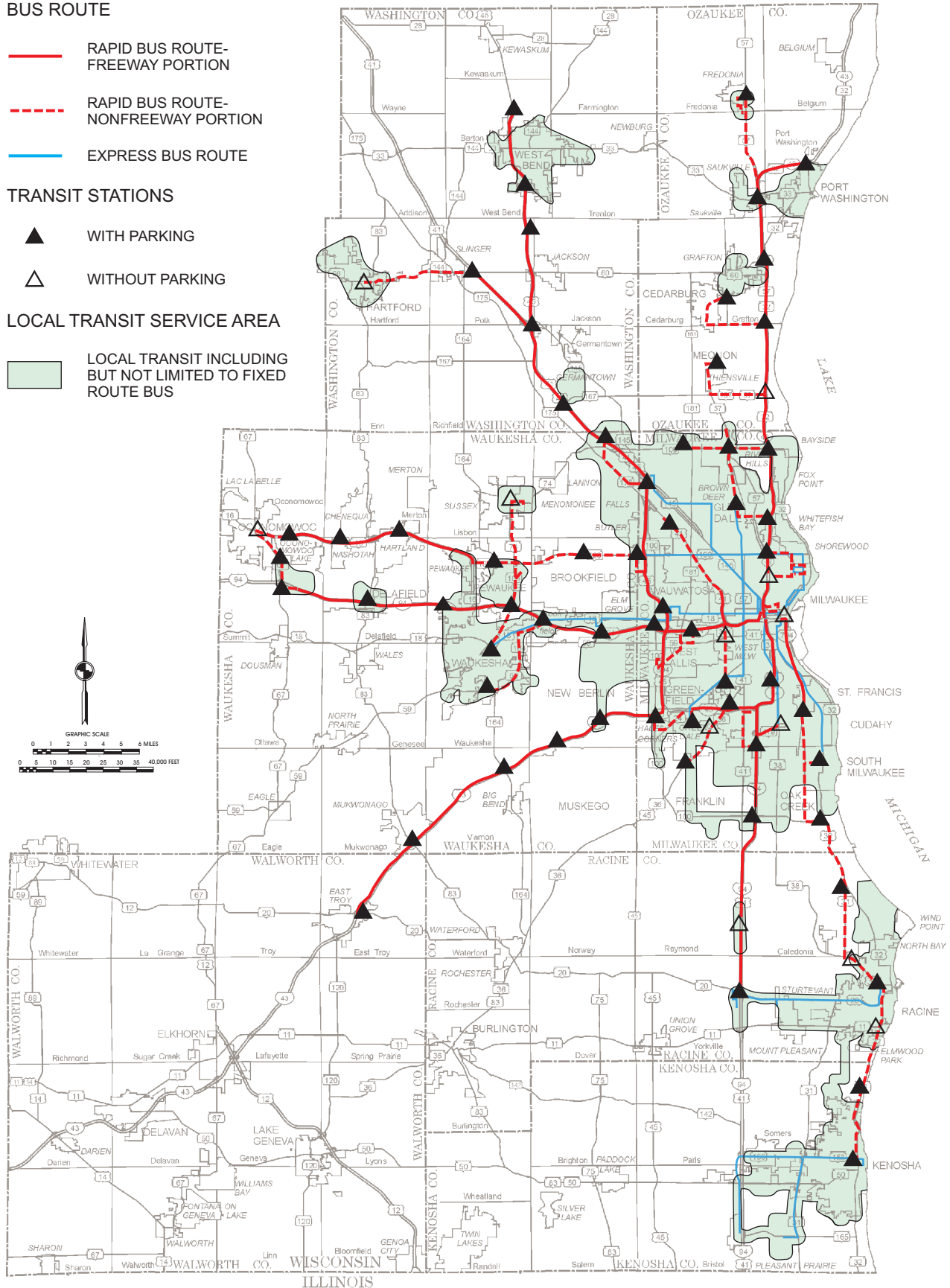
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- - - RAPID BUS ROUTE-NONFREEWAY PORTION
- EXPRESS BUS ROUTE

**TRANSIT STATIONS**

- ▲ WITH PARKING
- △ WITHOUT PARKING

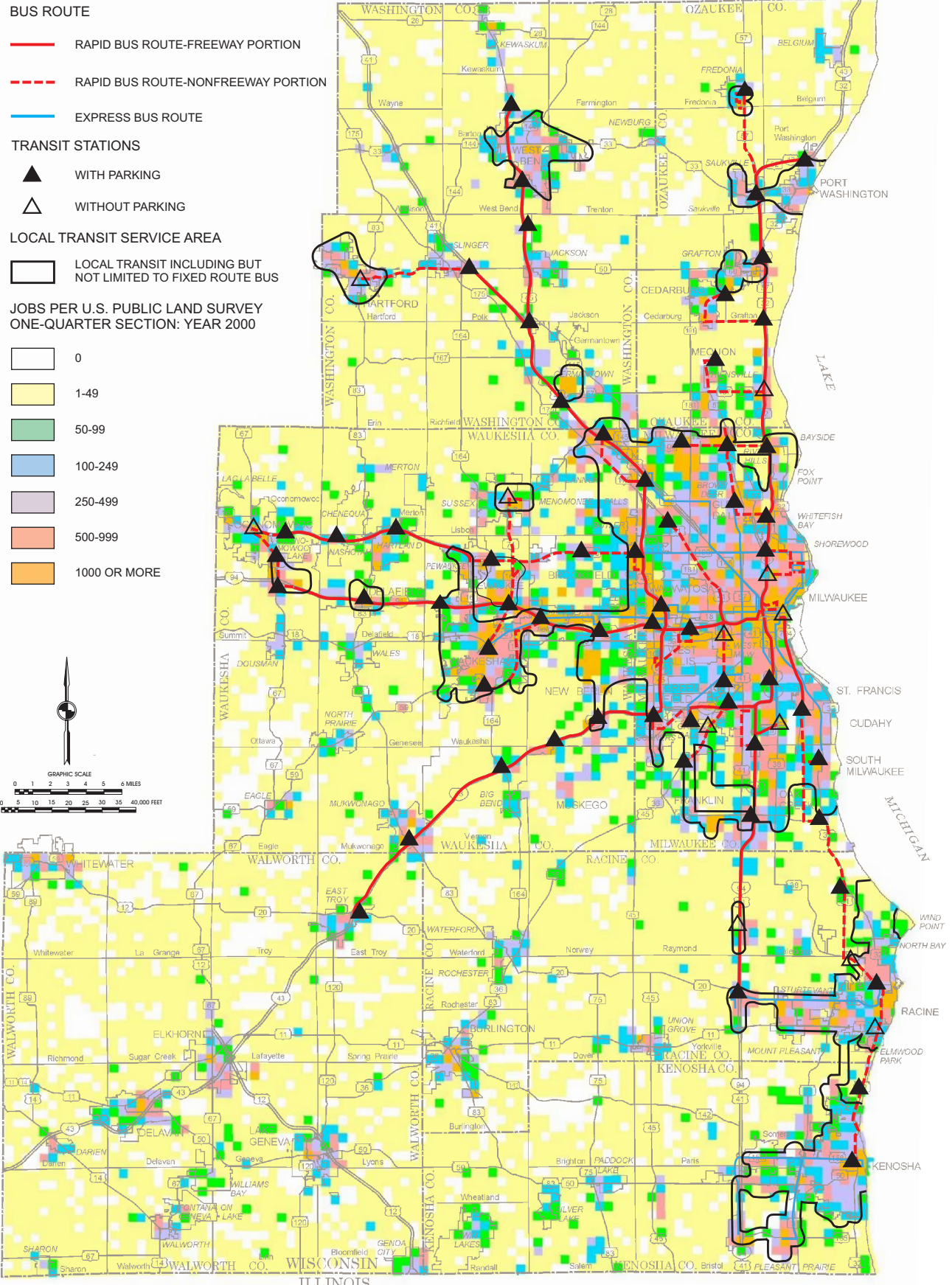
**LOCAL TRANSIT SERVICE AREA**

- LOCAL TRANSIT INCLUDING BUT NOT LIMITED TO FIXED ROUTE BUS



Source: SEWRPC.

## COMPARISON OF PRELIMINARY PUBLIC TRANSIT PLAN TO EXISTING YEAR 2000 JOB DENSITY



# COMPARISON PRELIMINARY PUBLIC TRANSIT PLAN TO PROPOSED MAJOR ECONOMIC ACTIVITY CENTERS : YEAR 2035

**BUS ROUTE**

- RAPID BUS ROUTE-FREEWAY PORTION
- - - RAPID BUS ROUTE-NONFREEWAY PORTION
- EXPRESS BUS ROUTE

**TRANSIT STATIONS**

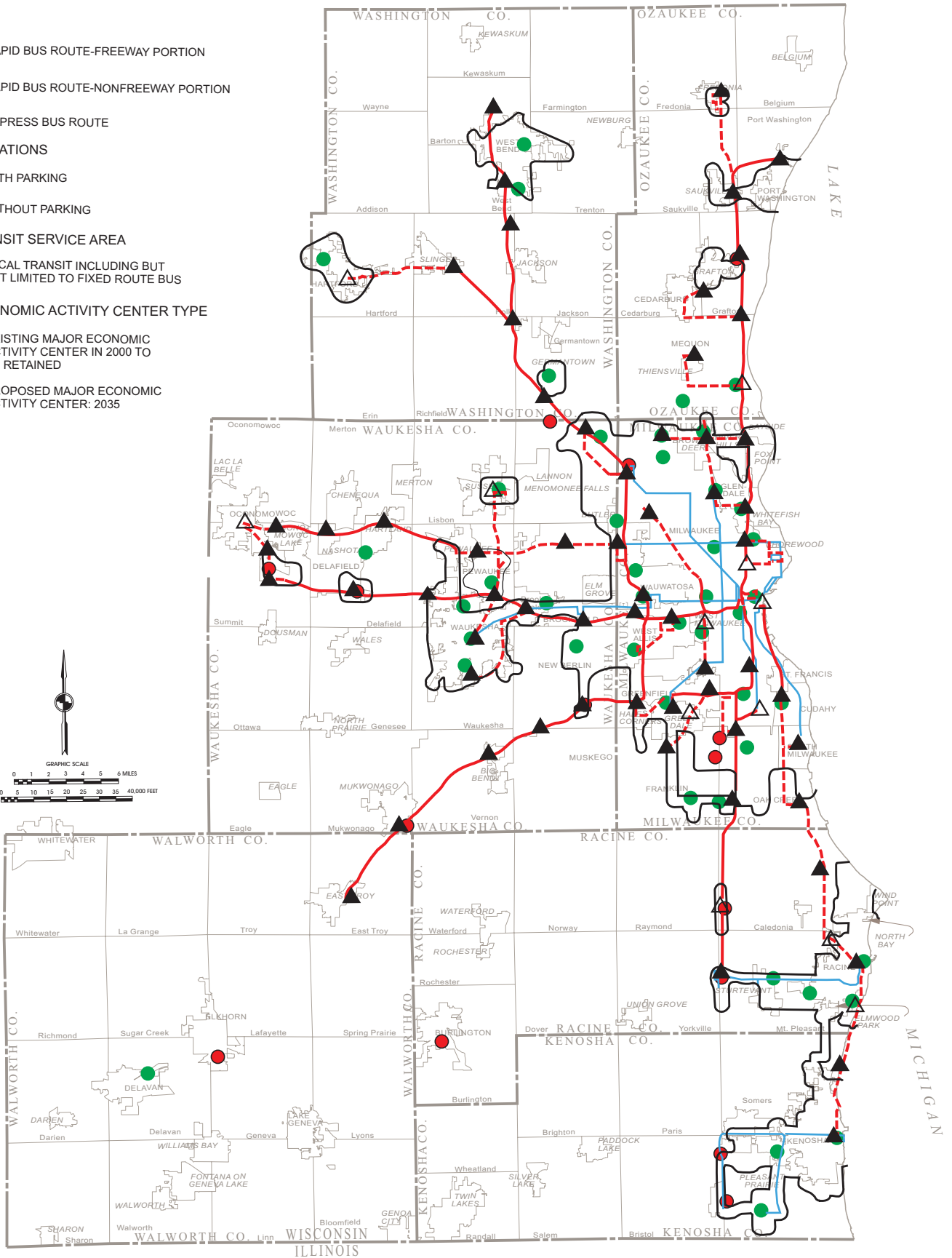
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**LOCAL TRANSIT SERVICE AREA**

- LOCAL TRANSIT INCLUDING BUT NOT LIMITED TO FIXED ROUTE BUS

**MAJOR ECONOMIC ACTIVITY CENTER TYPE**

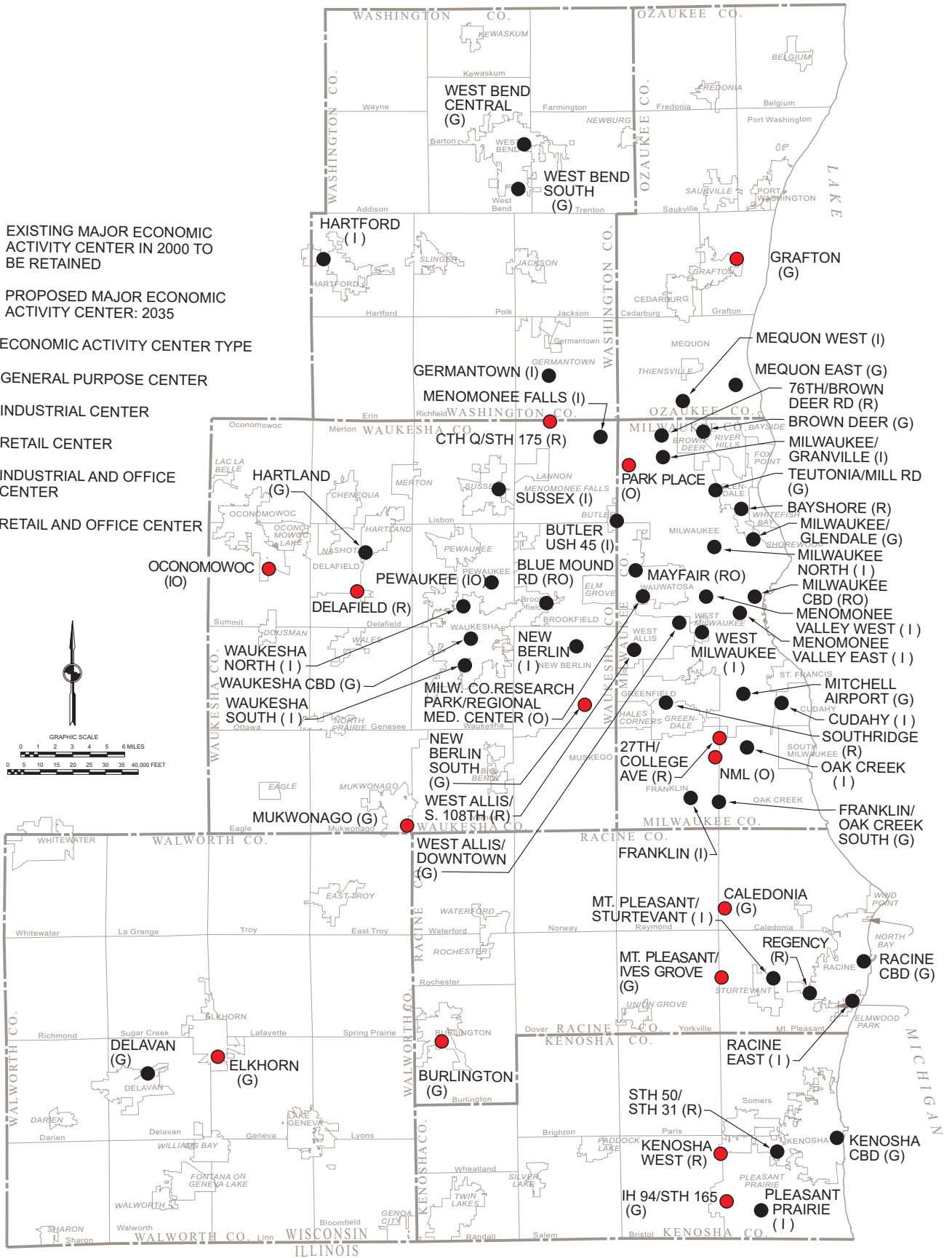
- EXISTING MAJOR ECONOMIC ACTIVITY CENTER IN 2000 TO BE RETAINED
- PROPOSED MAJOR ECONOMIC ACTIVITY CENTER: 2035



Source: SEWRPC.

**PROPOSED MAJOR ECONOMIC ACTIVITY CENTERS: 2035**

- EXISTING MAJOR ECONOMIC ACTIVITY CENTER IN 2000 TO BE RETAINED
  - PROPOSED MAJOR ECONOMIC ACTIVITY CENTER: 2035
- MAJOR ECONOMIC ACTIVITY CENTER TYPE**
- G GENERAL PURPOSE CENTER
  - I INDUSTRIAL CENTER
  - R RETAIL CENTER
  - IO INDUSTRIAL AND OFFICE CENTER
  - RO RETAIL AND OFFICE CENTER



Source: SEWRPC.

## CONCENTRATIONS OF BLACK/AFRICAN AMERICAN PERSONS WITHIN SOUTHEASTERN WISCONSIN: 2000

### BUS ROUTE

- RAPID BUS ROUTE-FREEWAY PORTION
- - - RAPID BUS ROUTE-NONFREEWAY PORTION
- EXPRESS BUS ROUTE

### TRANSIT STATIONS

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- △ WITHOUT PARKING

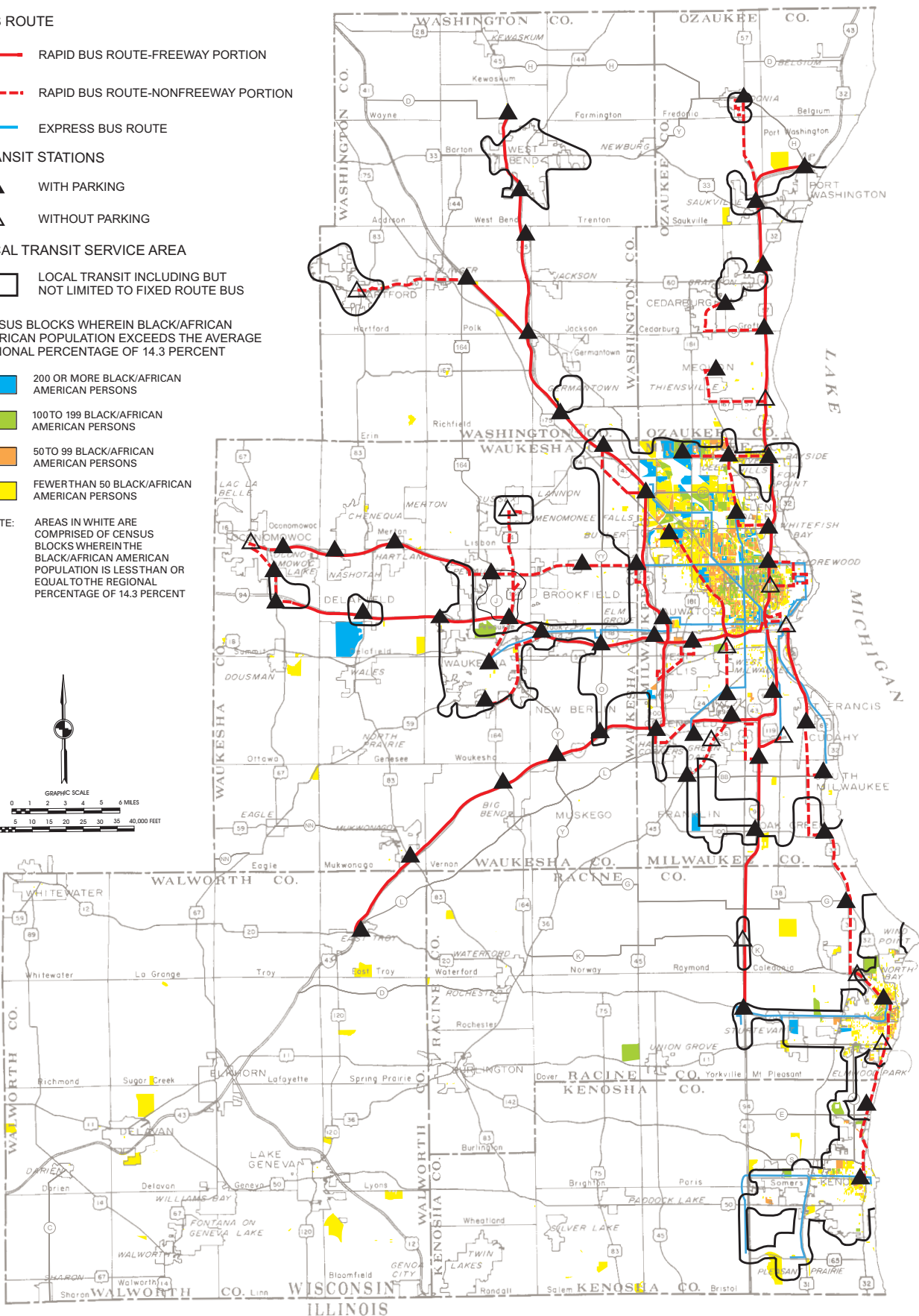
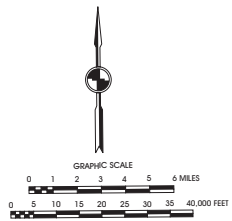
### LOCAL TRANSIT SERVICE AREA

- LOCAL TRANSIT INCLUDING BUT NOT LIMITED TO FIXED ROUTE BUS

### CENSUS BLOCKS WHEREIN BLACK/AFRICAN AMERICAN POPULATION EXCEEDS THE AVERAGE REGIONAL PERCENTAGE OF 14.3 PERCENT

- 200 OR MORE BLACK/AFRICAN AMERICAN PERSONS
- 100 TO 199 BLACK/AFRICAN AMERICAN PERSONS
- 50 TO 99 BLACK/AFRICAN AMERICAN PERSONS
- FEWER THAN 50 BLACK/AFRICAN AMERICAN PERSONS

NOTE: AREAS IN WHITE ARE COMPRISED OF CENSUS BLOCKS WHEREIN THE BLACK/AFRICAN AMERICAN POPULATION IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 14.3 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.

## CONCENTRATIONS OF AMERICAN INDIAN AND ALASKA NATIVE PERSONS WITHIN SOUTHEASTERN WISCONSIN: 2000

### BUS ROUTE

- RAPID BUS ROUTE-FREEWAY PORTION
- - - RAPID BUS ROUTE-NONFREEWAY PORTION
- EXPRESS BUS ROUTE

### TRANSIT STATIONS

- ▲ WITH PARKING
- △ WITHOUT PARKING

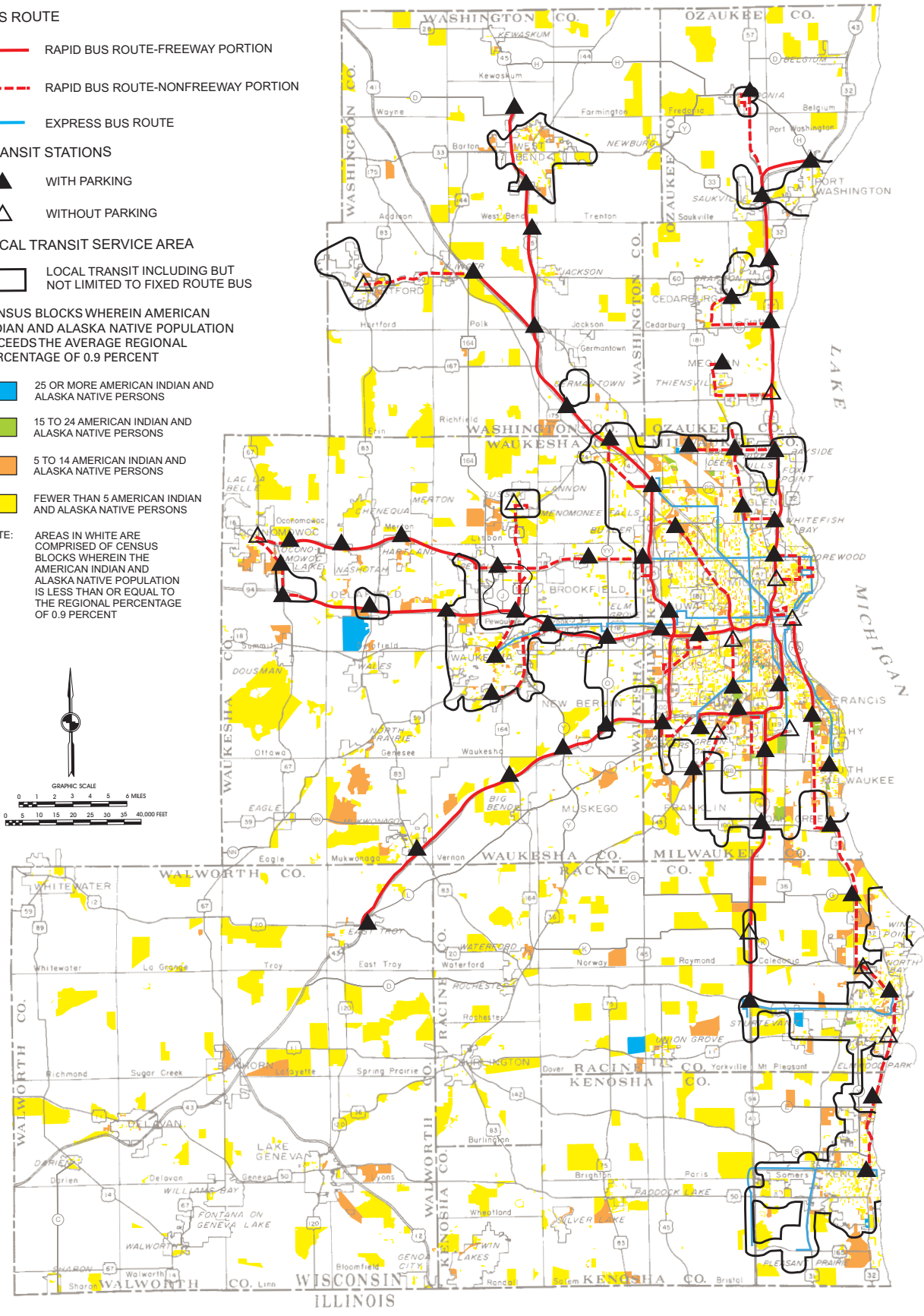
### LOCAL TRANSIT SERVICE AREA

- LOCAL TRANSIT INCLUDING BUT NOT LIMITED TO FIXED ROUTE BUS

### CENSUS BLOCKS WHEREIN AMERICAN INDIAN AND ALASKA NATIVE POPULATION EXCEEDS THE AVERAGE REGIONAL PERCENTAGE OF 0.9 PERCENT

- 25 OR MORE AMERICAN INDIAN AND ALASKA NATIVE PERSONS
- 15 TO 24 AMERICAN INDIAN AND ALASKA NATIVE PERSONS
- 5 TO 14 AMERICAN INDIAN AND ALASKA NATIVE PERSONS
- FEWER THAN 5 AMERICAN INDIAN AND ALASKA NATIVE PERSONS

NOTE: AREAS IN WHITE ARE COMPRISED OF CENSUS BLOCKS WHEREIN THE AMERICAN INDIAN AND ALASKA NATIVE POPULATION IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 0.9 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.

## CONCENTRATIONS OF ASIAN AND PACIFIC ISLANDER PERSONS WITHIN SOUTHEASTERN WISCONSIN: 2000

**BUS ROUTE**

- RAPID BUS ROUTE-FREEWAY PORTION
- - - RAPID BUS ROUTE-NONFREEWAY PORTION
- EXPRESS BUS ROUTE

**TRANSIT STATIONS**

- ▲ WITH PARKING
- △ WITHOUT PARKING

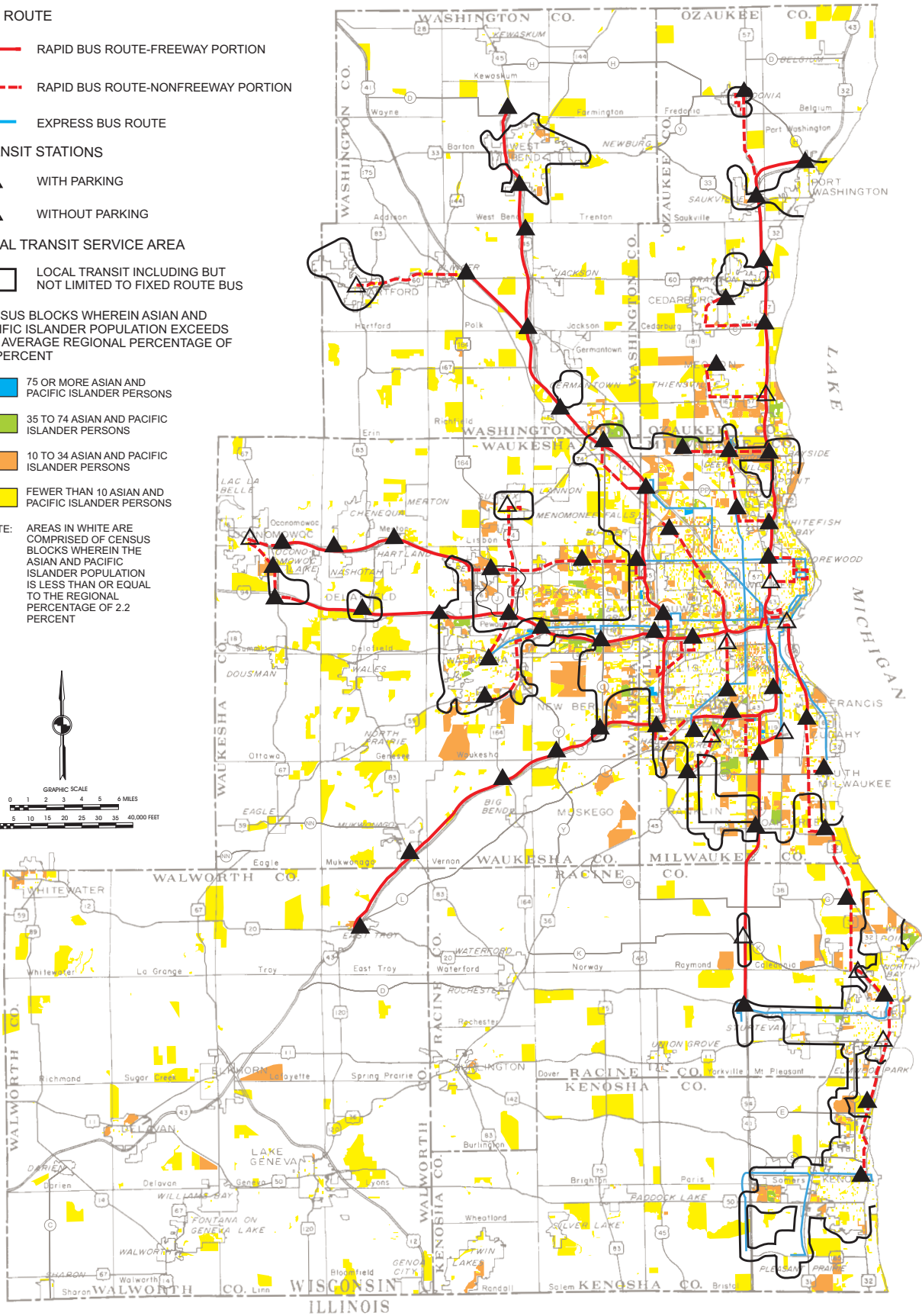
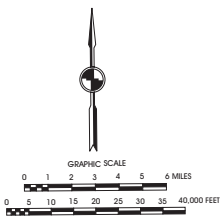
**LOCAL TRANSIT SERVICE AREA**

- LOCAL TRANSIT INCLUDING BUT NOT LIMITED TO FIXED ROUTE BUS

CENSUS BLOCKS WHEREIN ASIAN AND PACIFIC ISLANDER POPULATION EXCEEDS THE AVERAGE REGIONAL PERCENTAGE OF 2.2 PERCENT

- 75 OR MORE ASIAN AND PACIFIC ISLANDER PERSONS
- 35 TO 74 ASIAN AND PACIFIC ISLANDER PERSONS
- 10 TO 34 ASIAN AND PACIFIC ISLANDER PERSONS
- FEWER THAN 10 ASIAN AND PACIFIC ISLANDER PERSONS

NOTE: AREAS IN WHITE ARE COMPRISED OF CENSUS BLOCKS WHEREIN THE ASIAN AND PACIFIC ISLANDER POPULATION IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 2.2 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.

## CONCENTRATIONS OF OTHER MINORITY PERSONS WITHIN SOUTHEASTERN WISCONSIN: 2000

### BUS ROUTE

- RAPID BUS ROUTE-FREEWAY PORTION
- - - RAPID BUS ROUTE-NONFREEWAY PORTION
- EXPRESS BUS ROUTE

### TRANSIT STATIONS

- ▲ WITH PARKING
- △ WITHOUT PARKING

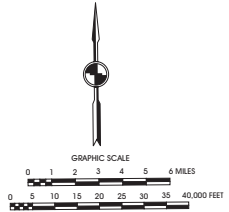
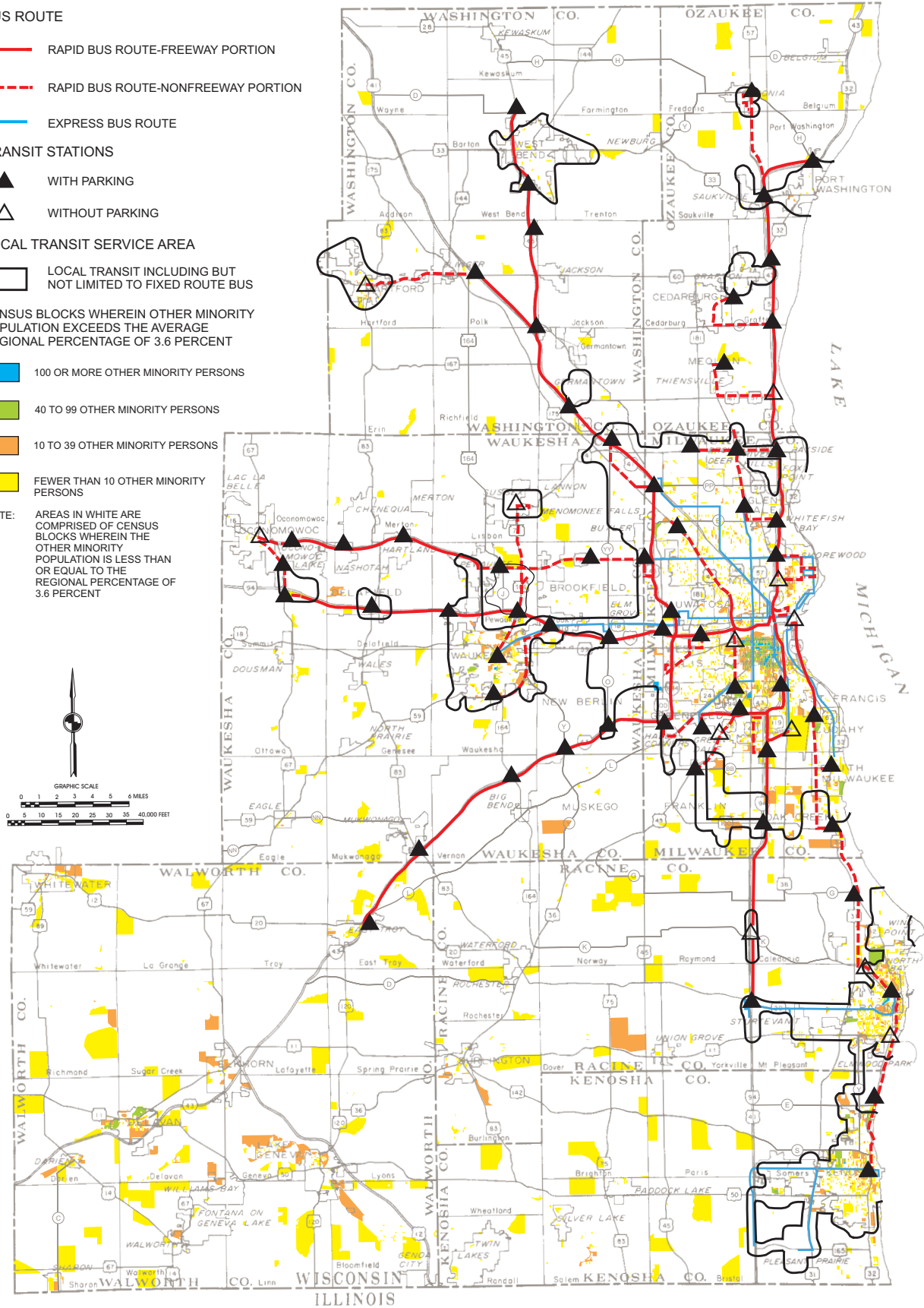
### LOCAL TRANSIT SERVICE AREA

- LOCAL TRANSIT INCLUDING BUT NOT LIMITED TO FIXED ROUTE BUS

### CENSUS BLOCKS WHEREIN OTHER MINORITY POPULATION EXCEEDS THE AVERAGE REGIONAL PERCENTAGE OF 3.6 PERCENT

- 100 OR MORE OTHER MINORITY PERSONS
- 40 TO 99 OTHER MINORITY PERSONS
- 10 TO 39 OTHER MINORITY PERSONS
- FEWER THAN 10 OTHER MINORITY PERSONS

NOTE: AREAS IN WHITE ARE COMPRISED OF CENSUS BLOCKS WHEREIN THE OTHER MINORITY POPULATION IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 3.6 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.



## CONCENTRATIONS OF HISPANIC PERSONS WITHIN SOUTHEASTERN WISCONSIN: 2000

**BUS ROUTE**

- RAPID BUS ROUTE-FREEWAY PORTION
- - - RAPID BUS ROUTE-NONFREEWAY PORTION
- EXPRESS BUS ROUTE

**TRANSIT STATIONS**

- ▲ WITH PARKING
- △ WITHOUT PARKING

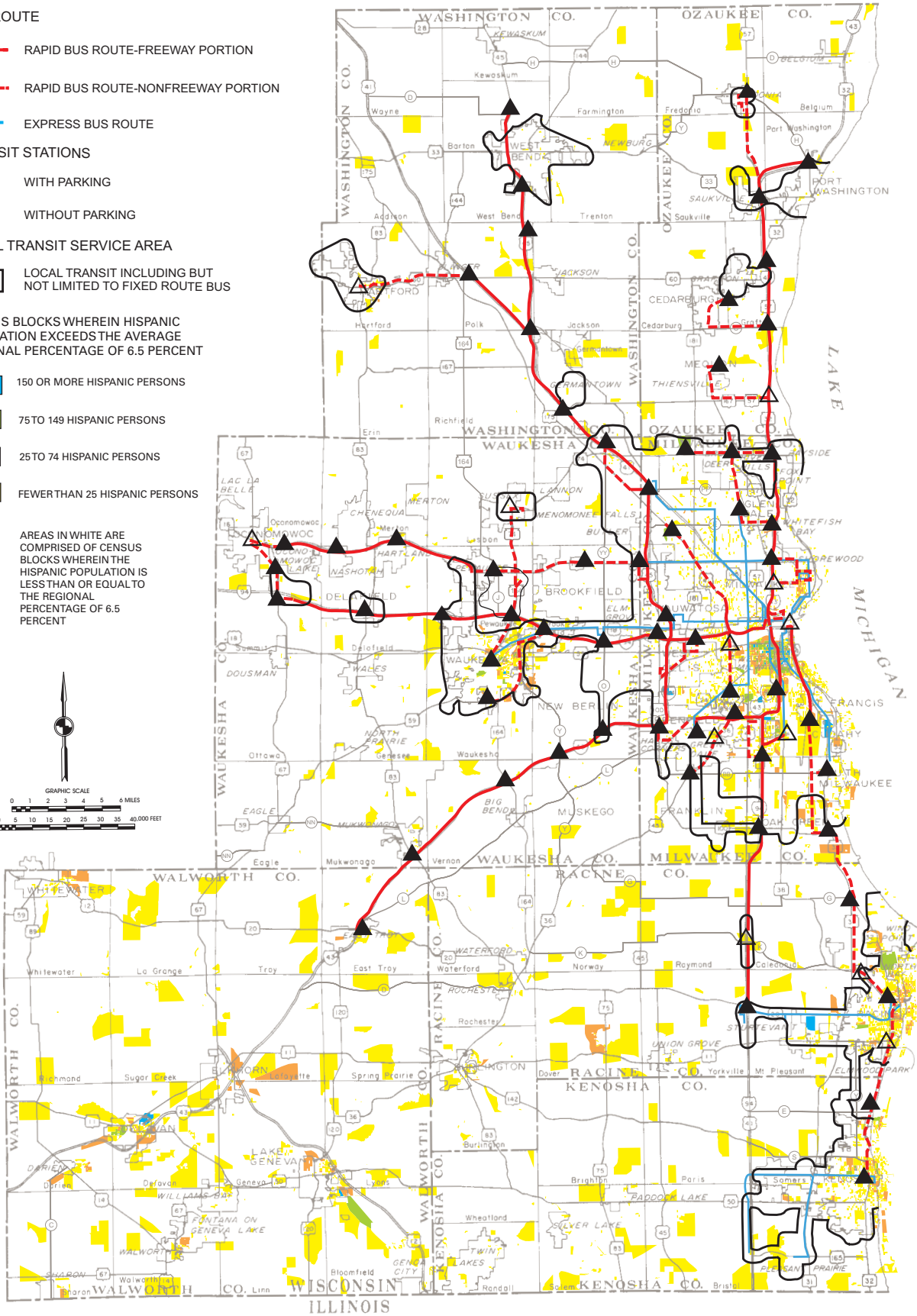
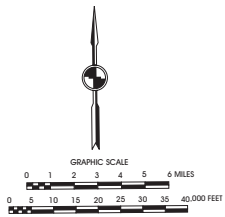
**LOCAL TRANSIT SERVICE AREA**

- LOCAL TRANSIT INCLUDING BUT NOT LIMITED TO FIXED ROUTE BUS

**CENSUS BLOCKS WHEREIN HISPANIC POPULATION EXCEEDS THE AVERAGE REGIONAL PERCENTAGE OF 6.5 PERCENT**

- 150 OR MORE HISPANIC PERSONS
- 75 TO 149 HISPANIC PERSONS
- 25 TO 74 HISPANIC PERSONS
- FEWER THAN 25 HISPANIC PERSONS

**NOTE:** AREAS IN WHITE ARE COMPRISED OF CENSUS BLOCKS WHEREIN THE HISPANIC POPULATION IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 6.5 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.

## CONCENTRATIONS OF FAMILIES IN POVERTY WITHIN SOUTHEASTERN WISCONSIN: 2000

### BUS ROUTE

- RAPID BUS ROUTE-FREEWAY PORTION
- - - RAPID BUS ROUTE-NONFREEWAY PORTION
- EXPRESS BUS ROUTE

### TRANSIT STATIONS

- ▲ WITH PARKING
- △ WITHOUT PARKING

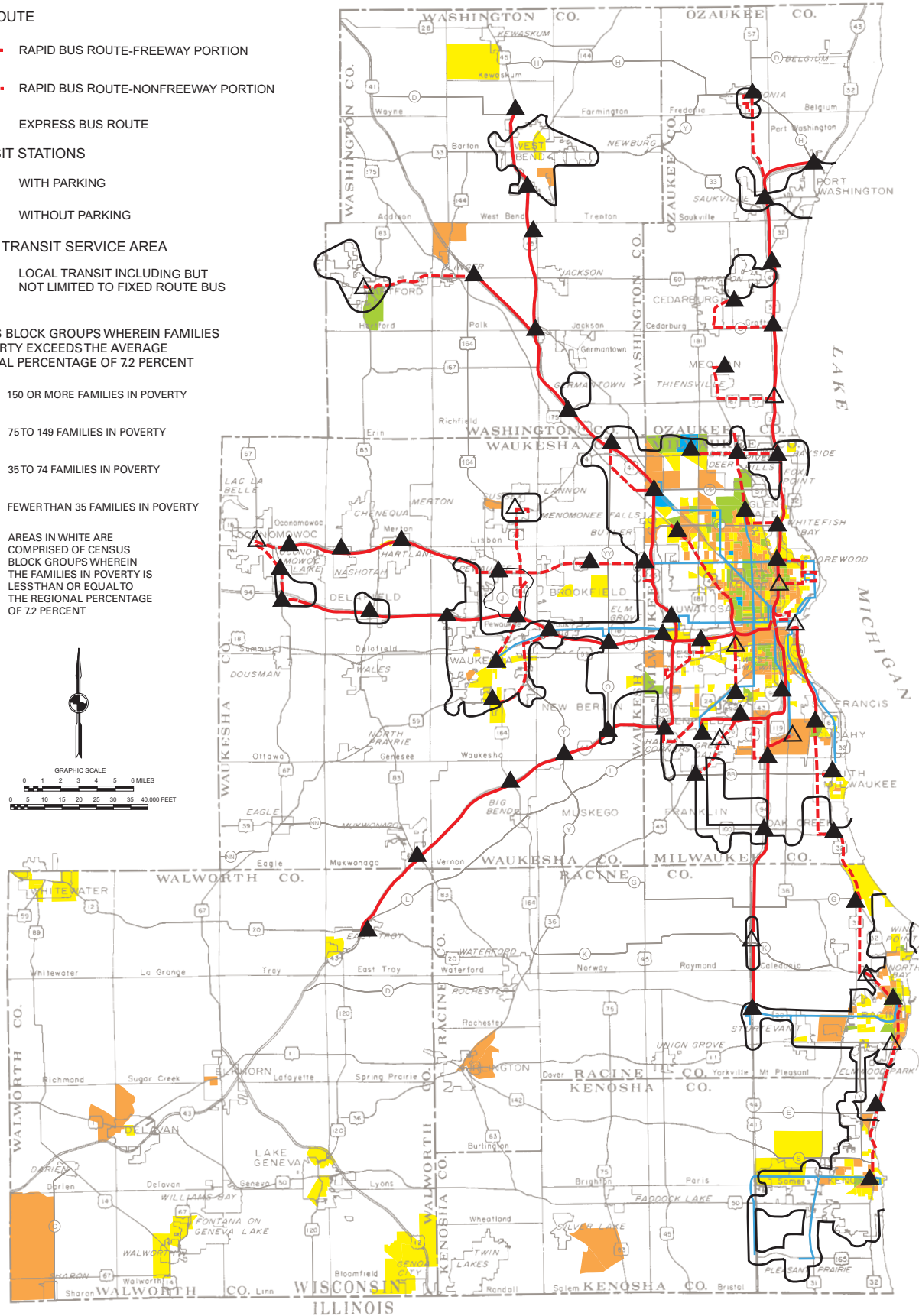
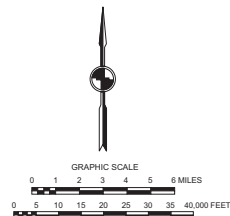
### LOCAL TRANSIT SERVICE AREA

- LOCAL TRANSIT INCLUDING BUT NOT LIMITED TO FIXED ROUTE BUS

### CENSUS BLOCK GROUPS WHEREIN FAMILIES IN POVERTY EXCEEDS THE AVERAGE REGIONAL PERCENTAGE OF 7.2 PERCENT

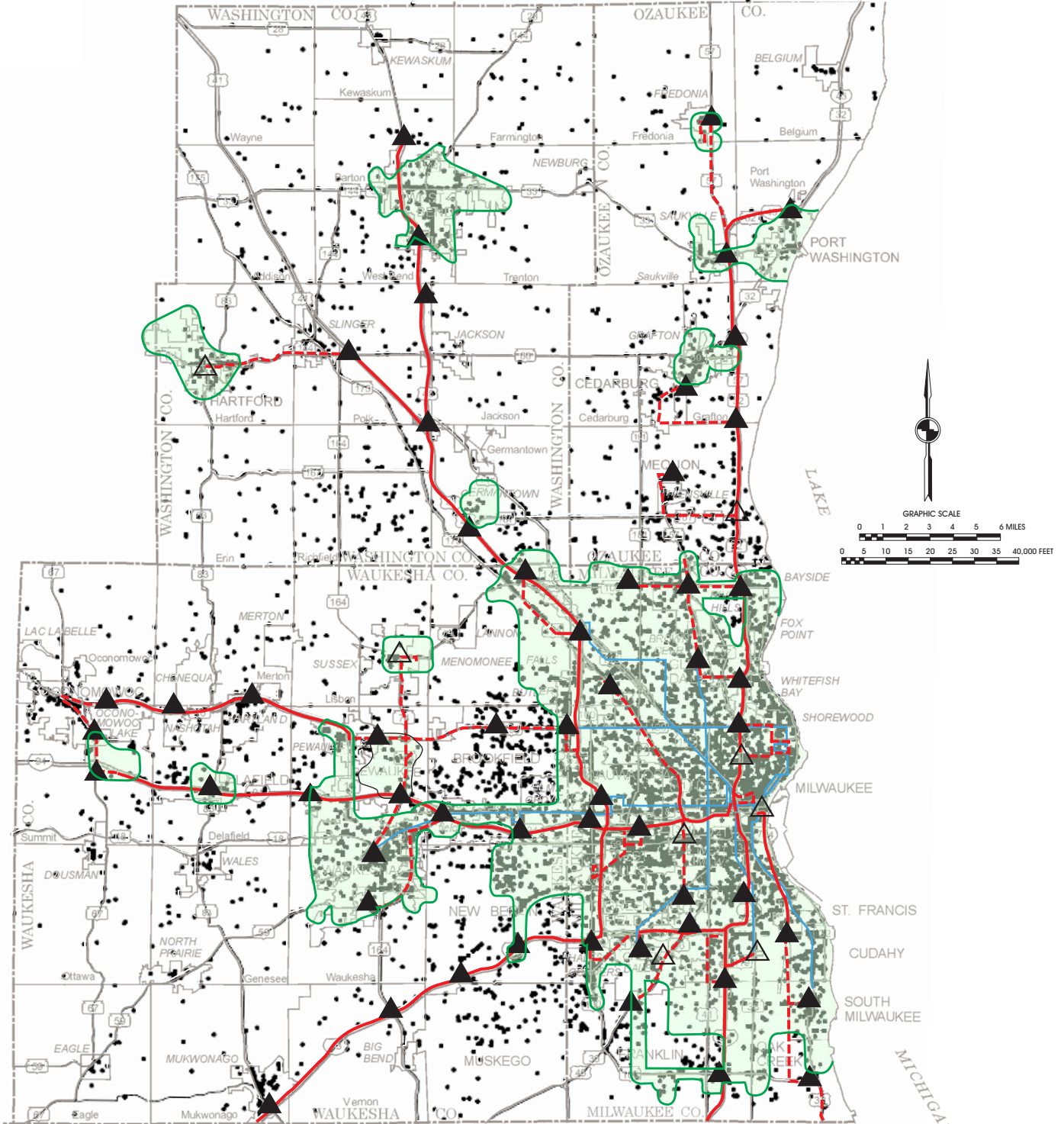
- 150 OR MORE FAMILIES IN POVERTY
- 75 TO 149 FAMILIES IN POVERTY
- 35 TO 74 FAMILIES IN POVERTY
- FEWER THAN 35 FAMILIES IN POVERTY

NOTE: AREAS IN WHITE ARE COMPRISED OF CENSUS BLOCK GROUPS WHEREIN THE FAMILIES IN POVERTY IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 7.2 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.

**COMPARISON OF PRELIMINARY PUBLIC TRANSIT PLAN  
TO BUSINESSES EMPLOYING WORKERS IN HIGH GROWTH  
OCCUPATIONS WHICH ONLY REQUIRE SHORT-TERM ON THE JOB TRAINING**



**BUS ROUTE**

- RAPID BUS ROUTE-FREEWAY PORTION
- - - RAPID BUS ROUTE-NONFREEWAY PORTION
- EXPRESS BUS ROUTE

**TRANSIT STATIONS**

- ▲ WITH PARKING
- △ WITHOUT PARKING

**LOCAL TRANSIT SERVICE AREA**

- LOCAL TRANSIT INCLUDING BUT NOT LIMITED TO FIXED ROUTE BUS

- BUSINESS EMPLOYING ENTRY LEVEL WORKERS

Source: SEWRPC.

POPULATION BY RACE IN THE REGION BY COUNTY: 2000

UIC # 118307  
11/08/05

County	Nonwhite										Total Population
	White		Black/African American		American Indian and Alaska Native		Asian and Pacific Islander		Other Race		
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	
Kenosha	134,737	90.1	6,629	5.8	1,314	0.9	1,930	1.3	5,990	4.0	149,577
Milwaukee	633,446	67.4	240,113	25.5	11,907	1.3	28,930	3.1	48,227	5.1	943,164
Ozaukee	80,186	97.4	917	1.1	335	0.4	1,131	1.4	382	0.5	82,317
Racine	159,592	84.5	21,100	11.2	1,448	0.8	1,885	1.0	8,168	4.3	188,831
Walworth	89,584	95.5	983	1.0	495	0.5	859	0.9	2,946	3.1	93,759
Washington	115,491	98.3	641	0.5	587	0.5	939	0.8	659	0.6	117,493
Waukesha	348,498	96.6	3,480	1.0	1,733	0.5	6,497	1.8	4,013	1.1	360,767
Region	1,561,522	80.8	275,863	14.3	17,819	0.9	42,170	2.2	70,385	3.6	1,932,908

NOTE: As part of the 2000 Federal census, individuals could be reported as being of more than one race. The figures on this table indicate the number of persons reported as being of a given race (as indicated by the column heading), including those who were reported as that race exclusively and those who were reported as that race and one or more other races. Accordingly, the population figures by race sum to more than the total population for each area.

Source: U.S. Bureau of the Census and SEWRPC.

HISPANIC POPULATION IN THE REGION BY COUNTY: 2000

County	Total Population	Hispanic Population	
		Number	Percent of Total Population
Kenosha	149,577	10,757	7.2
Milwaukee	840,164	82,406	8.6
Ozaukee	82,317	1,073	1.3
Racine	188,831	14,990	7.9
Walworth	93,759	6,136	6.5
Washington	117,493	1,529	1.3
Waukesha	360,767	9,503	2.6
Region	1,932,908	126,394	6.5

NOTE: Persons of Hispanic origin may be of any race.

Source: U.S. Bureau of the Census and SEWRPC.

FAMILIES WITH INCOME BELOW THE POVERTY LEVEL IN THE REGION BY COUNTY: 2000

County	Total Families	Families With Income Below the Poverty Level	
		Number	Percent of Total Families
Kenosha	38,671	2,094	5.4
Milwaukee	226,685	26,454	11.7
Ozaukee	23,153	391	1.7
Racine	50,052	2,908	5.8
Walworth	23,388	1,078	4.6
Washington	32,953	867	2.6
Waukesha	101,008	1,674	1.7
Region	495,910	35,466	7.2

NOTE: The U.S. Census Bureau of the Census uses a set of money income thresholds that vary by family size and composition to determine poverty status. If a family's total income is less than that family's threshold, then that family, and every individual in it, is considered to be below poverty. Poverty is not defined for people in military barracks, institutional group quarters, or for unrelated individuals under age 15, such as foster children.

HOUSEHOLDS WITH ZERO PERSONAL VEHICLES AVAILABLE IN THE CITY OF MILWAUKEE, MILWAUKEE COUNTY, AND SOUTHEASTERN WISCONSIN: 2000

	Total Households	Households with Zero Personal Vehicles Available	
		Number	Percent of Total
City of Milwaukee	232,178	48,949	21.1
Milwaukee County	377,729	60,561	16.0
Southeastern Wisconsin	749,056	80,008	10.7

HOUSEHOLDS WITH ZERO PERSONAL VEHICLES AVAILABLE IN SOUTHEASTERN WISCONSIN BY RACE: 2000

Southeastern Wisconsin	Nonwhite									
	White		Black/African American		American Indian and Alaska Native		Asian and Pacific Islander		Other Race	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
	48,896	7.8	26,833	39.5	597	15.3	569	11.1	2,807	17.8

HISPANIC HOUSEHOLDS WITH ZERO PERSONAL VEHICLES AVAILABLE IN SOUTHEASTERN WISCONSIN: 2000

Southeastern Wisconsin	Hispanic	
	Number	Percent of Total
	5,086	16.6

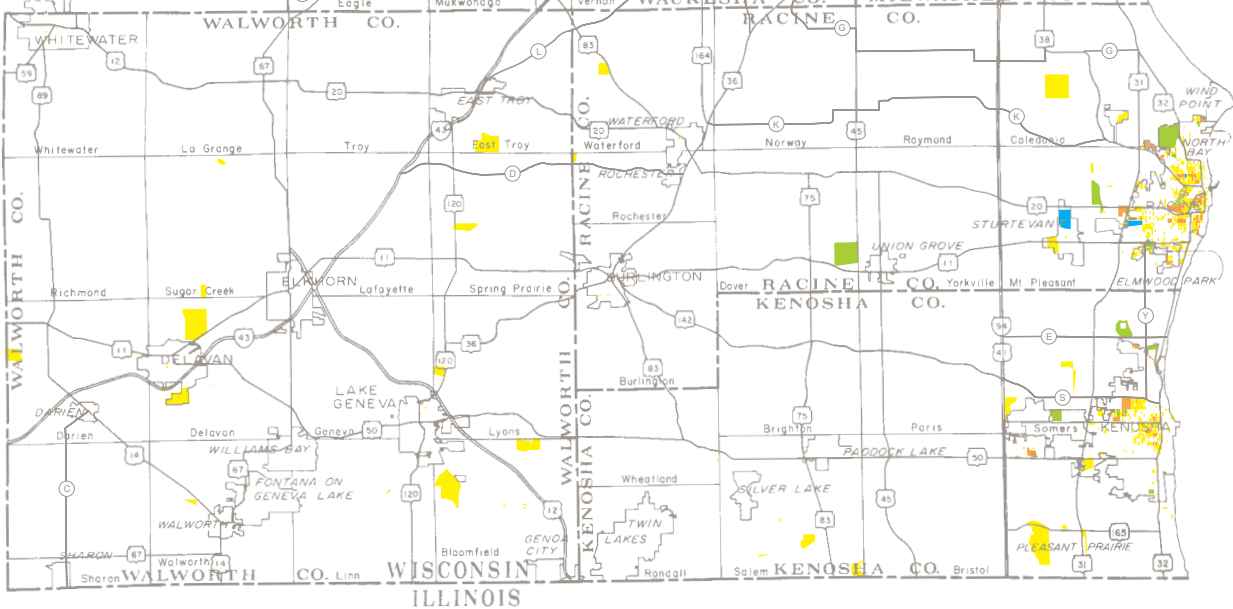
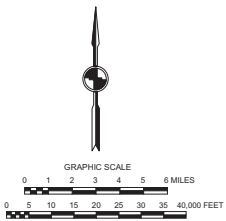
Source: U.S. Bureau of the Census and SEWRPC.

**Map C-1**  
**CONCENTRATIONS OF**  
**BLACK/AFRICAN AMERICAN**  
**PERSONS WITHIN SOUTHEASTERN**  
**WISCONSIN: 2000**

CENSUS BLOCKS WHEREIN BLACK/AFRICAN AMERICAN POPULATION EXCEEDS THE AVERAGE REGIONAL PERCENTAGE OF 14.3 PERCENT

- 200 OR MORE BLACK/AFRICAN AMERICAN PERSONS
- 100 TO 199 BLACK/AFRICAN AMERICAN PERSONS
- 50 TO 99 BLACK/AFRICAN AMERICAN PERSONS
- FEWER THAN 50 BLACK/AFRICAN AMERICAN PERSONS

NOTE: AREAS IN WHITE ARE COMPRISED OF CENSUS BLOCKS WHEREIN THE BLACK/AFRICAN AMERICAN POPULATION IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 14.3 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.

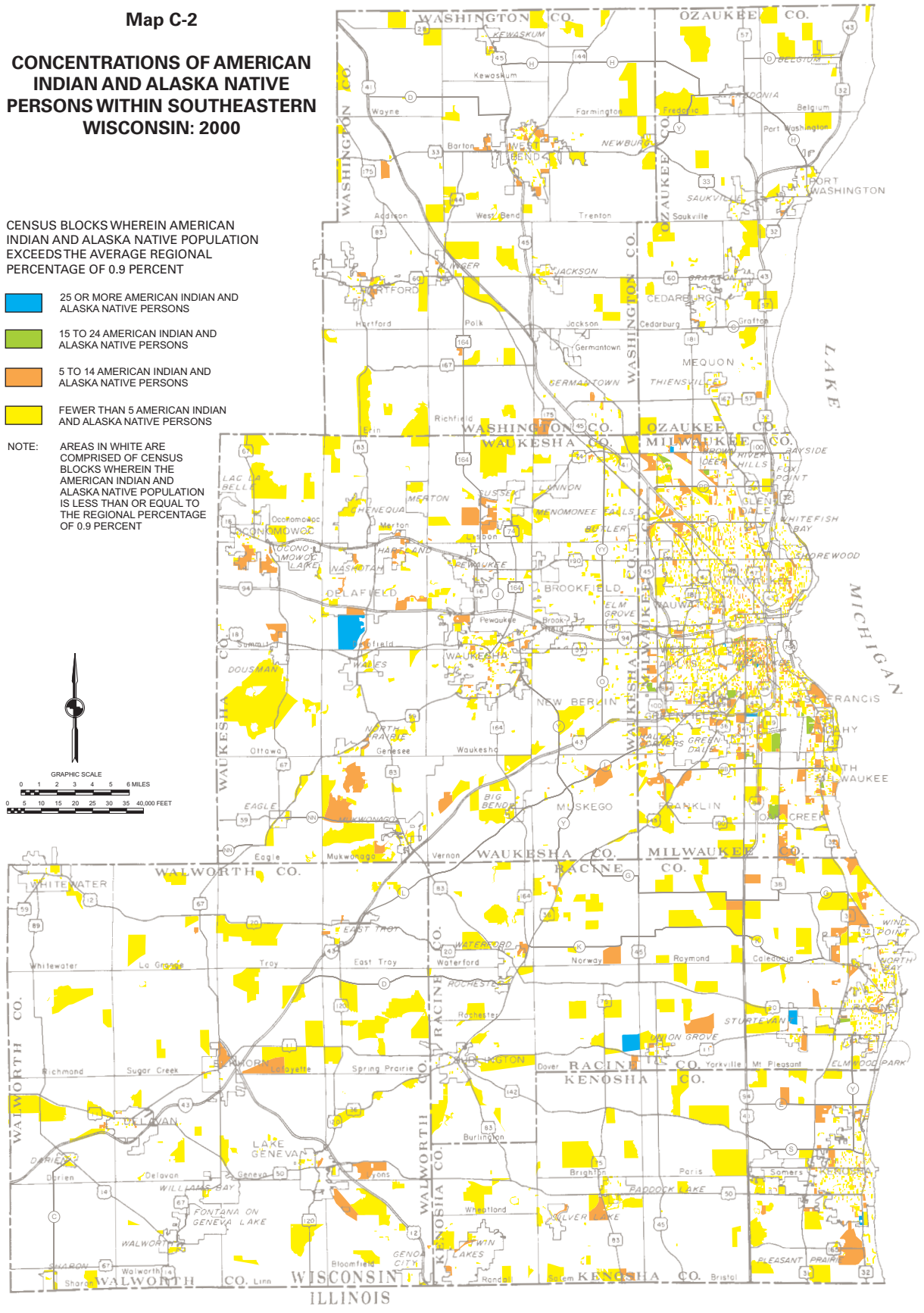
Map C-2

**CONCENTRATIONS OF AMERICAN INDIAN AND ALASKA NATIVE PERSONS WITHIN SOUTHEASTERN WISCONSIN: 2000**

CENSUS BLOCKS WHEREIN AMERICAN INDIAN AND ALASKA NATIVE POPULATION EXCEEDS THE AVERAGE REGIONAL PERCENTAGE OF 0.9 PERCENT

- 25 OR MORE AMERICAN INDIAN AND ALASKA NATIVE PERSONS
- 15 TO 24 AMERICAN INDIAN AND ALASKA NATIVE PERSONS
- 5 TO 14 AMERICAN INDIAN AND ALASKA NATIVE PERSONS
- FEWER THAN 5 AMERICAN INDIAN AND ALASKA NATIVE PERSONS

NOTE: AREAS IN WHITE ARE COMPRISED OF CENSUS BLOCKS WHEREIN THE AMERICAN INDIAN AND ALASKA NATIVE POPULATION IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 0.9 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.

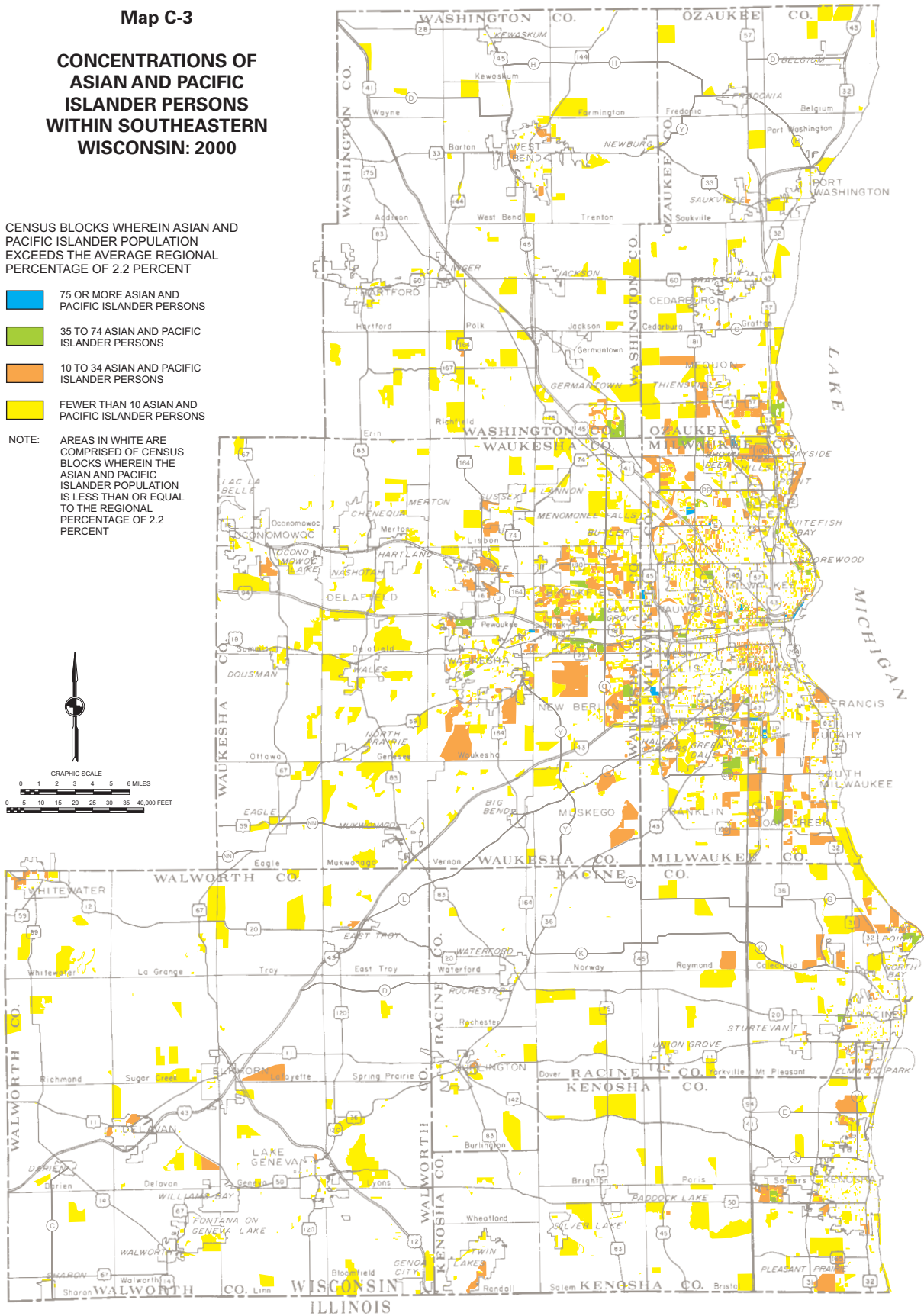
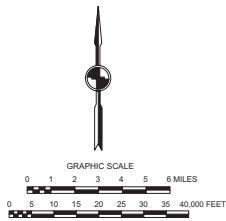
Map C-3

**CONCENTRATIONS OF  
ASIAN AND PACIFIC  
ISLANDER PERSONS  
WITHIN SOUTHEASTERN  
WISCONSIN: 2000**

CENSUS BLOCKS WHEREIN ASIAN AND PACIFIC ISLANDER POPULATION EXCEEDS THE AVERAGE REGIONAL PERCENTAGE OF 2.2 PERCENT

- 75 OR MORE ASIAN AND PACIFIC ISLANDER PERSONS
- 35 TO 74 ASIAN AND PACIFIC ISLANDER PERSONS
- 10 TO 34 ASIAN AND PACIFIC ISLANDER PERSONS
- FEWER THAN 10 ASIAN AND PACIFIC ISLANDER PERSONS

NOTE: AREAS IN WHITE ARE COMPRISED OF CENSUS BLOCKS WHEREIN THE ASIAN AND PACIFIC ISLANDER POPULATION IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 2.2 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.

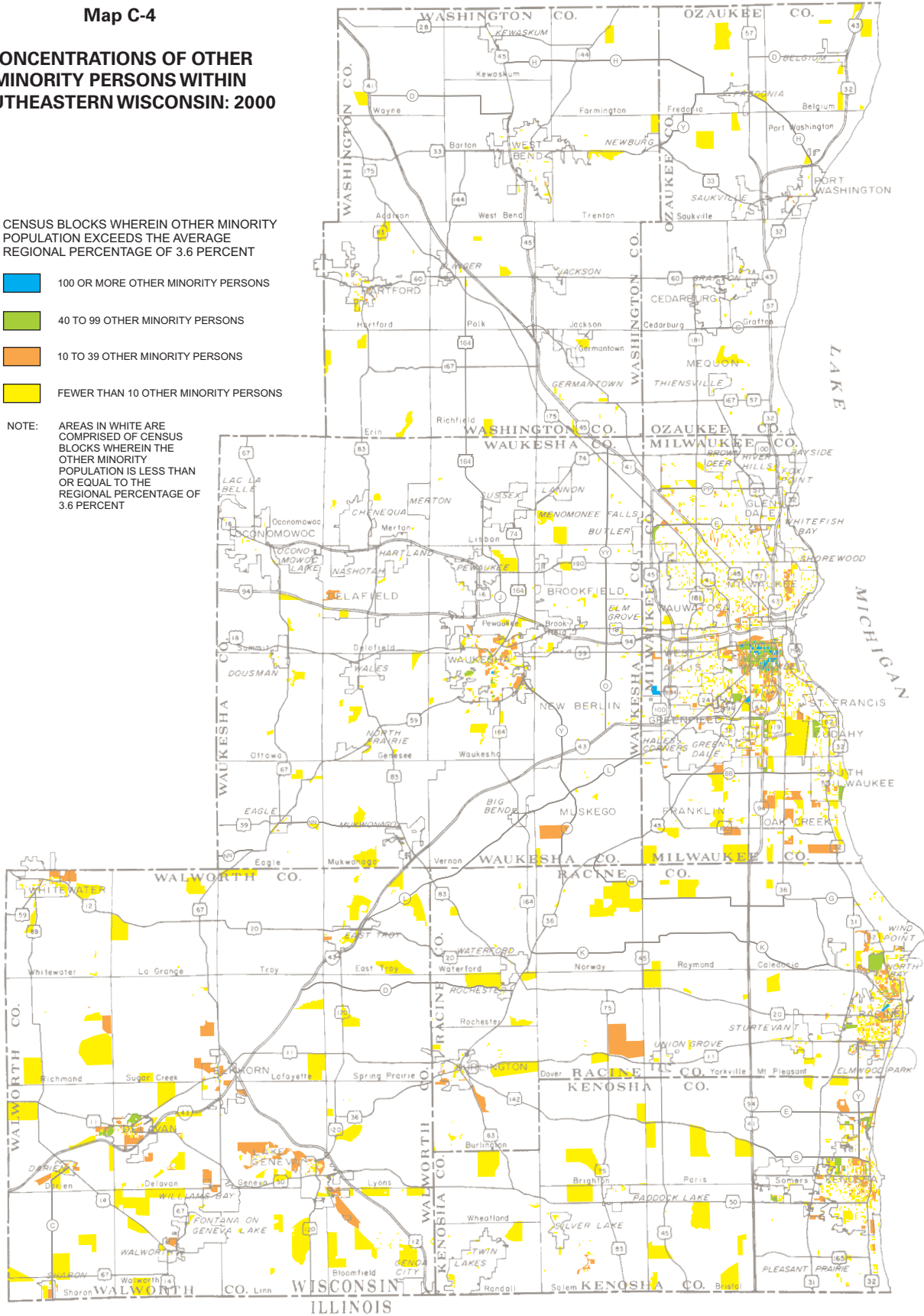
**Map C-4**

**CONCENTRATIONS OF OTHER  
MINORITY PERSONS WITHIN  
SOUTHEASTERN WISCONSIN: 2000**

CENSUS BLOCKS WHEREIN OTHER MINORITY  
POPULATION EXCEEDS THE AVERAGE  
REGIONAL PERCENTAGE OF 3.6 PERCENT

- 100 OR MORE OTHER MINORITY PERSONS
- 40 TO 99 OTHER MINORITY PERSONS
- 10 TO 39 OTHER MINORITY PERSONS
- FEWER THAN 10 OTHER MINORITY PERSONS

NOTE: AREAS IN WHITE ARE  
COMPRISED OF CENSUS  
BLOCKS WHEREIN THE  
OTHER MINORITY  
POPULATION IS LESS THAN  
OR EQUAL TO THE  
REGIONAL PERCENTAGE OF  
3.6 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.



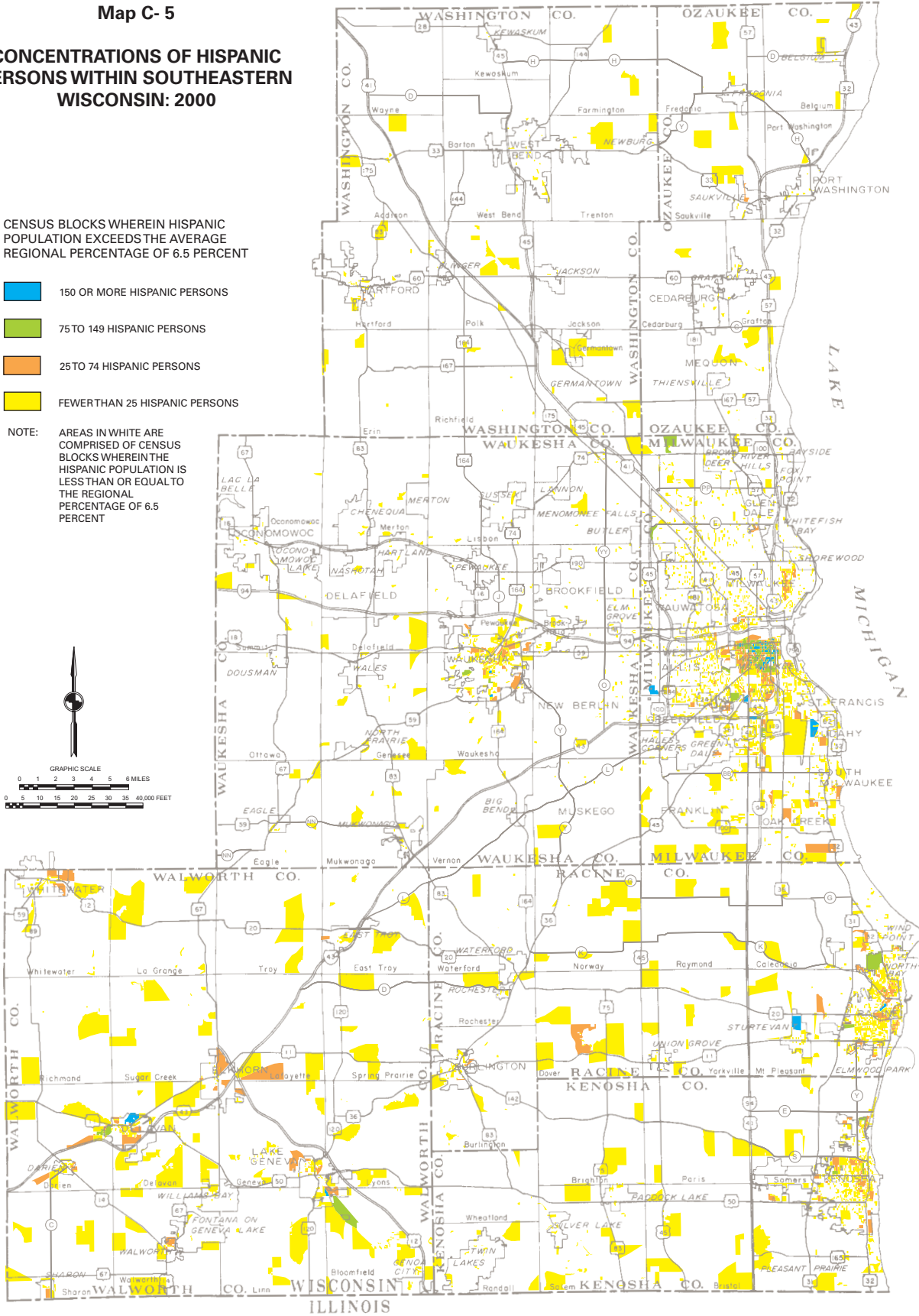
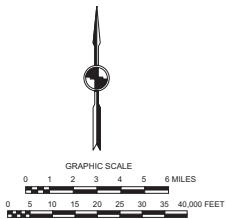
Map C- 5

**CONCENTRATIONS OF HISPANIC PERSONS WITHIN SOUTHEASTERN WISCONSIN: 2000**

CENSUS BLOCKS WHEREIN HISPANIC POPULATION EXCEEDS THE AVERAGE REGIONAL PERCENTAGE OF 6.5 PERCENT

- 150 OR MORE HISPANIC PERSONS
- 75 TO 149 HISPANIC PERSONS
- 25 TO 74 HISPANIC PERSONS
- FEWER THAN 25 HISPANIC PERSONS

NOTE: AREAS IN WHITE ARE COMPRISED OF CENSUS BLOCKS WHEREIN THE HISPANIC POPULATION IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 6.5 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.

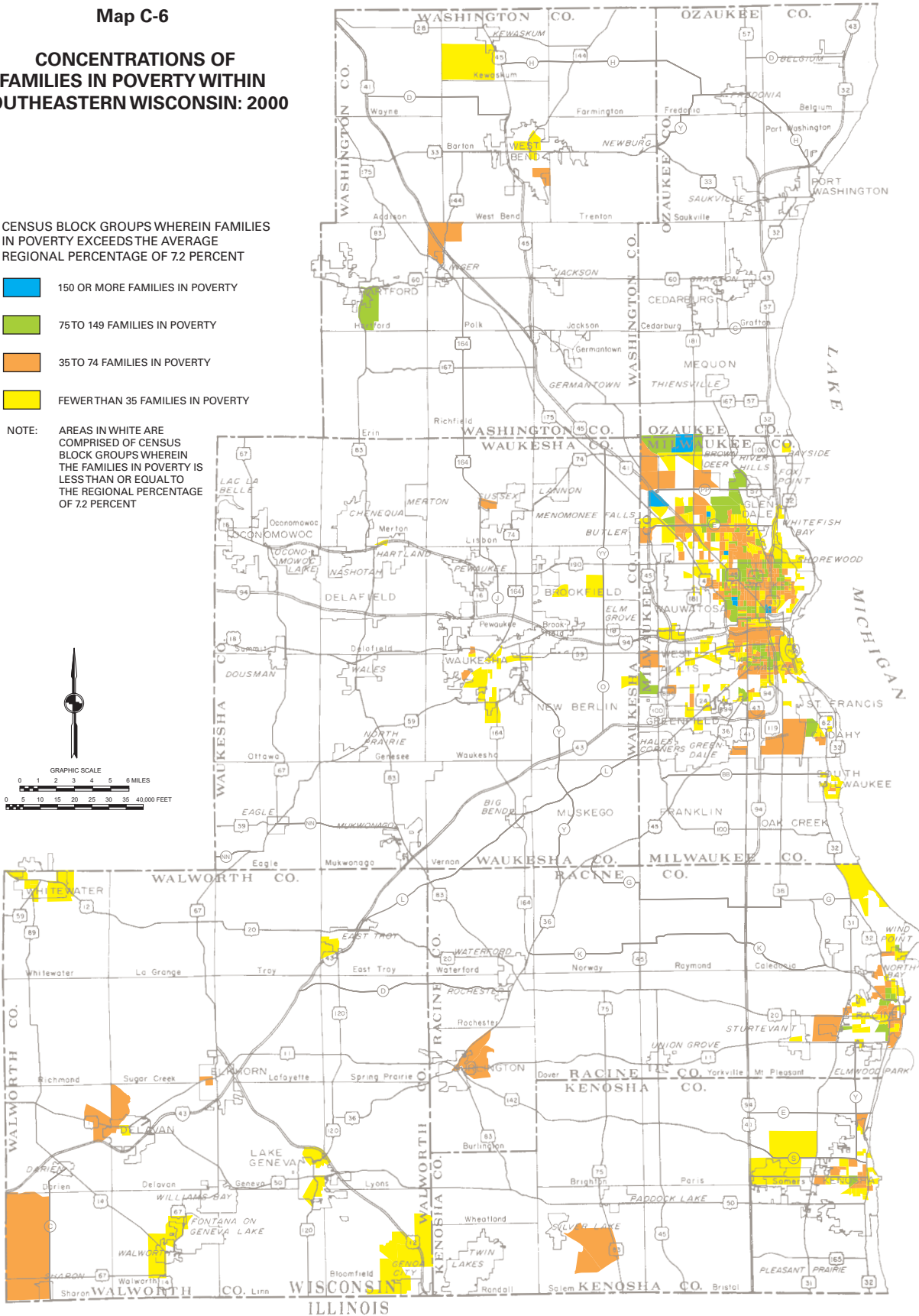
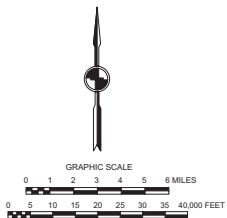
Map C-6

**CONCENTRATIONS OF FAMILIES IN POVERTY WITHIN SOUTHEASTERN WISCONSIN: 2000**

CENSUS BLOCK GROUPS WHEREIN FAMILIES IN POVERTY EXCEEDS THE AVERAGE REGIONAL PERCENTAGE OF 7.2 PERCENT

- 150 OR MORE FAMILIES IN POVERTY
- 75 TO 149 FAMILIES IN POVERTY
- 35 TO 74 FAMILIES IN POVERTY
- FEWER THAN 35 FAMILIES IN POVERTY

NOTE: AREAS IN WHITE ARE COMPRISED OF CENSUS BLOCK GROUPS WHEREIN THE FAMILIES IN POVERTY IS LESS THAN OR EQUAL TO THE REGIONAL PERCENTAGE OF 7.2 PERCENT



Source: U.S. Bureau of the Census and SEWRPC.

**Appendix C**

**ATTENDANCE RECORDS OF PUBLIC INFORMATION  
MEETINGS HELD MAY 18, 2005, THROUGH MAY 26, 2005,  
AND SEPTEMBER 8, 2005, THROUGH SEPTEMBER 21, 2005**

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**ATTENDANCE RECORDS FOR PUBLIC INFORMATIONAL MEETINGS HELD SEPTEMBER 8, 2005,  
THROUGH SEPTEMBER 21, 2005**

**SIGN-IN ROSTER/LISTA DE ASISTENCIA**

Public Information Meeting/Audiencia de Información al Público  
Review and Update of Regional Land Use and Transportation System Plans/  
Revisión y Actualización de los Planes Regionales del Uso de la Tierra y Sistema de Transportación

September 15, 2005  
Racine Gateway Technical College, Michigan Room  
1001 S. Main Street  
Racine, Wisconsin

Name/Nombre	Address/Dirección	Community/Comunidad
1. Blair Neilson	1817 S. Main	
2. Terry Browne	810 17 <sup>th</sup> Ave. S. Hwy. 53112	
3. James Loterbaugh	2000 Grand Ave	
4. Matthew Sadawshi	730 Wisconsin Ave. Racine, WI 53403	
5. Richard Pierce-Rubland	115 White Sand Ln	
6. Samuel Pierce-Rubland	115 White Sand Ln	
7. Jay Warner	4444 N. Green Bay Racine, WI 53407	
8. Michael D. J. J.	609 2 <sup>nd</sup> St. Racine	
9. MARK MICHESE	1520 BAYN MANAVER RACINE 53403	

**SIGN-IN ROSTER/LISTA DE ASISTENCIA**

Public Information Meeting/Audiencia de Información al Público  
Review and Update of Regional Land Use and Transportation System Plans/  
Revisión y Actualización de los Planes Regionales del Uso de la Tierra y Sistema de Transportación

September 15, 2005  
United Community Center, Art Gallery  
1028 S. 9<sup>th</sup> Street  
Milwaukee, Wisconsin

Name/Nombre	Address/Dirección	Community/Comunidad
1. Terry Brumirski	5948 S. 18 <sup>th</sup> St. Milw, WI 53221	

**SIGN-IN ROSTER/LISTA DE ASISTENCIA**

Public Information Meeting/Audiencia de Información al Público  
Review and Update of Regional Land Use and Transportation System Plans/  
Revisión y Actualización de los Planes Regionales del Uso de la Tierra y Sistema de Transportación

September 15, 2005  
Kenosha City Hall, Room 202  
625 52<sup>nd</sup> Street  
Kenosha, Wisconsin

Name/Nombre	Address/Dirección	Community/Comunidad
1. Chris Weber	P.O. Box 855	Kenosha
2. Mike Lemens	625 52 <sup>nd</sup> St.	City of Kenosha

**SIGN-IN ROSTER/LISTA DE ASISTENCIA**

Public Information Meeting/Audiencia de Información al Público  
Review and Update of Regional Land Use and Transportation System Plans/  
Revisión y Actualización de los Planes Regionales del Uso de la Tierra y Sistema de Transportación

September 14, 2005  
Waukesha Transit Center, Lobby  
212 E. St. Paul Avenue  
Waukesha, Wisconsin

Name/Nombre	Address/Dirección	Community/Comunidad
1. Josh Seaford	445 Madison St Waukesha	
2. Bill Moore	4260 S. Victoria Cir.	New Berlin
3. Keith Butterfield	1604 Big Bend Rd Waukesha 53189	
4. Marva Munschau	120 COBAIN BLVD #315 WAUKESHA 53186	
5. STEVE BERG	W3216 N2225 Potomac Dr, Neshota Park, WI 53068	
6. Ron Lind	W302 N. 0215 Linn Rd	Germanstown, 53022
7. Geraldine Bird	"	"

**SIGN-IN ROSTER/LISTA DE ASISTENCIA**

Public Information Meeting/Audiencia de Información al Público  
Review and Update of Regional Land Use and Transportation System Plans/  
Revisión y Actualización de los Planes Regionales del Uso de la Tierra y Sistema de Transportación

September 14, 2005  
West Bend City Hall, Common Council Chambers  
1115 S. Main Street  
West Bend, Wisconsin

Name/Nombre	Address/Dirección	Community/Comunidad
1. DON KEMPE	319 BABALEEIA	W.B.
2. TERRY TESSA	727 Barber Dr	W.B.
3. Kate Peterman	1403 Cedar Creek Pkwy	Grafton
4. David Schwenkel	174 Main Park Circle #3	WB

**SIGN-IN ROSTER/LISTA DE ASISTENCIA**

Public Information Meeting/Audiencia de Información al Público  
Review and Update of Regional Land Use and Transportation System Plans/  
Revisión y Actualización de los Planes Regionales del Uso de la Tierra y Sistema de Transportación

September 14, 2005  
Elkhorn Gateway Technical College, Room 112  
100 Building, 400 County Highway H  
Elkhorn, Wisconsin

Name/Nombre	Address/Dirección	Community/Comunidad
1. Tom Spillner	270 Corty Ave #202	
2. Bob Mumper	612 N Sandy	Elkhorn
3. Wilbert Sess	N6149 Hudson Rd	ELKHORN, WI 53121
4. JIM CHAMM	524 MOENWISIDE ST.	ELKHORN, WI 53121

**SIGN-IN ROSTER/LISTA DE ASISTENCIA**

Public Information Meeting/Audiencia de Información al Público  
Review and Update of Regional Land Use and Transportation System/  
Revisión y Actualización de los Planes Regionales del Uso de la Tierra y Sistema de

September 8, 2005  
HeartLove Place, Auditorium  
3225 N. Dr. Martin Luther King, Jr. Drive  
Milwaukee, Wisconsin

Name/Nombre	Address/Dirección	Community/Comunidad
1. Mary L. Burnett	1734 N 51 St.	
2. Mary Glass	708 5111 345 53209	MILW.
3. Rose Stetz	P.O. Box 12150	MIL 53212

**SIGN-IN ROSTER/LISTA DE ASISTENCIA**

Public Information Meeting/Audiencia de Información al Público  
Review and Update of Regional Land Use and Transportation System Plans/  
Revisión y Actualización de los Planes Regionales del Uso de la Tierra y Sistema de Transportación

September 8, 2005  
Ozaukee County Administration Center, Auditorium  
121 W. Main Street  
Port Washington, Wisconsin

Name/Nombre	Address/Dirección	Community/Comunidad
1. ROBERT H. ALVENS		GRAFTON
2. Joseph B. Smith		"
3. Matt Schneider	New Berlin	Cal
4. Tom Richard	840 574 Ave	Grafton 53024
5. Tom Meach	02. County	

SIGN-IN ROSTER/LISTA DE ASISTENCIA

Public Information Meeting/Audiencia de Información al Público  
 Review and Update of Regional Land Use and Transportation System Plans/  
 Revisión y Actualización de los Planes Regionales del Uso de la Tierra y Sistema de Transportación

September 21, 2005  
 Zoofari Conference Center, Conference Room  
 9715 W. Bluemound Road  
 Milwaukee, Wisconsin

Name/Nombre	Address/Dirección	Community/Comunidad
1. Bekki Schlenker	241 S. 8th St	West Allis, WI 53227
2. SIM STEFANIUK	716 S. POPLAR RD	WEST BEND, WI 53090
3. JAMES MEINZ	4434 S. 15TH PLACE	MILWAUKEE, WI 53221
4. TOM FRITZ	924 N. 33rd ST.	MILWAUKEE 53208
5. MARTY WALL	5705 W. TOLENTON	MILW 53213
6. Cheri Briscoe	2016 E. Windsor Pl. Milw	53202
7. Jeff Lutz	PO Box 581	WAUKESHA 53187
8. David Windsor	City of Milwaukee	
9. WAYNE PETERS	4340 S. 68th ST	GREENFIELD 53220
10. Kerry Thomas	1 Transit Now	P.O. Box 565 Sussex, WI 53089
11. <del>Heidi Pomeroy</del>		Sussex 53089
12. Lisa Kerler	824 Hillcrest	Wauwatosa
13. Stanley M. Miller	4917 W. Hampton Dr.	Delwaukee, WI 53208
14. Lawrence Johnson	7922 Jackson Dr	Wauwatosa 53213

**ATTENDANCE RECORDS FOR PUBLIC INFORMATIONAL MEETINGS HELD MAY 19, 2005  
THROUGH MAY 26, 2005**

**SIGN-IN ROSTER**

Public Information Meeting  
Review and Update of Regional Land Use and Transportation  
System Plans for Southeastern Wisconsin

May 18, 2005  
Kenosha Gateway Technical College, Room A-219  
3520 30<sup>th</sup> Avenue  
Kenosha, Wisconsin

Name	Address	Community
1. Norman Siler	PO Box 278, Seneca	City of Kenosha
2. Jim Baurer	1116 7 <sup>th</sup> St Pleasant Prairie	Plain Administration
3. Scott Stog	1860 N Arlhigh Pl. M.W.	Milwaukee
4. C. Sullivan	KAC	Kenosha
5. Dr. Don Hackbart	4311-104 <sup>th</sup> St. Pleasant Pr, WI	
6. J. Bamber	840 Lakme Racine WI 53403	
7. J. SIMPSON	900 22 <sup>nd</sup> St SALEM WI 53148	
8. J. BRACE	4707-84 <sup>th</sup> St Kenosha WI 53142	
9. C. Larson	2619 Sunrise Rd Racine WI 53402	
10. A. Pearson	Wisconsin Ave. Wauwatosa	

**SIGN-IN ROSTER**

Public Information Meeting  
Review and Update of Regional Land Use and Transportation  
System Plans for Southeastern Wisconsin

May 19, 2005  
Rotary Building, Frame Park  
1150 Baxter Street  
Waukesha, Wisconsin

Name	Address	Community
1. Vernon BARTLET	3450 S. Johnson Rd	NEW BERLIN
2. Truman Schultz	9159 Tomlinell	Oconomowoc
3. Nancy Anderson	830 Aurora St.	Waukesha

**SIGN-IN ROSTER**

Public Information Meeting  
Review and Update of Regional Land Use and Transportation  
System Plans for Southeastern Wisconsin

May 19, 2005  
Washington County Fair Park Pavilion, Room 112  
3000 County Highway PV  
Town of Polk, Wisconsin

Name	Address	Community
1.		
2.		
3.		
4.		
5.		

No Attendees

**SIGN-IN ROSTER**

Public Information Meeting  
Review and Update of Regional Land Use and Transportation  
System Plans for Southeastern Wisconsin

May 18, 2005  
Heinz Love Plaza Auditorium  
3229 N. Dr. Martin Luther King, Jr. Drive  
Milwaukee, Wisconsin

Name	Address	Community
1.		
2.		
3.		
4.		
5.		

*(Handwritten notes: New Address, 5705 W. Trenton Pl. M.W. 53213, 2444 N. 86, Town 53226, 3740 N 44th Milwaukee 53216)*

**SIGN-IN ROSTER**

Public Information Meeting  
Review and Update of Regional Land Use and Transportation  
System Plans for Southeastern Wisconsin

May 25, 2005  
Elkhorn Gateway Technical College, Room 112, 100 Bldg  
400 County Road H  
Elkhorn, Wisconsin

Name	Address	Community
1. Morgan C. Dahl	403 E. Wise	Deltona
2. Dean Fischer	PO Box 178	Walterwater City of
3. MARK WENDEFF	623 SUSIE ST	DELAWAN
4. KEVIN BRUNNER	PO Box 178	WALTERWATER, CITY

**SIGN-IN ROSTER**

Public Information Meeting  
Review and Update of Regional Land Use and Transportation  
System Plans for Southeastern Wisconsin

May 25, 2005  
Town of Cedarburg Town Hall, Conference Room  
1293 Washington Avenue  
Cedarburg, Wisconsin

Name	Address	Community
1. Patrick Blum	1579 W. Portview Dr #102 West Washington	
2. JOSHUA SMITH	1293 Washington Ave.	Cedarburg
3. Mike Vebber	8226 N. Santa Monica	Fox Point
4. Kit Keller	W62N799 Sheboygan Rd Cedarburg WI 53012	
5. Nancy Bachmann	1123 Washington East.	
6. David Salvaggio	Western Ave.	Cedarburg

**SIGN-IN ROSTER**

Public Information Meeting  
 Review and Update of Regional Land Use and Transportation  
 System Plans for Southeastern Wisconsin

May 25, 2005  
 Racine Gateway Technical College, Huron Room  
 1001 Main Street  
 Racine, Wisconsin

Name	Address	Community
1. <u>Harlan Daeger</u>	<u>325 Sheridan Rd</u> <u>Racine</u>	<u>Town of Somers</u>
2. <u>Mattie Dolores Jobs</u>	<u>2023-917 St.</u>	<u>Blanchester Racine</u>
3. <u>Emily Augland</u>	<u>Kenshin Way</u>	
4. _____		

**SIGN-IN ROSTER**

Public Information Meeting  
 Review and Update of Regional Land Use and Transportation  
 System Plans for Southeastern Wisconsin

May 19, 2005  
 United Community Center, Conference Room 2  
 1028 S. 9<sup>th</sup> Street  
 Milwaukee, Wisconsin

Name	Address	Community
1. <u>Dennis Grazzini</u>	<u>312 S Wis Ave #20</u>	<u>Milwaukee 53202</u>
2. <u>Brian Peters</u>	<u>600 W. Virginia St.</u>	<u>Milwaukee 53204</u>

**SIGN-IN ROSTER**

Public Information Meeting  
 Review and Update of Regional Land Use and Transportation  
 System Plans for Southeastern Wisconsin

May 26, 2005  
 Zoofari Conference Center, Conference Room  
 9715 W. Bluemound Road  
 Milwaukee, Wisconsin

Name	Address	Community
1. <u>BILL LAVELETTE</u>	<u>3137 S. Superior St.</u>	<u>MILWAUKEE</u>
2. <u>PETER BEITZEL</u>	<u>756 W. Milwaukee St.</u>	<u>Milwaukee</u>
3. <u>Mary Waring</u>	<u>150 N Cathlamet Rd</u>	<u>Brookfield</u>
4. <u>Barbara Roncke</u>	<u>1709 S Ruby Ln.</u>	<u>Brookfield 53005</u>
5. <u>BOB FAELAK</u>	<u>P.O. Box 34055</u>	<u>MILWAUKEE 53234</u>
6. <u>Deborah Cotter</u>	<u>633 W. Wisconsin St.</u>	<u>400 Milwaukee 53203</u>
7. <u>Amy Waxman</u>	<u>932 S 60th St.</u>	<u>West Allis, 53214</u>
8. <u>David Windsor</u>	<u>City of Milwaukee</u>	<u>841 N. Broadway Milwaukee</u>
9. <u>Gratch Schultz</u>	<u>315 N. Prospect St.</u>	<u>Milwaukee WI 53208</u>
10. <u>DAVID NOVAK</u>	<u>3779 S. 96th St.</u>	<u>Milwaukee WI 53218</u>
11. <u>JOAN HERRIGES</u>	<u>1104 N MARSHALL</u>	<u>MILWAUKEE 53202</u>
12. <u>Cathy Swessel</u>	<u>3235 S Lenox St</u>	<u>Milwaukee</u>
13. <u>Mary Ann Klee</u>	<u>17365 W. Refinwood St.</u>	<u>Brookfield 53045</u>
14. <u>Laurel Mellone</u>	<u>16980 Ruby Lane</u>	<u>Brookfield 53005</u>
15. <u>Brian Dulont</u>	<u>101 N. Marshall Ave</u>	<u>Waukesha 53186</u>
16. <u>Debra Knapp</u>	<u>524 Laurel Lake Rd</u>	<u>Juniata, WI</u>
17. <u>Charlie Webb</u>	<u>2474 N. 8th</u>	<u>Tosa WI</u>
18. <u>Richard Padlock Sr</u>	<u>1085 S. Palmon Rd</u>	<u>Brookfield</u>
19. <u>Janna M. Ahika</u>	<u>" " " "</u>	<u>" "</u>
20. <u>Gerald Mellone</u>	<u>16980 Ruby Ln.</u>	<u>BROOKFIELD</u>



**Appendix D**

**COMMISSION ANNOUNCEMENTS OF PUBLIC INFORMATION  
MEETINGS HELD IN MAY 2005 AND SEPTEMBER 2005,  
AND SUMMARY MATERIALS DISTRIBUTED AT PUBLIC INFORMATION MEETINGS**

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## MAY 2005 PUBLIC INFORMATIONAL MEETINGS

### PUBLIC INFORMATION MEETINGS SCHEDULED ON REVIEW AND UPDATE OF THE REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS

Citizens are invited to a series of public information meetings to learn more about, and to comment on, the review and update of the regional land use and transportation system plans for Southeastern Wisconsin.

The Southeastern Wisconsin Regional Planning Commission is the official areawide planning agency responsible for regional land use and transportation system planning in the seven county Southeastern Wisconsin Region. The review and update of the regional land use and transportation system plans is underway. The purpose of these meetings is to keep the residents of the Region informed of the study's progress and findings with respect to the implementation status of existing regional land use and transportation system plans and historic trends in land use and transportation, the process for development of regional land use and transportation system plans, and the next steps in the planning process for the regional land use and transportation system plans. Comments are encouraged, particularly on regional land use and transportation system needs and problems, and land use and transportation system alternatives. Information regarding the review and update of the regional land use and transportation system plans may be obtained at the following website: [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans).

Staff will be available in an "open house" format from 4:30 p.m. to 7:00 p.m. to individually answer questions and provide information about the review and update of the regional land use and transportation system plans.

Date	Building/Room	Location
May 18, 2005	Kenosha Gateway Technical College, Room A-219	3520 30 <sup>th</sup> Avenue, Kenosha, WI
May 18, 2005	HeartLove Place, Auditorium	3229 N. Dr. Martin Luther King, Jr. Drive, Milwaukee, WI
May 19, 2005	Rotary Building, Frame Park	1150 Baxter Street, Waukesha, WI
May 19, 2005	United Community Center, Conference Room 2	1028 S. 9 <sup>th</sup> Street, Milwaukee, WI
May 19, 2005	Washington County Fair Park Pavilion, Room 112	3000 County Highway PV, Town of Polk, WI
May 25, 2005	Town of Cedarburg Town Hall Conference Room	1293 Washington Avenue, Town of Cedarburg, WI
May 25, 2005	Racine Gateway Technical College, Huron Room	1001 Main Street, Racine, WI
May 25, 2005	Elkhorn Gateway Technical College, Room 112	100 Building, 400 County Road H, Elkhorn, WI
May 26, 2005	ZooLand Conference Center, Conference Room	9715 W. Bluemound Road, Milwaukee, WI

Persons with special needs are asked to contact the Commission offices a minimum of 72 hours in advance of their preferred public meeting date so that appropriate arrangements can be made. Special needs may be related to site access and/or mobility, materials interpretation, or active participation, including the submission of comments.

Oral comments may be provided to a court reporter at the meetings and written comments may be made during and after the meetings. To ask questions, to submit written comments, or to request a newsletter on the review and update of the regional land use and transportation system plans, please contact:

Southeastern Wisconsin Regional Planning Commission  
W239 N1812 Rockwood Drive  
P.O. Box 1607  
Waukesha, Wisconsin 53187-1607  
Phone: 262-547-6721 Fax: 262-547-1103  
**Regional Plan Review and Update**  
E-mail: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)

**El Conquistador**  
May 13, 2005

### PUBLIC INFORMATION MEETINGS SCHEDULED ON REVIEW AND UPDATE OF THE REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS

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Southeastern Wisconsin Regional Planning Commission  
W239 N1812 Rockwood Drive  
P.O. Box 1607  
Waukesha, Wisconsin 53187-1607  
Phone: 262-547-6721 Fax: 262-547-1103  
**Regional Plan Review and Update**  
E-mail: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)

**Milwaukee Star**  
May 5, 2005

**Milwaukee Journal Sentinel**  
May 11, 2005

**West Bend Daily News**  
May 11, 2005

**The Freeman**  
May 11, 2005

**Kenosha News**  
May 11, 2005

**Milwaukee Courier**  
May 14, 2005

**Ozaukee County News Graphic**  
May 16, 2005

**Racine Journal Times**  
May 18, 2005

**Elkhorn Independent**  
May 19, 2005

### Horarios de Reuniones Públicas Para la Revisión y Actualización de los Planes del Uso de Área Regional y Sistema de Transportación

Residentes de Wisconsin están invitados a una serie de sesiones de información para conocer y comentar, para revisar y actualizar los planes del uso de área regional y sistema de transportación del área sureste de Wisconsin.

La Comisión Regional de Planeación del Sureste de Wisconsin es la agencia oficial de planeación del área responsable por la planeación de los sistemas de transportación y el uso de área regional en las siete condadas de la región sureste de Wisconsin. La revisión y actualización de los planes del sistema de transportación y del uso de áreas regionales en los siete condadas de la región sureste de Wisconsin. El propósito de estas reuniones es de mantener a los residentes de la región informados del progreso del estudio y de lo encontrado al respecto de la implementación del uso de las áreas de terreno regional ya existentes y de los planes del sistema de transportación, el proceso de desarrollo de los planes del uso de terrenos de la región y del sistema de transportación, y los pasos que siguen en el proceso de planeación de los planes del uso de terreno y sistema de transportación. Comentarios son altamente solicitados particularmente en los temas de problemas y necesidades, además de alternativas en el uso de áreas terrenales y sistema de transportación. Información acerca de la revisión y actualización de los planes, pueden ser obtenidos en la siguiente página de internet: [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans).

Personal estará disponible en una sesión estilo "open house" de 4:30 p.m. a 7:00 p.m. para responder preguntas individuales y proveer información acerca de la revisión y actualización de los planes del uso de áreas terrenales y sistema de transportación.

Fecha	Edificio/Sala	Localización
Mayo 18, 2005	Kenosha Gateway Technical College, Room A-219	5520 30 <sup>th</sup> Avenue, Kenosha, WI
Mayo 18, 2005	HeartLove Place, Auditorium	3229 N. Dr. Martin Luther King, Jr. Drive, Milwaukee, WI
Mayo 19, 2005	Rotary Building, Frame Park	1150 Baxter Street, Waukesha, WI
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Mayo 25, 2005	Elkhorn Gateway Technical College, Room 112	100 Building, 400 County Road H, Elkhorn, WI
Mayo 26, 2005	ZooLand Conference Center, Conference Room	9715 W. Bluemound Road, Milwaukee, WI

Personas con necesidades especiales se les pide que se contacten con las oficinas de la Comisión con 72 horas de anticipación de la fecha de la sesión de su preferencia para hacer las debidas acomodaciones. Necesidades especiales pueden ser por inmovilidad, materiales de revisión o interpretación, o participación activa, incluyendo entrega de comentarios.

Comentarios verbales pueden ser hechos al repertorio de la corte en las reuniones, comentarios escritos pueden ser hechos antes o después de la sesión. Para hacer preguntas, para entregar comentarios, o para pedir un folleto sobre la revisión y actualización de los planes, por favor contactar:

Southeastern Wisconsin Regional Planning Commission  
W239 N1812 Rockwood Drive  
P.O. Box 1607  
Waukesha, Wisconsin 53187-1607  
Phone: 262-547-6721 Fax: 262-547-1103  
**Regional Plan Review and Update**  
E-mail: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)

**El Conquistador**  
May 13, 2005

# News Release

May 10, 2005  
Release No. 05-04

## FOR IMMEDIATE RELEASE

For more information,  
contact Kenneth R. Yunker,  
Deputy Director, at  
(262) 547-6721 or  
kyunker@sewrpc.org

### SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION SCHEDULES PUBLIC MEETINGS FOR REVIEW AND UPDATE OF THE REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS

As part of the review and update of long-range land use and transportation plans for the seven-county southeastern Wisconsin Region, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) has completed an analysis of recent trends in land use development, transportation system development, transportation system use, and travel habits and patterns within Southeastern Wisconsin, and has examined the extent to which the current regional land use and transportation system plans have been implemented. A newsletter has been prepared, and a series of public informational meetings have been scheduled to share the findings of the Commission's work.

The newsletter, and the schedule of public meetings, along with all other information which has been developed on the review and update of the land use and transportation system plans, is available on the Commission's website—[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans). The meetings are scheduled for Wednesday, May 18, 2005, Thursday, May 19, 2005, Wednesday, May 25, 2005, and Thursday, May 26, 2005. Staff will be available at the meetings in an "open house" format from 4:30 p.m. to 7:00 p.m. to individually answer questions and provide information about the review and update of the regional land use and transportation system plans. The meetings will also provide an opportunity to comment on the development of the regional land use and transportation plans, including regional land use and transportation system trends, needs, and problems, the current regional land use and transportation system plans, and land use and transportation alternatives. In addition to Commission staff, a court reporter will be present at the meetings to take oral comment.

Findings with respect to land development trends and implementation of the regional land use plan include the following:

- The current regional land use plan recommended the preservation of the Region's primary and secondary environmental corridors, and isolated natural areas—which together encompass the Region's best remaining features of the natural landscape. Between 1990 and 2000, the Region's environmental corridors and isolated natural areas did not decrease, but increased from 599.4 to 599.9 square miles, representing 22 percent of the Region.

-more-

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May 10, 2005  
Page 2

- The current regional land use plan recommended the preservation of prime agricultural lands within the Region (agricultural lands with Class I or II soils). Between 1990 and 2000, 33 square miles of prime agricultural lands were converted to urban uses, leaving 945 square miles of prime agricultural lands in the Region in the year 2000, accounting for about 35 percent of the Region.
- The current regional land use plan recommended that urban development, including residential development, should occur primarily at medium and high densities within existing urban centers as infill development and redevelopment, and within defined urban growth/sanitary sewer service areas adjoining these centers. Between 1990 and 2000, about 81 percent of residential development in the Region occurred within existing urban centers and their planned urban growth/sanitary sewer service areas, compared to the plan recommended 93 percent. During the same time period, about 77 percent of residential development in the Region was developed at medium and high densities, compared to the plan recommended 88 percent.
- The current regional land use plan recommended that much of the Region's employment be concentrated in 45 major centers which would have employment levels at a minimum of 2,000 retail jobs, 3,500 office and service jobs, or 3,500 industrial jobs. These 45 centers included 36 existing major employment centers and nine new centers. Of these 45 centers, all but one currently meets or is expected to meet the major center employment levels as recommended by the plan. Eight new employment centers, not recommended in the plan, also have developed and either currently represent, or may be expected to develop to, major centers.

The current regional transportation plan recommended the provision of a comprehensive, multimodal, balanced, high quality transportation system in Southeastern Wisconsin, and included four elements: public transit, systems management, bicycle and pedestrian facilities, and arterial streets and highways. Progress has been made toward implementation of each element of the current regional transportation plan. Vehicle-miles of bus service provided on an average weekday have increased from 65,000 in 1995 to 71,900 in 2003, representing 15 percent of the planned expansion of public transit service to 110,000 vehicle-miles of service. Off-street bicycle paths increased from 134 miles in 1995 to 203 miles in 2003, representing 16 percent of the planned expansion to 575 miles. About 17 percent, or 110 miles, of the planned 656 miles of new or widened arterials have been completed or are under construction. The progress of the transportation systems management element cannot be quantified but significant progress has been made with respect to a freeway traffic management system.

Trends in travel habits and patterns and transportation system use within the seven-county Region include the following:

- Person trips increased from 3.9 million on an average weekday in 1963 to an estimated 6.8 million in 2001, a 63 percent increase, largely consistent with the growth in Region households and employment.
- Vehicle trips increased to an estimated 5.5 million on an average weekday in 2001, a 113 percent increase since 1963—a greater increase than person trips principally due to declines in carpooling.
- Personal vehicles—automobiles, pickup trucks, vans or minivans, and sport utility vehicles—available for travel by residents of the Region increased from 570,300 vehicles to about 1.3 million in 2001, a 149 percent increase.
- Public transit trips declined from 320,500 trips on an average weekday or eight percent of all internal regional person travel in 1963 to 142,200 trips or two percent in 2001.
- The vehicle-miles traveled within Southeastern Wisconsin increased from 13.1 million in 1963 to 40.0 million per average weekday in 2001, an increase of 206 percent and a greater increase than vehicle trips principally due to the increasing length of trips.

-more-

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May 10, 2005  
Page 3

Also presented in the newsletter and to be presented at the meetings are the design concepts and guidelines proposed to be followed in the preparation of the regional land use plan and regional transportation plan alternatives. Proposed regional land use plan design concepts and guidelines include:

- Preservation of primary and secondary environmental corridors, and isolated natural resource areas.
- Preservation of the prime, or most productive, agricultural lands in the Region.
- Directing population and employment growth to the Region's existing urban centers as infill and redevelopment, and in defined urban sanitary sewer service/growth areas immediately adjoining those centers.
- New residential development to occur predominantly at medium and high densities.
- Continued development and redevelopment of the Region's existing major commercial and industrial centers, including directing new employment to those centers.

The new year 2035 regional transportation system plan will be designed to serve, and to be consistent with, the year 2035 regional land use plan. The development and evaluation of a new regional transportation system plan for southeastern Wisconsin will also be guided by the following vision statement:

A multimodal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of Region residents and support and promote expansion of the Region's economy, by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the Region's natural environment, minimizing disruption of both the natural and manmade environment, and serving to support implementation of the regional land use plan, while minimizing the capital and annual operating costs of the transportation system.

In addition, the development of the year 2035 regional transportation plan will begin with consideration of the travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements of the plan. These four plan elements will be considered and developed and quantitatively tested and evaluated with respect to their travel impacts prior to any consideration given to arterial street and highway system improvement and expansion. Arterial street and highway improvement and expansion will be considered to address the residual highway traffic volume and traffic congestion which may not be expected to be alleviated by travel demand management, transportation systems management, bicycle and pedestrian, and public transit.

The Commission expects to complete the preparation of the year 2035 regional land use plan in the summer of 2005, consider and evaluate transportation system plan alternatives in the summer and fall of 2005, and complete the preparation of the year 2035 regional transportation system plan in the spring of 2006. A third series of meetings will occur in late 2005 or early 2006, to present alternative transportation system plans, and preliminary recommendations for the regional transportation system plan.

[Note: Attached to this press release are the dates and locations of the scheduled nine public meetings and the Newsletter which announces the public meetings and provides updated information on the progress and findings in the review and update of the regional land use and transportation plans -- including the Advisory Committees guiding the review and update, recent trends in land use development, transportation system development, transportation system use, and travel habits and patterns within Southeastern Wisconsin, the extent to which the current regional land use and transportation system plans have been implemented, and a summary of the design concepts and guidelines which direct the development of the regional land use and transportation system plans.]

\* \* \*

#107635 v1 - RTP News Release May 2005

-more-

# REVIEW AND UPDATE OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN



## INTRODUCTION

The review and update of the land use and transportation system plans for the seven-county Southeastern Wisconsin Region is underway. This newsletter is being published to keep you informed of the study's progress and findings.

This is the second in a series of newsletters, the first having been published in July 2004. The first issue included the announcement of an initial series of public meetings held in August 2004 and information regarding the Regional Planning Commission, the Advisory Committees guiding the development of the new plans, the new year 2035 population and economic projections for the Region, the basic principles guiding the Commission's regional land use and transportation planning, and the existing regional land use and transportation system plans. This issue includes information regarding the following:

- A second series of public meetings scheduled for May 2005 and other opportunities for public involvement.
- Advisory committees on regional land use and transportation planning.
- Implementation of existing regional land use and transportation plans and historic trends in land use and transportation.
- Process for development of regional land use and transportation plans.
- Next steps in the planning process.

## ADVISORY COMMITTEES ON REGIONAL LAND USE AND TRANSPORTATION PLANNING

The new regional land use plan is being developed under the guidance of the Advisory Committee on Regional Land Use Planning, and the new regional transportation plan is being developed under the guidance of the Advisory Committee on Regional Transportation Planning. The Advisory Committees will be responsible for proposing to the Commission,

### SECOND SERIES OF PUBLIC INFORMATIONAL MEETINGS SCHEDULED

A series of public information meetings has been scheduled, with meetings to be held throughout the Region in May. The purpose of these meetings is to familiarize the residents of the Region with the plan review and update process, and to provide an opportunity to comment on the development of the Region's land use and transportation system plans. Comments are encouraged, particularly on regional land use and transportation systems needs and problems, the current regional land use and transportation system plans, and land use and transportation alternatives. The table below highlights the dates and locations of the upcoming meetings. Staff will be available in an "open house" format from 4:30 p.m. to 7:00 p.m. to individually answer questions and provide information about the review and update of the regional land use and transportation system plans. Oral comments may be provided to a court reporter at the meetings and written comments may be made during and after the meetings. Persons with special needs are asked to contact the Commission offices a minimum of 72 hours in advance so that appropriate arrangements can be made. Contact information may be found on the back of this newsletter.

Date	Location
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May 26, 2005	Zoofari Conference Center, Conference Room, 9715 W. Bluemound Road, Milwaukee

## ADVISORY COMMITTEE ON REGIONAL LAND USE PLANNING

George E. Melcher Chairman	Director, Department of Planning and Development, Kenosha County	Raymond A. Forgianni, Jr. Robert Greenstreet	Director of City Development, City of Kenosha Planning Director, Department of City Development, City of Milwaukee
Julie A. Anderson	Director, Planning and Development Department, Racine County	Gregory I. Igl	District Conservationist, Elkhorn Service Center U.S. Natural Resources Conservation Service
Susan Black	Superintendent, Parks System Administration Milwaukee County Department of Parks and Public Infrastructure	Peter McMullen	Program and Planning Analyst, Wisconsin Department of Natural Resources
Donna L. Brown	Systems Planning Group Manager, District 2, Wisconsin Department of Transportation	Paul E. Mueller	Administrator, Washington County Planning and Parks Department
Martha L. Brown	Deputy Commissioner, Department of City Development City of Milwaukee	Brian F. O'Connell	Director of City Development, City of Racine
John B. Capelle	Director of Community Development, City of West Bend	Karen L. Sands	Watershed Planning Manager, Milwaukee Metropolitan Sewerage District
Harlan E. Clinkenbeard	Administrator-Planner, City of Pewaukee	Douglas Seymour	Director of Community Development, City of Oak Creek
Michael P. Cotter	Director, Walworth County Land Use and Resource Management Department	Dale R. Shaver	Director, Waukesha County Parks and Land Use Department
Steven Crandell	Director of Community Development, City of Waukesha	John F. Stibal	Director of Community Development, City of West Allis
Henry Elling	Town Manager/Planner, Town of Summit	Andrew T. Struck	Assistant Director/County Planner, Ozaukee County Planning, Resources, and Land Management Department
Charles Erickson	Director of Planning and Economic Development, City of Greenfield	Randy L. Tetzlaff	Director of Planning and Development, City of Port Washington
Daniel F. Ertl	Director of Community Development, City of Brookfield	Nancy L. Welch	Director of Community Development, City of Wauwatosa

## ADVISORY COMMITTEE ON REGIONAL TRANSPORTATION PLANNING

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Lloyd L. Eagan	Director, Bureau of Air Management, Wisconsin Department of Natural Resources	Gloria L. McCutcheon	Southeast Region Director, Wisconsin Department of Natural Resources
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Thomas M. Grisa	Director of Public Works, City of Brookfield	Wallace Thiel	Village Administrator, Village of Hartland
		George A. Torres	Transportation Superintendent, Milwaukee County Department of Parks and Public Infrastructure
		Kenneth J. Warren	Managing Director, Milwaukee County Transit System

after careful study and evaluation, a recommended regional land use plan and a recommended regional transportation system plan. The Advisory Committees are intended to promote intergovernmental and interagency coordination, and to serve as direct liaisons between the Commission planning effort and the local and State governments that will be responsible for implementing the recommendations of the plans. The Advisory Committees have each held several meetings and have reviewed drafts of portions of the study reports. Advisory Committee meeting agenda and minutes, as well as the materials reviewed by the Committees, are all available on the Commission's website at [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans).

### REGIONAL LAND USE AND TRANSPORTATION TRENDS

The first issue of this newsletter included summaries of the current year 2020 regional land use and transportation plans. Since that first issue was published, the Commission staff and Advisory Committees have reviewed and evaluated trends in land use development, transportation system development, transportation system use, and travel habits and patterns, and have examined the extent to which the year 2020 land use and transportation plans have been implemented. Chapter II, "Existing Conditions

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and Trends,” and Chapter III, “Review of the Currently Adopted Regional Land Use Plan,” of SEWRPC Planning Report No. 48 present in detail the findings of an analysis of land development trends and regional land use plan implementation based upon Commission regional land use inventories for the years 1963, 1970, 1980, 1990, and 2000. Chapter II, “Review of the Current Adopted Regional Transportation System Plan,” Chapter III, Inventory of Transportation System Facilities and Services,” and Chapter IV, “Travel Habits and Patterns,” of SEWRPC Planning Report No. 49 present in detail the findings of the analysis of travel and transportation trends based upon Commission travel and transportation inventories for the years 1963, 1972, 1991, and 2001. These chapters are all available on the Commission website at [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans). The information presented in the following sections of this newsletter highlight some of the key findings.

### **Socioeconomic Trends**

The year 2020 regional land use and transportation plans were based upon a series of socioeconomic forecasts, including forecasts of future population, household and employment levels. The actual changes experienced within the Region since 1990 were reviewed and compared to those forecasts. It was determined that the forecasts underlying the year 2020 plans remained valid, with current estimates very similar to forecast levels. In fact, the current estimates of population, households, and employment were each within 1 to 2 percent of the forecast level for 2003:

- The regional population of about 1,959,800 in 2003 was about 1 percent less than forecast. The regional population increased about 8 percent from 1990 to 2003. The vast majority of the growth in population was the result of natural increase, the difference between births and deaths, not in-migration.
- There were about 770,900 households in the Region in 2003, about 2 percent more than forecast. The number of households in the Region increased about 14 percent from 1990 to 2003. The number of households increased at a faster rate than the Region’s population, as the average household size in the Region continued to decrease. In 2000, average household size was 2.52 persons per household, a decrease from the 1990 average household size of 2.62 persons per household.
- There were about 1,179,000 jobs in the Region in 2003, about 1 percent less than forecast. The number of jobs in the Region increased more than 10 percent from 1990 to 2003. The Region’s employment actually increased by about 15 percent between 1990 and 2000, but then decreased each year between 2000 and 2003.

### **Regional Land Use Trends**

#### ***Environmental Corridors***

The regional land use plan has long recommended the preservation of the environmental corridors of the Region, including primary environmental corridors, secondary environmental corridors, and isolated natural resource areas. The environmental corridors encompass the best remaining elements of the natural resource base of the Region (see Map 1). They include the Region’s lakes, rivers, and streams, and their associated shorelands and floodlands; wetlands; woodlands; prairies; wildlife habitat areas; wet, poorly drained, and organic soils; rugged terrain and high-relief topography; existing and potential park and open space sites; scenic areas and vistas; and natural areas and critical species habitat sites. Between 1990 and 2000, the Region’s environmental corridors not only were preserved, they actually increased from 599.4 to 599.9 square miles, representing about 22 percent of the Region.

#### ***Agricultural Lands***

The regional land use plan has also long recommended the preservation of the prime, or most productive, agricultural lands within the Region, specifically, agricultural lands with agricultural capability Class I and Class II soils as identified by the U.S. Natural Resources Conservation Service (see Map 2). About 945 square miles, or 35 percent, of the Region in the year 2000 was agricultural land with Class I or II soils. Between 1990 and 2000, the amount of prime agricultural lands with Class I or II soils within the Region developed and converted to urban uses totaled about 33 square miles. About 24 of these 33 square miles converted to urban uses were located within the planned urban growth/sanitary sewer service areas. Their conversion to urban use is necessary to the orderly growth and development of the Region, and is consistent with the regional land use plan. Between 1990 and 2000, only about nine square miles were converted to urban uses in rural areas inconsistent with the plan.

#### ***Residential Land Use Development***

The year 2020 regional land use plan recommended that urban development, including residential development, should occur within existing urban centers as infill development and redevelopment, and within defined urban growth/sanitary sewer service

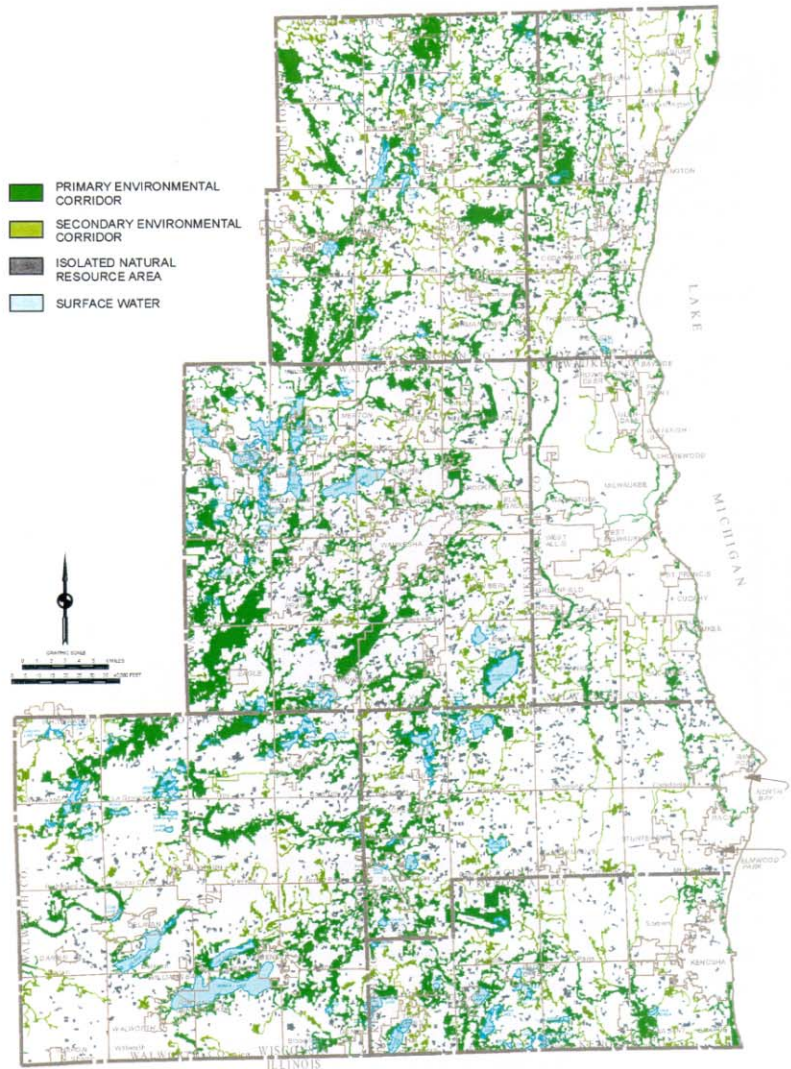
areas adjoining these centers. Specifically, the plan recommended that about 93 percent of new urban residential development should occur in existing urban centers and their defined urban growth/sanitary sewer service areas, with the remainder of residential development occurring in rural areas outside of planned urban centers and urban growth areas, including the accommodation of about 2 percent of new residential development at rural density (no more than one unit per 5 acres) and the accommodation of other residences then under construction or development in rural areas. The plan also recommended that about 88 percent of the new residential development occur at medium and high densities, which would efficiently and effectively support essential urban facilities and services and minimize conversion of agricultural land. Between 1990 and 2000, about 81 percent of the housing units constructed in the Region were developed within existing urban centers and their planned urban growth/sanitary sewer service areas, compared to the plan recommended 93 percent. Also, about 77 percent of the housing units constructed in the Region between 1990 and 2000 were developed at high and medium densities, compared to the plan recommended 88 percent.

Between 1990 and 2000, the density of the Region measured in terms of households per square mile in the urban portion of the Region declined from 1,320 households per square mile in 1990, to 1,290 households per square mile in 2000, a continuation of historic decline but at a more moderate rate than experienced in previous decades (see Figure 1).

**Major Retail, Office, and Industrial Centers**

The year 2020 regional land use plan recommended that much of the Region’s employment be concentrated in 45 major centers which would have a minimum of 2,000 retail jobs, 3,500 office and service jobs, or 3,500 industrial jobs. The plan recommended the maintenance, including redevelopment as needed, and expansion

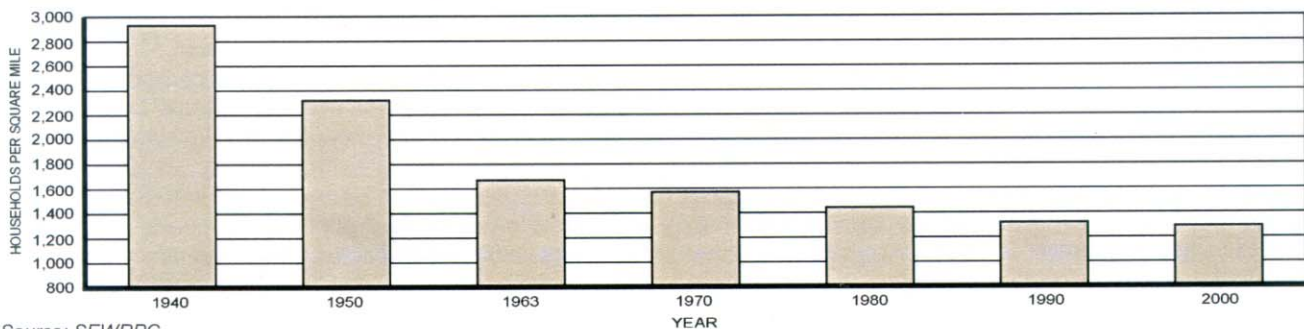
Map 1  
**ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE REGION: 2000**



Source: SEWRPC.

Figure 1

**HOUSEHOLD DENSITY OF SOUTHEASTERN WISCONSIN: 1940-2001**



Source: SEWRPC.



of the 36 existing major employment centers and the development of nine new centers (see Map 3). The only existing or planned center which is not currently at, or may not be expected in the future to attain, major center employment levels is the Milwaukee South Industrial Center which has lost a number of major industries and has had industrial land and buildings converted to retail uses.

In addition, eight new centers not recommended in the regional plan have developed, and either currently represent, or may be expected to develop to, major centers. These eight new centers are generally located at the fringe of the Milwaukee area, or at the fringe of the Region.

### Regional Transportation Trends

#### *Implementation of the Regional Transportation Plan*

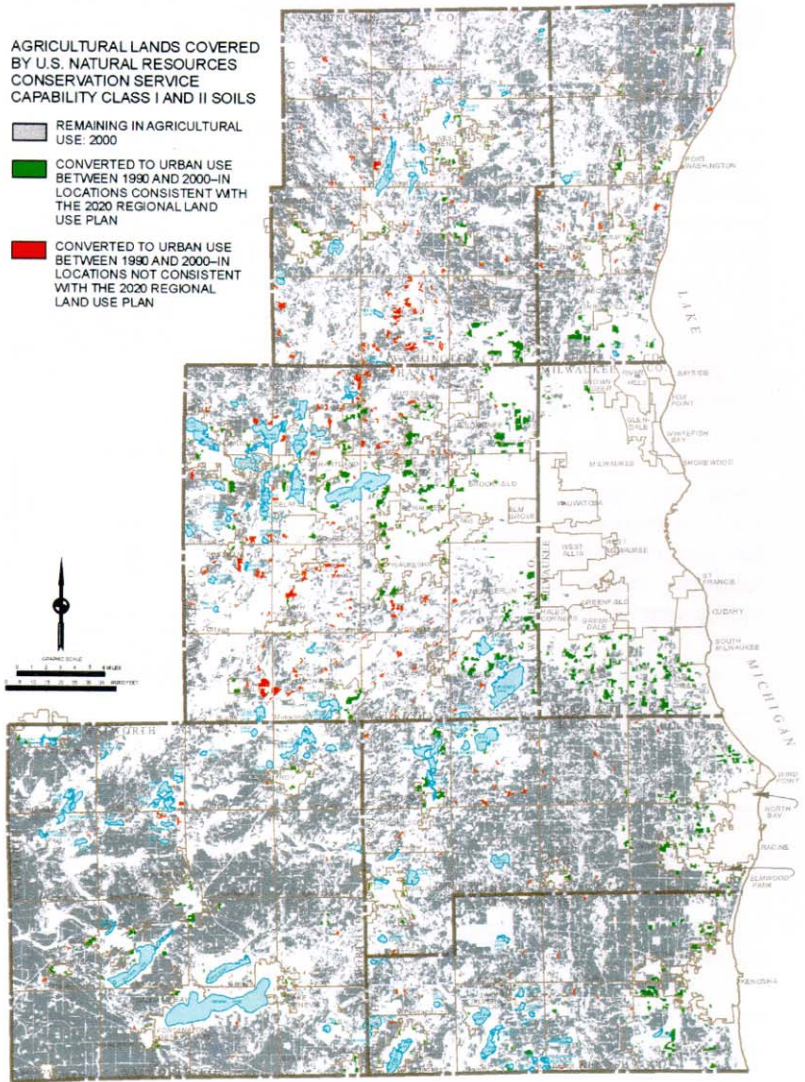
The year 2020 regional transportation plan recommended the provision of a comprehensive, multi-modal, balanced, high quality transportation system in southeastern Wisconsin. The recommended multimodal transportation system included four elements: public transit, systems management, bicycle and pedestrian facilities, and arterial streets and highways. All elements of the plan are considered to be of equal priority, and each element needs to be implemented to provide a comprehensive, multi-modal, balanced, high quality transportation system.

Progress has been made towards the implementation of each element of the current regional transportation plan.

- Public transit – 15 percent of the planned service expansion has been implemented. (Vehicle-miles of bus service provided on an average weekday have increased from 65,000 in 1995 to 71,900 in 2003, representing 15 percent of the planned expansion of transit service to 110,000 by the year 2020.)
- Bicycle and pedestrian facilities – 16 percent of the planned new miles of off-street paths have been implemented. (Off-street bicycle paths increased from 134 miles in 1995 to 203 miles in 2003, representing 16 percent of the planned expansion to 575 miles.)
- Arterial streets and highways – 17 percent of the planned widened and new arterials have been implemented (110 miles of the planned 656 miles of new or widened arterials have been completed or are under construction).
- Transportation systems management – Progress cannot be quantified like the other elements, but progress has been made, particularly with respect to the freeway traffic management system implemented and operated by the Wisconsin Department of Transportation in the Milwaukee area, including ramp meters, high occupancy vehicle bypasses, incident management systems, and advisory information systems.

Map 2

### AGRICULTURAL LANDS COVERED BY HIGHLY PRODUCTIVE SOILS CONVERTED TO URBAN USE IN THE REGION: 1990-2000



Source: SEWRPC.

### Trends in Travel Habits and Patterns

The Commission's 2001 comprehensive travel inventory provides extensive information about the travel in the Region. Because travel inventories were also conducted in 1963, 1972, and 1991, comparisons can be made between the 2001 data findings and the findings of previous studies (see Figure 2).

### Person Trips

About 6.8 million person trips were made within the Region on an average weekday in 2001. This represents a 63 percent increase in person trips over the 1963 level. During that same period, the number of households in the Region increased by 58 percent and employment increased 71 percent, but population increased by only 15 percent. Future levels of households and employment, rather than of resident population, should be considered key indicators of potential future travel growth.

### Purpose of Travel

The distribution of person trips by trip purpose has remained relatively stable, being within the following ranges in each of the Commission's survey years of 1963, 1972, 1991, and 2001:

- Trips between home and work—23 to 25 percent of total trips.
- Trips between home and shopping—13 to 15 percent of total trips.
- Trips to or from school—9 to 11 percent of total trips.
- Trips between home and social, recreational, and personal business—30 to 34 percent of total trips.
- Trips between nonhome origins and destinations—17 to 20 percent of total trips.

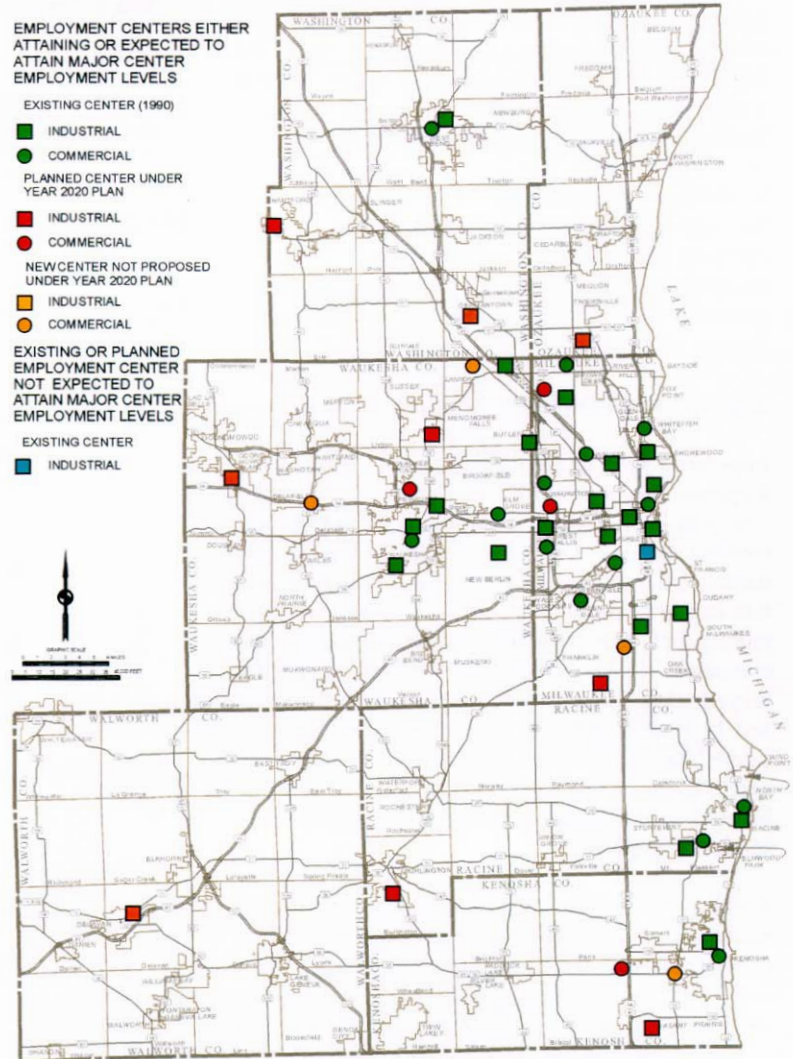
### Vehicle Trips

About 5.5 million vehicle trips were made within the Region on an average weekday in 2001. This represents a 113 percent increase in vehicle trips over the 1963 level—a more substantial increase than the 63 percent increase experienced in person trips (trips by all modes of travel), principally due to decline in average vehicle occupancy, or carpooling. Vehicle tripmaking may not be expected to increase significantly faster than person tripmaking in the future as a result of declining vehicle occupancy because vehicle occupancy, can no longer experience declines of the magnitude exhibited historically.

### Personal Vehicles

There were about 1.3 million personal vehicles—automobiles, pickup trucks, vans or minivans, and sport utility vehicles—available to residents of the Region for travel in 2001. This represents a 149 percent increase in the number of vehicles available over the 1963 level. During the period of 1963 to 2001, the percentage of households with two or more vehicles available increased from 24 to 56 percent, and the percentage of households with no vehicle available decreased from 17 to 9 percent.

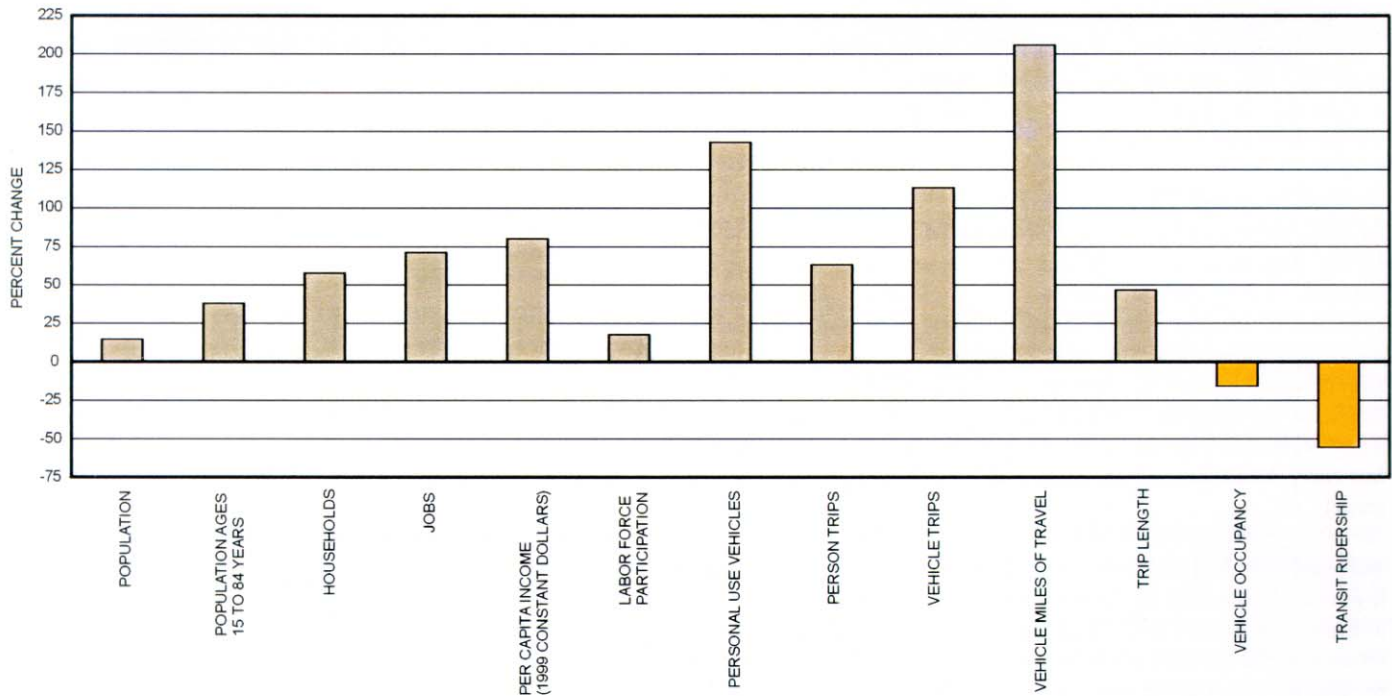
Map 3  
STATUS OF EXISTING AND  
PLANNED MAJOR EMPLOYMENT CENTERS



Source: SEWRPC.

Figure 2

RELATIVE CHANGES IN SELECTED TRAVEL AND SOCIOECONOMIC CHARACTERISTICS WITHIN SOUTHEASTERN WISCONSIN: 1963 TO 2001



Source: SEWRPC.

*Composition of Travel*

Most of the travel within the Region on an average weekday is travel made by the residents of the Region internal to the Region, (internal meaning that both ends of the travel are within the Region). Of the 6.8 million person trips made within the Region on an average weekday in 2001, 6.4 million, or 94 percent, were made by Region residents and were internal to the Region. Of the 5.5 million vehicle trips made within the Region on an average weekday in 2001, 4.5 million or 82 percent were made by Region residents internal to the Region, 0.6 million or 11 percent were internal trips to the Region made by commercial trucks registered within the Region, and 0.4 million or 7 percent were trips external to the Region, either traveling through the Region or having one end of the trip outside the Region.

*Transit Trips*

About 142,200 trips were made on public transit within the Region on an average weekday in 2001. This represents a 56 percent decrease in transit trips over the 1963 level. The portion of all internal personal travel made public transit has also decreased. In 1963, 8 percent of all internal person travel was made using public transit, but by 2001, 2 percent of all internal person travel was made using public transit.

*Vehicle-Miles of Travel*

About 40.0 million vehicle-miles of travel occurred within the Region on an average weekday in 2001. This represents a 206 percent increase over the 1963 level. Vehicle-miles of travel increased more substantially between 1963 and 2001 than total person tripmaking and vehicle tripmaking, with the principal factor being an increase in average trip length. The average trip length in 1963 was 4.7 miles, but by 2001, the average trip length was 6.9 miles. The average annual growth rate in vehicle-miles of travel has slowed in the Region over the last 40 years. The average annual growth rate in vehicle-miles of travel in the Region was almost 5 percent in the 1960's, but has slowed since then to an average annual growth rate in the 1990's of about 2 percent.

### Transportation System Supply and Use

The Commission also completed in the year 2001 an inventory of the Region's transportation infrastructure and services, documenting the characteristics of the transportation system as well as the use of the system. Similar inventories were conducted in 1963, 1972, and 1991 permitting historical comparison and analysis.

#### Arterial Street and Highway System

In total, there were about 11,937 miles of streets and highways in the Region in 2001. Of this total about 3,292 miles, or 28 percent, were arterial streets and highways. The primary function of arterial streets is traffic movement, with access to abutting properties being only a secondary function. Arterial streets carry about 90 percent of the total average weekday traffic in the Region. Freeways are a part of the arterial system. They represent 270 miles, or about 8 percent of arterial system, but carry 37 percent of the total arterial system vehicle-miles of travel.

Between 1963 and 2001, the miles of arterial streets and highways increased by only 3 percent, and the lane-miles of arterial streets and highways increased by about 12 percent. However, the average weekday vehicle-miles of travel increased by 206 percent during this period, far outpacing the increase in the supply of arterial streets and highways. Over this period, arterial street and highway traffic congestion has increased. The increase in traffic congestion is particularly significant on the Region's freeway system. As is shown in Figure 3, when the freeway system was substantially completed in 1972, traffic congestion was experienced on only 9 miles of the system, and no extreme traffic congestion was experienced. Extreme traffic congestion is the worst level, defined as stop-and-go, bumper-to-bumper traffic averaging 20 to 30 mph or less. By 2001, traffic congestion was experienced on 64 miles of the freeway system, and extreme traffic congestion was experienced on 24 of the 64 miles experiencing congestion.

#### Public Transit System

In 2001, public transit service was operated within the Region by four counties and three cities providing fixed route bus service, and two counties and four cities providing shared-ride taxi service.

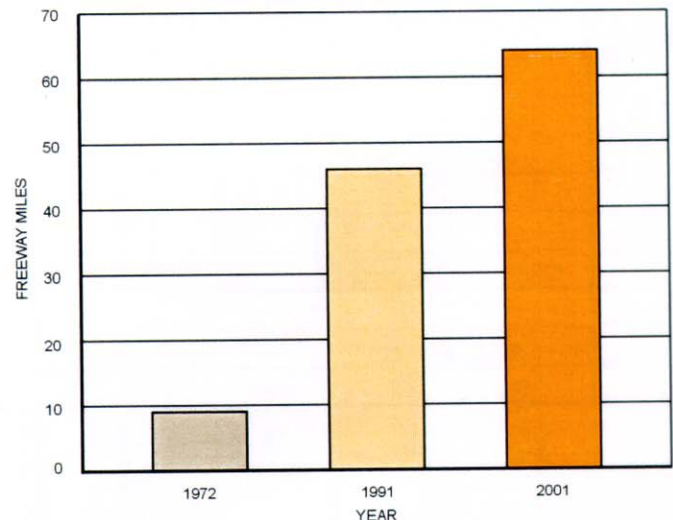
The 79,600 vehicle-miles of fixed route bus service on an average weekday in 2001 was 26 percent greater than the 63,300 vehicle-miles of service operated in 1991. The 2001 level was also 24 percent greater than that provided in 1972 and only 6 percent less than that provided in 1963. However, since 2001, the extent of fixed route transit service has declined by about 10 percent to 71,900 vehicle-miles of service on an average weekday due to the economic downturn following September 11, 2001, reduced Federal funds, and State and local budget problems. Shared-ride taxi service increased even more significantly between 1991 and 2001, from 1,800 vehicle-miles of service to 7,700 vehicle-miles of service per average weekday and since 2001 has only slightly declined to 7,600 vehicle-miles of service on an average weekday.

#### Park-Ride Facilities

Park-ride facilities enable more efficient travel within southeastern Wisconsin through transfer of mode between private vehicle and public transit, and between single occupant or solo driver private vehicles and carpools. In 2001, there were 46 park-ride lots serving intra-regional travel within the Region, with 37 served by rapid or express transit bus service. In comparison, there were 37 park-ride lots within southeastern Wisconsin in 1991 including 19 served by public transit, and, eight park-ride lots all served by public transit in 1972. The 46 park-ride lots in southeastern Wisconsin in 2001 included a total of approximately 6,500 parking spaces, about 38 percent of which are estimated to be in use on an average weekday.

Figure 3

MILES OF FREEWAYS IN SOUTHEASTERN WISCONSIN EXPERIENCING TRAFFIC CONGESTION



Source: SEWRPC.

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## REGIONAL LAND USE PLAN DEVELOPMENT

The Commission is now in the process of development of the year 2035 regional land use plan, building upon the current year 2020 regional land use plan. The design concepts and guidelines directing plan development include:

- Primary environmental corridors, secondary environmental corridors, and isolated natural resource areas should be preserved in essentially natural, open uses, continuing to account for about 22 percent of the land area of the Region.
- The prime, or most productive, farmland in the Region, identified as farmland covered by agricultural capability Class I and Class II soils as classified by the U.S. Natural Resources Conservation Service, should be preserved, continuing to account for about 35 percent of the land area of the Region. Some Class I and Class II farmland that is located within existing and planned urban growth/sanitary sewer service areas will necessarily be converted to urban use as a result of planned and orderly growth of those urban service areas.
- The historic trend in the decentralization of population, households, and employment relative to Milwaukee County within the Region may continue, but at a much more moderate rate. The decreases in population experienced by Milwaukee County over the past 20 years would be replaced by modest growth. These projections for Milwaukee County assume growth in the remaining undeveloped areas of the County and assume further that the City of Milwaukee and other communities in the County will be proactive and successful in efforts to maintain, renew, and revitalize as appropriate existing developed areas.
- New urban development would be accommodated within existing urban service areas as infill development and through redevelopment, and through the orderly expansion of planned urban growth/service areas on lands proximate to these areas. The allocation of incremental households and residential land to and within urban service areas would be intended to accommodate urban residential development in predominantly residential neighborhoods as well as in more mixed-use settings. The plan envisions residential neighborhoods designed as cohesive units, properly related to the larger community of which they are a part, and served by an interconnected internal street, bicycle-way, and pedestrian system and by a neighborhood school, park, and shopping area. In addition to such neighborhood residential development, the regional plan envisions residential development in settings having an even greater mixture of land uses. Examples of such mixed-use settings include dwellings above the ground floor of commercial uses and residential structures intermixed with, or located adjacent to, compatible commercial, institutional, or civic uses. The allocations of incremental households and residential land was also intended to provide opportunities for living in proximity to workplaces. This includes residential development appropriately integrated into, or located in proximity to, major economic activity centers. The plan envisions, like the current year 2020 plan, that new residential development should occur predominantly at medium and high densities.
- With respect to allocation of commercial and industrial employment, the predominant location of the Region's employment would continue to be in the Region's major commercial and industrial centers, which include a minimum of 2,000 retail jobs or 3,500 total jobs. The regional plan would envision the continued development and redevelopment of the Region's major commercial and industrial centers, and those now under development or redevelopment, and would not propose any new major employment centers.
- Rural development outside urban service areas would be greatly limited. Only about 2 percent of the projected increment in households in the Region between 2000 and 2035, or about 3,500 incremental households, would be accommodated at a rural density of no more than one unit per five acres and with conservation subdivision designs. Moreover, any new rural residential development would not be located within environmental corridors or on farmland covered by highly productive soils (U.S. Natural Resources Conservation Service agricultural capability Class I and Class II soils).

The only other residential development in rural areas outside planned urban service areas would be limited to that which was already committed through approved subdivision plats and certified surveys. As a practical matter, the regional plan has to recognize existing commitments to development and reflect the likelihood that such lots would be developed over time, accommodating a portion of the projected increase in population and households.

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## REGIONAL TRANSPORTATION PLAN DEVELOPMENT

The development and evaluation of a new regional transportation system plan for southeastern Wisconsin will be guided by the Commission's basic principles for regional transportation planning and adopted transportation planning objectives. These principles and objectives when combined provide the following vision for the transportation system of southeastern Wisconsin:

*A multimodal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of Region residents and support and promote expansion of the Region's economy, by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the Region's natural environment, minimizing disruption of both the natural and manmade environment, and serving to support implementation of the regional land use plan, while minimizing the capital and annual operating costs of the transportation system.*

The development of the regional transportation system plan for the year 2035 will be guided by this vision, and the supporting objectives and principles. The development of the new year 2035 plan will build upon the current adopted year 2020 regional transportation plan, recognizing the cyclical nature of the regional transportation planning and implementation process. The development of the year 2035 plan will consider the record of implementation of the year 2020 plan. Approximately 15 to 20 percent of the plan has been implemented with respect to public transit, bicycle and pedestrian, and arterial street and highway systems elements. In particular, the development of the year 2035 regional transportation system plan will address those year 2020 plan proposals which were considered in project planning and engineering, but could not be implemented at the project level. The development of the year 2035 regional transportation system plan will also consider the support and opposition which has been offered on the recommendations of the current adopted year 2020 regional transportation system plan and on the year 2035 plan concepts and alternatives. This includes comments received at the outset of this year 2035 planning process at the initial set of public meetings and during the initial comment period, and comments to be offered throughout the planning process including those at the second series of meetings announced in this newsletter. During the initial comment period, the comments received in opposition to the year 2020 plan were directed at a limited number of specific surface arterial street widening and extension projects, and the proposed widening upon reconstruction of 127 miles of freeways within southeastern Wisconsin, particularly 19 miles located within the City of Milwaukee.

Also, the new year 2035 regional transportation system plan will be designed to serve, and to be consistent with, the year 2035 regional land use plan. All future needs for transit, street and highway, and other transportation improvements considered in the regional transportation planning process will be derived from the future growth proposed in, and the projected travel derived from, the regional land use plan. In addition, the consistency of the regional transportation and land use plans will be evaluated by comparing the accessibility provided under the transportation plan and the location of improvements proposed under the transportation plan to the location of land use development and redevelopment proposed under the land use plan.

In addition, the development of the year 2035 regional transportation plan will begin with consideration of the travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements of the plan. These four plan elements will be considered and developed and quantitatively tested and evaluated with respect to their travel impacts prior to any consideration given to arterial street and highway system improvement and expansion. At the conclusion of consideration and development of these four plan elements of the regional transportation plan, the effects on travel of a regional transportation plan alternative including these four combined plan elements will be tested and evaluated, and compared to that of a no-build plan which would propose to maintain the existing transportation system.

Lastly, the year 2035 regional transportation system plan development process will consider arterial street and highway system improvement and expansion. Arterial street and highway improvement and expansion will be considered to address the residual highway traffic volume and traffic congestion which may not be expected to be alleviated by the plan's other elements of travel demand management, transportation systems management, bicycle and pedestrian, and public transit. A plan including arterial street and highway improvement and expansion will be compared and contrasted to a plan which only includes travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements, and a no-build transportation system plan. The third series of public meetings will be held to receive focused public input on alternative transportation plans. The results of this evaluation and public input may be expected to lead to the development of a recommended regional transportation plan for the year 2035.

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## WHAT'S AHEAD...

Between now and the spring of 2006, numerous additional steps will be taken to develop the new regional land use and transportation system plans. The future work will build upon, and draw from, the work completed to date. The following are the key remaining milestones, and when each is expected to be completed:

- Second series of public meetings—Spring 2005
- Development of recommended land use plan—Spring/Summer 2005
- Consideration and evaluation of transportation system plan alternatives—Summer/Fall 2005.
- Third series of public meetings—Fall/Winter 2005
- Development of recommended transportation system plan—Winter 2005/Spring 2006.
- Adoption of transportation system plan—Spring 2006.

## PUBLIC INVOLVEMENT IN THE REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN REVIEW AND UPDATE PROCESS

The Commission will work throughout the plan review and update process to inform units of government and the general public about plan development, and will work to obtain input on land use and transportation system needs and problems, and land use and transportation system alternatives. Land use and transportation system plans—alternative, preliminary, and final recommended plans—will attempt to incorporate the input received from elected officials and the general public.

The following are means that will be used by the Commission to inform interested persons and groups about the progress of the plan review and update and the issues under consideration, and to encourage the sharing of comments and perspectives.

- A website—[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)—has been established as a source of comprehensive information regarding the review and update of the regional land use and transportation system plans. The website includes notifications of upcoming meetings, summary information on work progress, and an opportunity to submit comments. Draft plan materials and Advisory Committee agendas, minutes, and materials will be posted as they become available
- A series of newsletters—this being the second—will be produced and distributed, including at public meetings and on the website noted above.
- Public meetings will be held throughout the Region, with the second series announced on the front page of this newsletter. Three series of meetings will be held: the first series at the initiation of the review and update of the plans; the second series following analysis of land use and transportation inventory data, and early in the development of the regional land use plan and transportation plan; the third series during the consideration and evaluation of alternative transportation system plans.
- The Advisory Committees on Regional Land Use Planning and Regional Transportation System Planning will meet throughout the review and update of the regional land use and transportation plans. The Advisory Committees are comprised primarily of local officials from the Region, providing a link to the municipalities and counties that the Advisory Committee members represent.
- The Commission will seek opportunities to notify and inform the Region's population, and obtain their input. Outreach efforts will particularly be made to notify and inform, and obtain input from, low-income and minority populations—including the African American, Hispanic, Hmong, and Native American communities. Commission staff is available to provide briefings and receive comments from all interested persons, community and other groups, and units of government.

The Commission has published the first volume of a "Record of Public Comments" for the review and update of the regional land use and transportation system plans. The first volume includes all comments received through September 20, 2004—the period that included the first series of public informational meetings. The "Record of Public Comments" includes a summary of the comments and responses to those comments, the individual comments themselves, the attendance records of each

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of the nine public informational meetings held throughout the Region, related opinion/editorial pieces and news articles, and Commission announcements of the public informational meetings. The "Record of Public Comments" is available on the internet at [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans) and from the Commission using the contact information below. Additional volumes of the "Record of Public Comments" will be published as the review and update of the plans proceeds.

### CONTACT INFORMATION

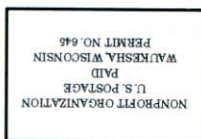
The following is contact information should a person wish to submit a comment, obtain additional information, or to request a briefing:

Website: [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)  
E-mail: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
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# REVIEW AND UPDATE OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN



SUMMARY BROCHURE

APRIL 2005

The Southeastern Wisconsin Regional Planning Commission is in the process of the review and update of the regional land use and transportation system plans for the seven-county Southeastern Wisconsin Region. This brochure is being published to keep the residents of the Region informed of the study's progress and findings with respect to the implementation status of existing regional land use and transportation system plans and historic trends in land use and transportation and the process for development of regional land use and transportation system plans.

## REGIONAL LAND USE AND TRANSPORTATION TRENDS

The Commission staff and Advisory Committees have reviewed and evaluated trends in land use development, transportation system development, transportation system use, and travel habits and patterns, and have examined the extent to which the year 2020 land use and transportation plans have been implemented. The chapters detailing these findings are all available on the Commission website at [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans). The information presented in the following sections of this newsletter highlight some of the key findings.

### Socioeconomic Trends

The year 2020 regional land use and transportation plans were based upon a series of socioeconomic forecasts, including forecasts of future population, household and employment levels. The actual changes experienced within the Region since 1990 were reviewed and compared to those forecasts. It was determined that the forecasts underlying the year 2020 plans remained valid. The current estimates of regional population, households, and employment were each within 1 to 2 percent of the forecast level for 2003.

### Regional Land Use Trends

#### Environmental Corridors

The regional land use plan has long recommended the preservation of the environmental corridors of the Region, including primary environmental corridors, secondary environmental corridors, and isolated natural resource areas (see Map 1). Between 1990 and 2000, the Region's environmental corridors not only were preserved, they actually increased from 599.4 to 599.9 square miles, representing about 22 percent of the Region.

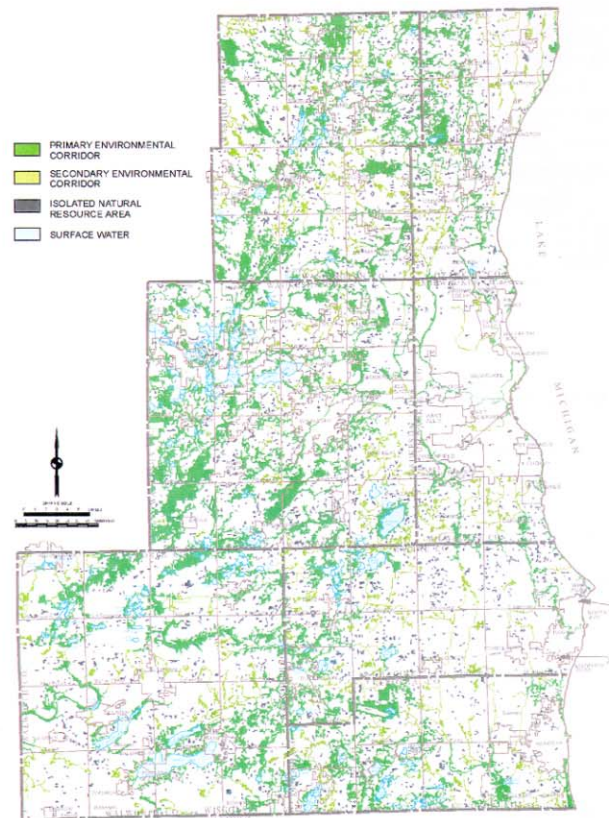
#### Agricultural Lands

The regional land use plan has also long recommended the preservation of the prime, or most productive, agricultural lands within the Region. About 945 square miles, or 35 percent, of the Region in the year 2000 was considered prime agricultural land with Class I and II soils as identified by the U.S. Natural Resources Conservation Service. The amount of prime agricultural lands within the Region developed and converted to urban uses between 1990 and 2000 totaled about 33 square miles.

**Residential Land Use Development** The year 2020 regional land use plan recommended that urban development, including residential development, should occur within existing urban centers as infill development and redevelopment, and within defined urban growth/sanitary sewer service areas adjoining these centers. Between 1990 and 2000, about 81 percent of the housing units constructed in the Region were developed within existing urban centers and their planned urban growth/sanitary sewer service areas, compared to the plan recommended 93 percent. Also, about 77 percent of the housing units constructed in the Region between 1990 and 2000 were developed at high and medium densities, compared to the plan recommended 88

Map 1

### ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE REGION: 2000



Source: SEWRPC.

percent. Between 1990 and 2000, the density of the Region measured in terms of households per square mile in the urban portion of the Region declined from 1,320 households per square mile in 1990, to 1,290 households per square mile in 2000, a continuation of historic decline but at a more moderate rate than experienced in previous decades.

**Major Retail, Office, and Industrial Centers**

The year 2020 regional land use plan recommended that much of the Region’s employment be concentrated in 45 major centers which would have a minimum of 2,000 retail jobs, 3,500 office and service jobs, or 3,500 industrial jobs. The plan recommended the maintenance, including redevelopment as needed, and expansion of the 36 existing major employment centers and the development of nine new centers (see Map 2). In addition, eight new centers not recommended in the regional plan have developed, and either currently represent, or may be expected to develop to, major centers.

**Regional Transportation Trends**

**Implementation of the Regional Transportation Plan**

The year 2020 regional transportation plan recommended the provision of a comprehensive, multi-modal, balanced, high quality transportation system in southeastern Wisconsin. The recommended multimodal transportation system included four elements: public transit, systems management, bicycle and pedestrian facilities, and arterial streets and highways. Progress has been made towards the implementation of each element of the current regional transportation plan.

- Public transit—15% of the planned service expansion has been implemented.
- Bicycle and pedestrian facilities—16% of the planned new miles of off-street paths have been implemented.
- Arterial streets and highways—17% of the planned widened and new arterials have been implemented
- Transportation systems management—Progress cannot be quantified like the other elements, but progress has been made, particularly with respect to the freeway traffic management system.

**Trends in Travel Habits and Patterns**

The Commission’s 2001 comprehensive travel inventory provides extensive information about the travel in the Region. Because travel inventories were also conducted in 1963, 1972, and 1991, comparisons can be made between the 2001 data findings and the findings of previous studies (see Figure 1).

**Person Trips**

About 6.8 million person trips were made within the Region on an average weekday in 2001. This represents a 63 percent increase in person trips over the 1963 level.

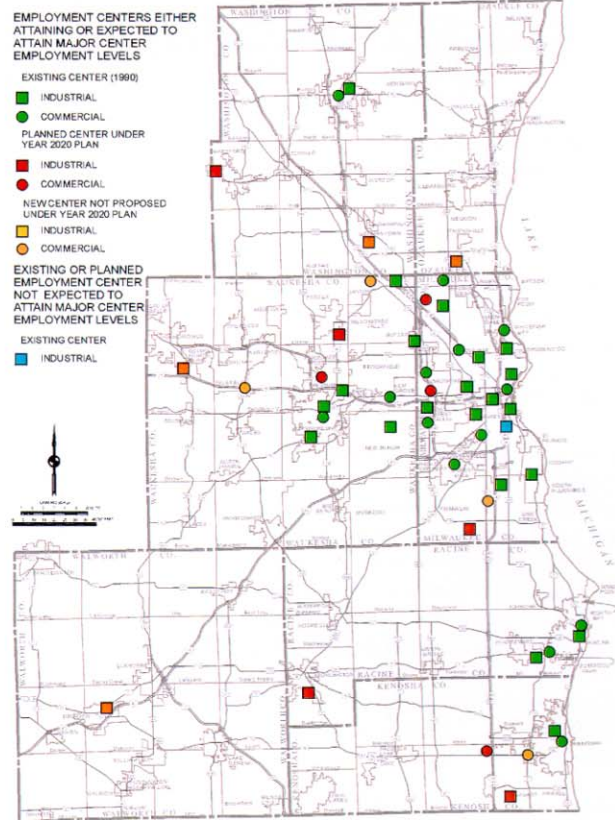
**Purpose of Travel**

The distribution of person trips by trip purpose has remained relatively stable, being within the following ranges in each of the Commission’s survey years of 1963, 1972, 1991, and 2001:

- Trips between home and work—23 to 25% of total trips.
- Trips between home and shopping—13 to 15% of total trips.
- Trips to or from school—9 to 11% of total trips.
- Trips between home and social, recreational, and personal business 30 to 34% of total trips.
- Trips between nonhome origins and destinations—17 to 20% of total trips.

Map 2

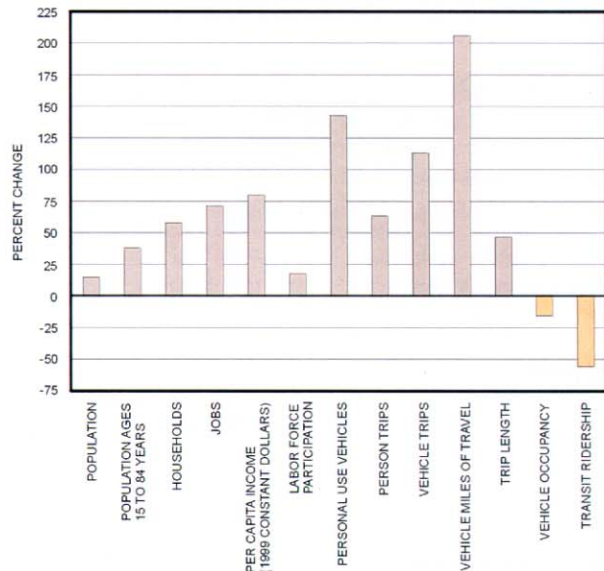
**STATUS OF EXISTING AND PLANNED MAJOR EMPLOYMENT CENTERS**



Source: SEWRPC.

Figure 1

**RELATIVE CHANGES IN SELECTED TRAVEL AND SOCIOECONOMIC CHARACTERISTICS WITHIN THE REGION: 1963 TO 2001**



Source: SEWRPC.

### *Vehicle Trips*

About 5.5 million vehicle trips were made within the Region on an average weekday in 2001. This represents a 113 percent increase in vehicle trips over the 1963 level.

### *Personal Vehicles*

There were about 1.3 million personal vehicles—automobiles, pickup trucks, vans or minivans, and sport utility vehicles—available to residents of the Region for travel in 2001. This represents a 149 percent increase in the number of vehicles available over the 1963 level.

### *Transit Trips*

About 142,200 trips were made on public transit within the Region on an average weekday in 2001. This represents a 56 percent decrease in transit trips over the 1963 level. The portion of all internal personal travel made with public transit has also decreased from 8 percent in 1963 to 2 percent in 2001.

### *Vehicle-Miles of Travel*

About 40.0 million vehicle-miles of travel occurred within the Region on an average weekday in 2001. This represents a 206 percent increase over the 1963 level.

### ***Transportation System Supply and Use***

The Commission also completed in the year 2001 an inventory of the Region's transportation infrastructure and services, documenting the characteristics of the transportation system as well as the use of the system. Similar inventories were conducted in 1963, 1972, and 1991 permitting historical comparison and analysis.

### *Arterial Street and Highway System*

In total, there were about 11,937 miles of streets and highways in the Region in 2001. Of this total about 3,292 miles, or 28 percent, were arterial streets and highways. Between 1963 and 2001, the miles of arterial streets and highways increased by only 3 percent, and the lane-miles of arterial streets and highways increased by about 12 percent. However, the average weekday vehicle-miles of travel increased by 206 percent during this period, far outpacing the increase in the supply of arterial streets and highways. When the freeway system was substantially completed in 1972, traffic congestion was experienced on only 9 miles of the system. By 2001, traffic congestion was experienced on 64 miles of the freeway system, and extreme traffic congestion was experienced on 24 of the 64 miles experiencing congestion.

### *Public Transit System*

In 2001, public transit service was operated within the Region by four counties and three cities providing fixed route bus service, and two counties and four cities providing shared-ride taxi service. The 79,600 vehicle-miles of fixed route bus service on an average weekday in 2001 was 26 percent greater than the 63,300 vehicle-miles of service operated in 1991. The 2001 level was also 24 percent greater than that provided in 1972 and only 6 percent less than that provided in 1963. However, since 2001, the extent of fixed route transit service has declined by about 10 percent to 71,900 vehicle-miles of service on an average weekday due to the economic downturn following September 11, 2001, reduced Federal funds, and State and local budget problems. Shared-ride taxi service increased even more significantly between 1991 and 2001, from 1,800 vehicle-miles of service to 7,700 vehicle-miles of service per average weekday and since 2001 has only slightly declined to 7,600 vehicle-miles of service on an average weekday.

### *Park-Ride Facilities*

In 2001, there were 46 park-ride lots serving intra-regional travel within the Region, with 37 served by rapid or express transit bus service. In comparison, there were 37 park-ride lots within southeastern Wisconsin in 1991 including 19 served by public transit, and, eight park-ride lots all served by public transit in 1972.

## **REGIONAL LAND USE PLAN DEVELOPMENT**

The Commission is now in the process of development of the year 2035 regional land use plan, building upon the current year 2020 regional land use plan. The design concepts and guidelines directing plan development include:

- Primary environmental corridors, secondary environmental corridors, and isolated natural resource areas should be preserved.
- The prime, or most productive, farmland in the Region should be preserved.
- The historic trend in the decentralization of population, households, and employment relative to Milwaukee County within the Region may continue, but at a much more moderate rate.
- New urban development would be accommodated within existing urban service areas as infill development and through redevelopment, and through the orderly expansion of planned urban growth/service areas on lands proximate to these areas.
- The predominant location of the Region's employment would continue to be in the Region's major commercial and industrial centers, which include a minimum of 2,000 retail jobs or 3,500 total jobs. The regional plan would envision the continued development and redevelopment of the Region's major commercial and industrial centers, and those now under development or redevelopment, and would not propose any new major employment centers.
- Rural development outside urban service areas would be greatly limited.

## REGIONAL TRANSPORTATION PLAN DEVELOPMENT

The development and evaluation of a new regional transportation system plan for southeastern Wisconsin will be guided by the Commission's basic principles for regional transportation planning and adopted transportation planning objectives, which when combined provide the following vision for the transportation system of southeastern Wisconsin:

*A multimodal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of Region residents and support and promote expansion of the Region's economy, by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the Region's natural environment, minimizing disruption of both the natural and manmade environment, and serving to support implementation of the regional land use plan, while minimizing the capital and annual operating costs of the transportation system.*

The development of the new year 2035 plan will build upon the current adopted year 2020 regional transportation system plan. The development of the year 2035 regional transportation system plan will also consider the support and opposition which has been offered on the recommendations of the current adopted year 2020 regional transportation system plan and on the year 2035 plan concepts and alternatives. Also, the new year 2035 regional transportation system plan will be designed to serve, and to be consistent with, the year 2035 regional land use plan. All future needs for transit, street and highway, and other transportation improvements considered in the regional transportation planning process will be derived from the future growth proposed in, and the projected travel derived from, the regional land use plan. In addition, the development of the year 2035 regional transportation plan will begin with consideration of the travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements of the plan. These four plan elements will be considered and developed and quantitatively tested and evaluated with respect to their travel impacts prior to any consideration given to arterial street and highway system improvement and expansion. At the conclusion of consideration and development of these four plan elements of the regional transportation plan, the effects on travel of a regional transportation plan alternative including these four combined plan elements will be tested and evaluated, and compared to that of a no-build alternative.

Lastly, the year 2035 regional transportation system plan development process will consider arterial street and highway system improvement and expansion. Arterial street and highway improvement and expansion will be considered to address the residual highway traffic volume and traffic congestion which may not be expected to be alleviated by the plan's other elements of travel demand management, transportation system management, bicycle and pedestrian, and public transit. A plan including arterial street and highway improvement and expansion will be compared and contrasted to a plan which only includes travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements, and a no-build transportation system plan.

## PUBLIC INVOLVEMENT IN THE REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN REVIEW AND UPDATE PROCESS

The following are means that will be used by the Commission to inform interested persons and groups about the progress of the plan review and update and the issues under consideration, and to encourage the sharing of comments and perspectives.

- **A website**—[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)—has been established as a source of comprehensive information regarding the review and update of the regional land use and transportation system plans.
- **Four newsletters** will be produced and distributed, including at public meetings and on the website noted above.
- **Public meetings** will be held throughout the Region.
- **The Advisory Committees** on Regional Land Use Planning and Regional Transportation System Planning will meet throughout the review and update of the regional land use and transportation plans.
- **Briefings** by Commission staff are available to provide information and receive comments from all interested persons, community and other groups, and units of government.
- **Other opportunities** will be sought to notify and inform citizens and obtain their input. Outreach efforts will particularly be made to reach minority communities—including the African American, Hispanic, Hmong, and Native American—as well as low-income neighborhoods.

### FOR MORE INFORMATION

The following is contact information should a person wish to submit a comment, obtain additional information, or to request a briefing:

Website: [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)  
E-mail: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
Phone: (262) 547-6721  
Fax: (262) 547-1103  
Mail: P.O. Box 1607  
W239 N1812 Rockwood Drive  
Waukesha, WI 53187

### WHAT'S AHEAD...

Following are key milestones:

- Development of recommended land use plan—Spring/Summer 2005.
- Consideration and evaluation of transportation system plan alternatives—Summer/Fall 2005.
- Third series of public meetings—Fall/Winter 2005.
- Development of recommended transportation system plan—Winter 2005/Spring 2006.
- Adoption of transportation system plan—Spring 2006.

Este folleto está disponible en [www.sewrpc.org/regionalplans/spanish](http://www.sewrpc.org/regionalplans/spanish). También se puede obtener una copia impresa de este folleto. Para recibir una copia del folleto en Español, o si tiene preguntas en Español, por favor llame a La Casa de Esperanza al (262) 547-0887.

# REVISIÓN Y ACTUALIZACIÓN DE LOS PLANES REGIONALES DEL USO DE LA TIERRA Y DEL SISTEMA DE TRANSPORTACIÓN PARA EL SURESTE DE WISCONSIN



FOLLETO SUMARIO

ABRIL 2005

La Comisión Regional de Planeación del Sureste de Wisconsin está en el proceso de la revisión y actualización de los planes regionales del uso de la tierra y del sistema de transportación para los siete condados de la Región del Sureste de Wisconsin. Este folleto se está publicando para mantener a los residentes de la región informados del progreso y resultados del estudio con respecto al nivel de implementación de los planes regionales existentes del uso de la tierra y del sistema de transportación y de tendencias históricas en el uso de la tierra y transportación, y del proceso para el desarrollo de los planes regionales del uso de la tierra y sistema de transportación.

## TENDENCIAS REGIONALES DEL USO DE LA TIERRA Y TRANSPORTACIÓN

Los empleados de la Comisión y el Comité Consultivo han revisado y evaluado las tendencias en el desarrollo del uso de la tierra, desarrollo del sistema de transportación, uso del sistema de transportación, y hábitos y patrones de transporte, y han examinado a que medida se han implementado los planes para el año 2020 del uso de la tierra y de la transportación. Los capítulos detallando estos resultados están disponibles en el sitio Web de la Comisión en [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans). La información presentada en las siguientes secciones de este boletín presentan algunos de los resultados más importantes.

### Tendencias Socioeconómicas

Los planes regionales para el año 2020 del uso de la tierra y de transportación fueron basados en una serie de pronósticos socioeconómicos, incluyendo pronósticos de futuros niveles de población, viviendas y de empleos. Los cambios actuales experimentados dentro de la Región desde 1990 fueron revisados y comparados con estos pronósticos. Se determinó que los pronósticos fundamentales de los planes del año 2020 se mantuvieron válidos. Los estimados de niveles presentes de población, viviendas, y empleos en la región están todos a 1 o 2 por ciento del nivel pronosticado para el año 2003.

### Tendencias Regionales del Uso de la Tierra

#### Territorios Ambientales

El plan regional del uso de la tierra ha recomendado por mucho tiempo la protección de los territorios ambientales de la Región, incluyendo territorios ambientales principales, territorios ambientales secundarios, y áreas aisladas de recursos naturales (ver Mapa 1). Entre 1990 y 2000, los territorios ambientales de la Región no solo fueron protegidos, ellos en efecto aumentaron de 599.4 millas cuadradas a 599.9 millas cuadradas, representando cerca de un 22 por ciento del área de la Región.

#### Tierras de Cultivo

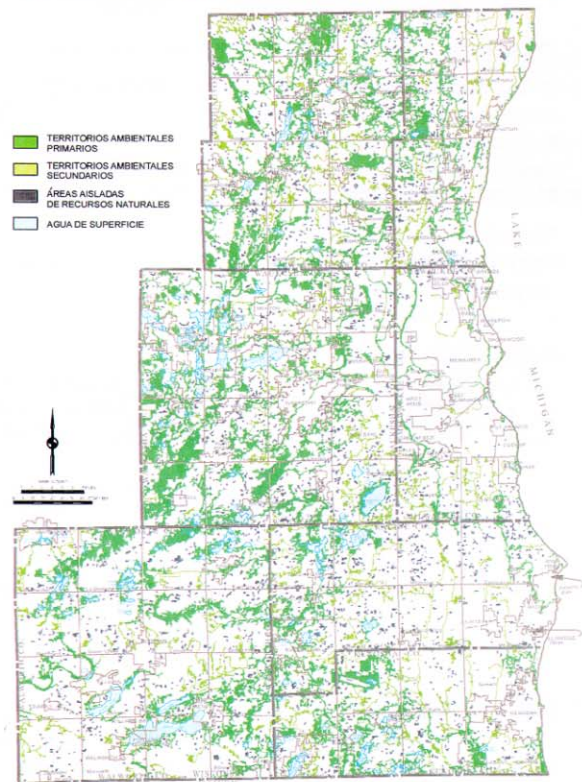
El plan regional del uso de la tierra también ha recomendado por largo tiempo la protección de las mejores o más productivas tierras de cultivo dentro de la Región. Cerca de 945 millas cuadradas, o 35 por ciento, de la Región en el año 2000 fueron consideradas tierras de cultivo de primera con suelos de Clase I y II así identificadas por el Servicio de Protección de Recursos Naturales de los Estados Unidos. La cantidad de las mejores tierras de cultivo de primera desarrolladas y convertidas a usos urbanos dentro de la Región entre 1990 y 2000 sumaron un total de cerca de 33 millas cuadradas.

#### Desarrollo Residencial del Uso de la Tierra

El plan regional para el año 2020 del uso de la tierra recomienda que desarrollo urbano, incluyendo desarrollo residencial, debe ocurrir dentro de los centros urbanos ya existentes como desarrollo complementario y reurbanización, y dentro de áreas definidas de crecimiento urbano/servicios de drenaje adjuntas a estos centros. Entre 1990 y 2000, cerca del 81 por ciento de las unidades de viviendas construidas en la Región fueron desarrolladas dentro de centros urbanos existentes y sus áreas planeadas de crecimiento urbano/servicios de drenaje, comparado al 93 por ciento recomendado por el plan. También, cerca del 77 por ciento de las unidades de vivienda construidas en la Región entre 1990 y 2000 fueron desarrolladas en áreas de alta y mediana densidad, comparado al 88 por ciento recomendado por el plan. Entre 1990 y 2000, la densidad de la Región medida en términos de viviendas por milla cuadrada en la porción urbana de la Región disminuyó de 1,320 viviendas por milla cuadrada en el año 1990, a 1,290 viviendas por milla cuadrada en el año 2000, continuando la tendencia histórica de

Mapa 1

## TERRITORIOS AMBIENTALES Y ÁREAS AISLADAS DE RECURSOS NATURALES EN LA REGIÓN: 2000



Fuente: SEWRPC.

disminución pero con una rapidez más moderada que lo experimentado en décadas pasadas.

### Principales Centros de Ventas, Oficinas e Industriales

El plan regional para el año 2020 del uso de la tierra recomendó que la mayor parte de los empleos de la Región fueran concentrados en 45 centros principales los cuales contarían con un mínimo de 2,000 empleos en ventas, 3,500 empleos de oficinas y de servicios, o 3,500 empleos industriales. El plan recomendó el mantenimiento, incluyendo reurbanización cuando fuese necesario, y expansión de los 36 centros principales existentes de empleos y el desarrollo de nueve nuevos centros (ver Mapa 2). Adicionalmente, ocho nuevos centros que no fueron recomendados por el plan han sido desarrollados, y ya actualmente representan, o pudiesen convertirse en, centros principales.

### Tendencias Regionales de Transportación

#### Implementación del Plan Regional de Transportación

El plan regional de transportación para el año 2020 recomendó la provisión de un sistema de transportación en el sureste de Wisconsin, completo, de varias modalidades, equilibrado, y de alta calidad. El sistema de transportación de multiple modalidades recomendado incluyó cuatro elementos: transporte público, administración de sistemas, instalaciones para bicicletas y peatones, y calles principales y autopistas. Se ha progresado hacia la implementación de cada elemento del actual plan regional de transportación.

- Transporte público—se ha implementado el 15% de la expansión planeada del servicio.
- Instalaciones para bicicletas y peatones—se han implementado el 16% de las nuevas millas de senderos planeadas.
- Calles principales y autopistas—se han implementado el 17% de los ensanchamientos de calles planeados y de nuevas calles principales.
- Administración del sistema de transportación—el progreso no se puede cuantificar como con los otros elementos, pero se ha progresado, particularmente con respecto al sistema de administración del tráfico en carreteras.

#### Tendencias en los Hábitos y Patrones de Transporte

El inventario completo de transporte hecho por la Comisión en el año 2001 ofrece extensa información acerca del transporte en la Región. Ya que inventarios de transporte fueron también realizados en 1963, 1972, y 1991, se pueden hacer comparaciones entre los resultados del 2001, y los resultados de los estudios anteriores (ver Figura 1).

#### Número de Viajeros

Cerca de 6.8 millones de personas viajaron dentro de la Región en un día de entre semana típico en el 2001. Esto representa un aumento del 63 por ciento sobre el nivel en 1963.

#### Propósito del Viaje

La distribución del número de personas que viajaron basado en el propósito del viaje se ha mantenido relativamente estable, estando dentro de los siguientes rangos en cada una de las encuestas de la Comisión en los años de 1963, 1972, 1991, y 2001:

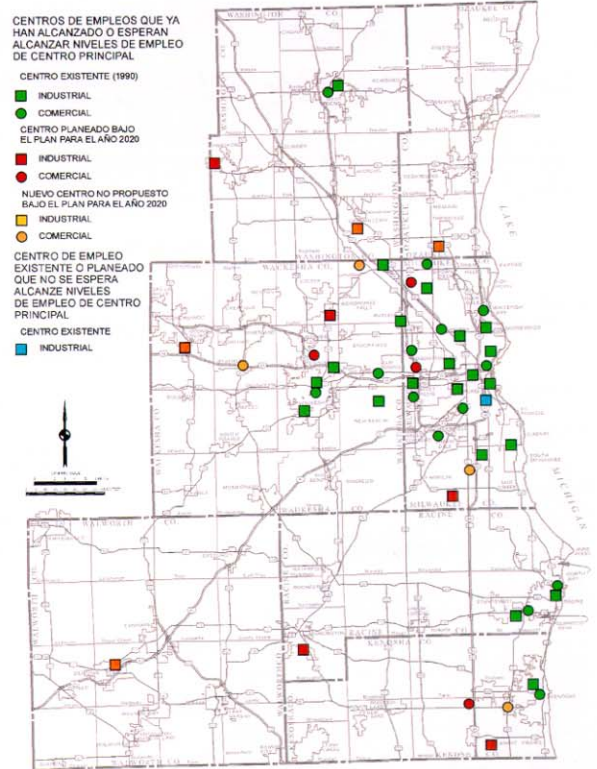
- Viajes entre la casa y el trabajo—23 a 25% del total de viajes.
- Viajes entre la casa e ir de compras—13 a 15% del total de viajes.
- Viajes a la escuela o de la escuela—9 a 11% del total de viajes.
- Viajes entre la casa y eventos sociales, recreativos, y personales—30 al 34% del total de viajes.
- Viajes entre lugares de origen que no son la casa y otras destinos—17 a 20% del total de viajes.

#### Viajes de Vehículos

Cerca de 5.5 millones de viajes de vehículos fueron hechos dentro de la Región en un día de entre semana típico en el 2001. Esto representa un aumento del 113 por ciento en viajes de vehículos sobre el nivel en 1963.

Mapa 2

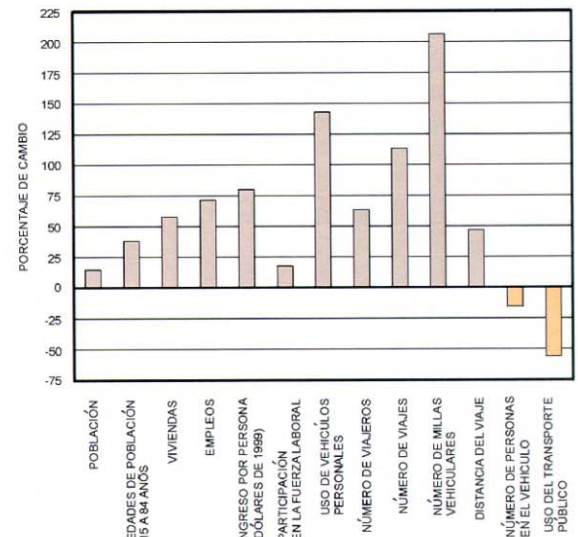
### ESTADO DE CENTROS PRINCIPALES



Fuente: SEWRPC.

Figura 1

### CAMBIOS RELATIVOS EN SELECTAS CARACTERÍSTICAS DE TRANSPORTE Y SOCIOECONÓMICAS DENTRO DE LA REGIÓN: 1963 A 2001



Fuente: SEWRPC.

### *Vehículos Personales*

Hubo aproximadamente 1.3 millones de vehículos personales—automóviles, camionetas, vans o minivans, y vehículos de deportivos utilitarios (SUV)—disponibles para los residentes de la Región para viajar en el 2001. Esto representa un aumento del 149 por ciento en el número de vehículos disponibles sobre el nivel en 1963.

### *Viajes en Transporte Público*

Cerca de 142,200 viajes fueron hechos en transporte público dentro de la Región en un día de entre semana típico en el 2001. Esto representa una disminución del 56 por ciento en viajes de transporte público sobre el nivel en 1963. La porción de todos los viajes de propósito personal internos hechos usando transporte público también ha disminuido del 8 por ciento en 1963 al 2 por ciento en el 2001.

### *Millas Vehiculares de Viajes*

Cerca de 40.0 millones de millas vehiculares ocurrieron dentro de la Región en un día de entre semana típico en el 2001. Esto representa un 206 por ciento de aumento sobre el nivel en 1963.

### **Crecimiento y Uso del Sistema de Transportación**

La Comisión también llevó a cabo en el año 2001 un inventario de los servicios e instalaciones y equipo del sistema de transportación de la Región, documentando las características del sistema de transportación así como también el uso del sistema. Inventarios similares fueron llevados a cabo en 1963, 1972, y 1991 permitiendo una comparación y análisis histórico.

### *Calles principales y Sistema de Autopistas*

En total, había cerca de 11,937 millas de calles y autopistas en la Región en el 2001. De este total, cerca de 3,292 millas, o 28 por ciento, fueron calles principales y autopistas. Entre 1963 y el 2001, las millas de calles principales y autopistas aumentaron por solo un 3 por ciento, y las millas de carriles de calles principales y autopistas aumentaron por un 12 por ciento. Sin embargo, las millas vehiculares de viajes en un día de entre semana típico aumentaron un 206 por ciento durante este período, sobrepasando por mucho el aumento en el número de millas de calles principales y autopistas. Cuando el sistema de autopistas fue substancialmente completado en 1972, se experimentaba congestión de tráfico en solamente 9 millas del sistema. Para el 2001, se experimentó congestión de tráfico en 64 millas del sistema de autopistas, y en 24 millas de las 64 millas congestionadas se experimentó un congestionamiento extremo.

### *Sistema Público de Transporte*

En el 2001, el servicio público de transporte era operado dentro de la Región por cuatro condados y tres ciudades ofreciendo servicio de autobuses con rutas fijas, y por dos condados y cuatro ciudades ofreciendo servicios de taxi compartido. Las 79,600 millas vehiculares de rutas fijas del servicio de autobuses en un día de entre semana típico en el 2001 era 26 por ciento mayor que las 63,300 millas vehiculares del servicio operado en 1991. El nivel del 2001 era también 24 por ciento mayor que el ofrecido en 1972 y solo 6 por ciento menor que el ofrecido en 1963. Sin embargo, desde el 2001, el monto de servicio de transporte de rutas fijas ha disminuido casi un 10 por ciento a 71,900 millas vehiculares de servicio en un día de entre semana típico a razón de la depresión económica después del 11 de Septiembre del 2001, reducción de fondos del gobierno federal, y problemas de presupuesto estatal y locales. El servicio de taxi compartido aumentó aún más significativamente entre 1991 y el 2001, de 1,800 millas vehiculares de servicio a 7,700 millas vehiculares de servicio en un día de entre semana típico y desde el 2001 ha disminuido solamente un poco a 7,600 millas vehiculares de servicio en un día de entre semana típico.

### *Instalaciones para Estacionar-Viajar*

En el 2001, había 46 lotes para estacionar-viajar prestando servicio para viajes dentro de la Región, con 37 de ellos servidos por transporte rápido o expreso. En comparación, había 37 lotes para estacionar-viajar dentro del sureste de Wisconsin en 1991 incluyendo 19 lotes servidos por transporte público, y ocho lotes para estacionar-viajar todos servidos por transporte público en 1972.

## **DESARROLLO DEL PLAN REGIONAL DEL USO DE LA TIERRA**

La Comisión está ahora en el proceso de desarrollo del plan regional del uso de la tierra para el año 2035, basándose en el presente plan regional para el año 2020 del uso de la tierra. Los conceptos del diseño y directrices que dirigen el desarrollo del plan incluyen:

- Los territorios ambientales principales, territorios ambientales secundarios, y áreas aisladas de recursos naturales deben ser protegidos.
- La mejor o más productiva tierra de cultivo en la Región debe ser protegida.
- La tendencia histórica dentro de la Región con respecto a la descentralización de población, viviendas, y empleos fuera del Condado de Milwaukee puede continuar, pero a un grado mucho más moderado.
- Nuevo desarrollo urbano se adaptaría dentro de las existentes áreas de servicio urbano en la forma de desarrollo complementario y a través de reurbanización, y a través de la expansión ordenada de crecimiento urbano y áreas de servicio planeados en tierras cercanas a las áreas existentes.
- La ubicación predominante de los empleos de la Región continuará a presentarse en los principales centros comerciales e industriales de la Región, los cuales incluyen un mínimo de 2,000 empleos en ventas o 3,500 empleos en total. El plan regional preverá el continuo desarrollo y reurbanización de los principales centros comerciales e industriales de la Región, y de aquellos que se encuentran ahora bajo desarrollo o reurbanización, y no proponen ningún nuevo centro principal de empleos.
- Desarrollo en áreas rurales fuera de las áreas de servicio urbanas será grandemente limitado.

## **DESARROLLO REGIONAL DEL PLAN DE TRANSPORTACIÓN**

El desarrollo y evaluación de un nuevo plan regional del sistema de transportación para el sureste de Wisconsin será guiado por los principios básicos de planeación de sistemas de transportación y los objetivos adoptados por la Comisión, los cuales al ser combinados ofrecen la siguiente visión del sistema de transportación en el sureste de Wisconsin:

*Un sistema de transportación de multiple modalidad con elementos de alta calidad de transporte público, bicicletas y peatones, y calles principales y autopistas los cuales mejoran la calidad de vida de los residentes de la Región y apoyan y promueven la expansión de la economía de la Región, al ofrecer conveniencia, eficiencia y seguridad al viajar en cada una de las modalidades, al*

*mismo tiempo protegiendo la calidad de los ambientes naturales de la Región, minimizando el trastorno de ambos los ambientes naturales y los creados por el hombre, y sirviendo para apoyar la implementación de los planes regionales del uso de la tierra, y al mismo tiempo, minimizando los costos anuales de infraestructura y operación del sistema de transportación.*

El desarrollo del nuevo plan del año 2035 se basará en el actualmente adoptado plan regional del sistema de transportación para el año 2020. El desarrollo del plan regional del sistema de transportación del año 2035 también considerará el apoyo y la oposición que se han ofrecido a las recomendaciones en el presente plan regional del sistema de transportación adoptado para el año 2020 y a los conceptos y opciones para el plan del año 2035. También, el nuevo plan regional del sistema de transportación para el año 2035 será diseñado para servir, y ser consistente con, el plan regional del uso de la tierra para el año 2035. Todas las necesidades futuras de mejoras al tránsito, y a calles y autopistas consideradas en el proceso de planeación de transportación regional serán derivadas del crecimiento propuesto, y del número de viajes proyectados en el plan regional del uso de la tierra. Adicionalmente, el desarrollo del plan regional de transportación para el año 2035 comenzará considerando los siguientes elementos del plan: manejo de la demanda de transporte, administración de los sistemas de transportación, bicicletas y peatones, y transporte público. Estos cuatro elementos del plan serán considerados, desarrollados, probados cuantitativamente y evaluados en término de su impacto al transporte antes de dar cualesquier consideración a la expansión y mejoras de calles principales y sistema de autopistas. Al final de la consideración y desarrollo de estos cuatro elementos del plan regional de transportación, los efectos al transporte de una opción del plan regional que incluye estos cuatro elementos del plan serán probados y evaluados, y comparados a los efectos de una opción sin construcción nueva.

Finalmente, el proceso de desarrollo del plan del sistema regional de transportación para el año 2035 considerará las mejoras y expansión de calles principales y del sistema de autopistas. Las mejoras y expansión de calles principales y autopistas será considerada para aliviar el volúmen residual de tráfico de autopistas y congestiones de tráfico que pudiese esperarse no se resolverán por medio de los otros elementos del plan como el manejo de la demanda de transporte, administración del sistema de transportación, bicicletas y peatones, y transporte público. Un plan incluyendo mejoras y expansión de calles principales y autopistas será comparado y contrastado a un plan incluyendo solo los elementos de manejo de la demanda de transporte, administración de sistemas de transportación, bicicletas y peatones, y transporte público, y a un plan que no incluye nueva construcción.

## **PARTICIPACIÓN DEL PÚBLICO EN EL PROCESO DE REVISIÓN Y ACTUALIZACIÓN DEL PLAN REGIONAL DEL USO DE LA TIERRA Y DEL SISTEMA DE TRANSPORTACIÓN**

Los siguientes son los medios que serán usados por la Comisión para informar a personas y grupos interesados acerca del progreso de la revisión y actualización del plan y de los temas bajo consideración, y para promover que se compartan comentarios y perspectivas.

- **Un sitio Web**—[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)—ha sido establecido como una fuente de información completa con respecto a la revisión y actualización de los planes regionales del uso de la tierra y sistema de transportación.
- **Cuatro boletines** serán producidos y distribuidos, incluyendo en juntas públicas y en el sitio Web mencionado arriba.
- **Juntas Públicas** serán realizadas a través de la Región.
- **El Comité Consultivo** de Planeación Regional del Uso de la Tierra y de Planeación Regional del Sistema de Transportación se reunirá durante la revisión y actualización de los planes regionales del uso de la tierra y transportación.
- **Reuniones informativas** presentadas por empleados de la Comisión están disponibles para ofrecer información y recibir comentarios de todas las personas interesadas, la comunidad y otros grupos, y unidades de gobierno.
- **Otras oportunidades** serán buscadas para notificar e informar a ciudadanos y obtener sus aportaciones. Se enfocarán esfuerzos para comunicarse con comunidades minoritarias—incluyendo Africano-Americanos, Hispanos, Hmongos, y Nativos-Americanos—así como también en áreas residenciales de gente de bajos recursos.

## **PARA MÁS INFORMACIÓN**

Para enviar comentarios, obtener información adicional, o para solicitar una reunión informativa, por favor contáctenos por uno de los siguientes medios:

Sitio Web: [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)  
Correo electrónico: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
Teléfono: (262) 547-6721  
Fax: (262) 547-1103  
Dirección: P.O. Box 1607  
W239 N1812 Rockwood Drive  
Waukesha, WI 53187

## **QUE SIGUE...**

A continuación se listan importantes actividades y fechas:

- Desarrollo del plan del uso de la tierra recomendado —Primavera/Verano 2005.
- Consideración y evaluación de las diferentes opciones para el plan del sistema de transportación—Verano/Otoño 2005.
- Tercera serie de juntas públicas—Otoño/Invierno 2005.
- Desarrollo del plan del sistema de transportación recomendado—Invierno 2005/Primavera 2006.
- Adopción del plan del sistema de transportación—Primavera 2006.

This brochure is also available in English. It is available at [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans). It may also be obtained in hard copy. Please call the Southeastern Wisconsin Regional Planning Commission at (262) 547-6721 to receive a copy of the brochure in English or if you have any other questions.



## SEPTEMBER 2005 PUBLIC INFORMATIONAL MEETINGS

### PUBLIC INFORMATION MEETINGS SCHEDULED ON REVIEW AND UPDATE OF THE REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS

Citizens are invited to a series of public information meetings to learn more about, and to comment on, the review and update of the regional land use and transportation system plans for Southeastern Wisconsin.

The Southeastern Wisconsin Regional Planning Commission is the official statewide planning agency responsible for regional land use and transportation system planning in the seven county Southeastern Wisconsin Region. The review and update of the regional land use and transportation system plans is underway. The purpose of these meetings is to brief residents of the Region on the preliminary recommended year 2035 regional land use plan and preliminary proposals for public transit, bicycle and pedestrian, travel demand management, and transportation systems management elements of the year 2035 regional transportation plan, and to provide an opportunity for comment. Comments are encouraged, particularly on the preliminary recommended regional land use plan and the preliminary proposals for the four regional transportation plan elements. Information regarding the review and update of the regional land use and transportation system plans may be obtained at the following website: [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans).

Staff will be available in an "open house" format from 4:30 p.m. to 6:30 p.m. to individually answer questions and provide information about the review and update of the regional land use and transportation system plans.

Date	Building/Room	Location
September 8, 2005	Ozaukee County Administrative Center, Auditorium	121 Main Street, Port Washington, WI
September 8, 2005	HeartLove Place, Auditorium	3229 N. Dr. Martin Luther King, Jr. Drive, Milwaukee, WI
September 14, 2005	Elkhorn Gateway Technical College, Room 112	100 Building, 400 County Road H, Elkhorn, WI
September 14, 2005	Waukesha Transit Center, Lobby	212 E. St. Paul Avenue, Waukesha, WI
September 14, 2005	West Bend City Hall, Common Council Chambers	1115 S. Main Street, West Bend, WI
September 15, 2005	Kenosha City Hall, Room 202	625 52 <sup>nd</sup> Street, Kenosha, WI
September 15, 2005	Racine Gateway Technical College, Michigan Room	1001 Main Street, Racine, WI
September 15, 2005	United Community Center, Art Gallery	1028 S. 9th Street, Milwaukee, WI
September 21, 2005	ZooTari Conference Center, Conference Room	9715 W. Bluemound Road, Milwaukee, WI

Persons with special needs are asked to contact the Commission offices a minimum of 72 hours in advance of their preferred public meeting date so that appropriate arrangements can be made. Special needs may be related to site access and/or mobility, materials review or interpretation, or active participation, including the submission of comments.

Oral comments may be provided to a court reporter at the meetings and written comments may be made during and after the meetings. To ask questions, to submit written comments, or to request a newsletter on the review and update of the regional land use and transportation system plans, please contact:

Southeastern Wisconsin Regional Planning Commission  
W239 N1812 Rockwood Drive  
P.O. Box 1607  
Waukesha, Wisconsin 53187-1607  
Phone: 262-547-6721 Fax: 262-547-1103  
Regional Plan Review and Update  
E-mail: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)

### El Conquistador September 2, 2005

### Horarios de Reuniones Públicas Para la Revisión y Actualización de los Planes del Uso de Área Regional y Sistema de Transportación

Residentes de Wisconsin están invitados a una serie de sesiones de información para educar y hacer comentarios sobre la revisión y actualización de los planes del uso de área regional y sistema de transportación del área sureste de Wisconsin.

La Comisión Regional de Planeación del Sureste de Wisconsin es la agencia oficial de planeación del área responsable por la planeación de los sistemas de transportación y el uso de área regional en los siete condados de la región sureste de Wisconsin. La revisión y actualización de los planes del sistema de transportación y el uso de área regional está en proceso. El propósito de estas reuniones es de mantener a los residentes de la región informados del plan preliminar 2035 del uso de terrenos de la región y las propuestas preliminares de la administración del sistema de tránsito público, tránsito de peatones y bicicletas, así como de la demanda de viajeros, y elementos del sistema de transportación del plan del año 2035, y de proveer la oportunidad de comentar. Comentarios son altamente solicitados particularmente en los temas de plan de uso de terrenos de la región y las propuestas preliminares de los cuatro elementos del plan de transportación regional. Información acerca de la revisión y actualización de los planes, pueden ser obtenidos en la siguiente página de internet: [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans).

Personal estará disponible en una sesión estilo "open house" de 4:30 p.m. a 6:30 p.m. para responder preguntas individuales y proveer información acerca de la revisión y actualización de los planes del uso de áreas terrestres y sistema de transportación.

Día	Edificio/Sala	Localización
September 8, 2005	Ozaukee County Administrative Center, Auditorium	121 Main Street, Port Washington, WI
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Personas con necesidades especiales se les pide que se contacten con las oficinas de la Comisión con 72 horas de anticipación de la fecha de la sesión de su preferencia para hacer las debidas acomodaciones. Necesidades especiales pueden ser por inmovilidad, materiales de revisión o interpretación, o participación activa, incluyendo entrega de comentarios.

Comentarios verbales pueden ser hechos al reportero de la corte en las reuniones, comentarios escritos pueden ser hechos antes o después de la sesión. Para hacer preguntas, para entregar comentarios, o para pedir un folleto sobre la revisión y actualización de los planes, por favor contacte:

Southeastern Wisconsin Regional Planning Commission  
W239 N1812 Rockwood Drive  
P.O. Box 1607  
Waukesha, Wisconsin 53187-1607  
Phone: 262-547-6721 Fax: 262-547-1103  
Regional Plan Review and Update  
E-mail: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)

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Waukesha, Wisconsin 53187-1607  
Phone: 262-547-6721 Fax: 262-547-1103  
Regional Plan Review and Update  
E-mail: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)

### Kenosha News September 7, 2005

### Milwaukee Journal Sentinel August 31, 2005

### West Bend Daily News September 8, 2005

### The Freeman September 7, 2005

### Racine Journal Times September 8, 2005

### Ozaukee County News Graphic September 1, 2005

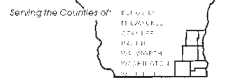
### Elkhorn Independent September 8, 2005

### Milwaukee Star September 3, 2005

### Milwaukee Courier September 3, 2005

# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

W239 N1812 ROCKWOOD DRIVE • PO BOX 1637 • WAUKESHA, WI 53187 • 607 • TELEPHONE (262) 547-6721  
FAX (262) 547-6703



## News Release

August 25, 2005  
Release No. 05-07

For more information,  
contact Kenneth R. Yunker,  
Deputy Director, at  
(262) 547-6721 or  
kyunker@sewrpc.org

FOR IMMEDIATE RELEASE

### SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION SCHEDULES PUBLIC MEETINGS FOR REVIEW AND UPDATE OF THE REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS

As part of the review and update of long-range land use and transportation plans for the seven-county southeastern Wisconsin Region, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) has completed a preliminary year 2035 regional land use plan and preliminary proposals for the travel demand management, transportation system management, bicycle and pedestrian, and public transit elements of the year 2035 regional transportation plan. A newsletter has been prepared, and a series of public informational meetings have been scheduled to share the findings of the Commission's work.

The newsletter, and the schedule of public meetings, along with all other information which has been developed on the review and update of the land use and transportation system plans, is available on the Commission's website—[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans). The meetings are scheduled for Thursday, September 8, 2005, Wednesday, September 14, 2005, Thursday, September 15, 2005, and Wednesday, September 21, 2005. Staff will be available at the meetings in an "open house" format from 4:30 p.m. to 6:30 p.m. to individually answer questions and provide information about the review and update of the regional land use and transportation system plans. The meetings will also provide an opportunity to comment on the development of the regional land use and transportation plans, including the preliminary regional land use plan and the preliminary proposals for the travel demand management, transportation system management, bicycle and pedestrian, and public transit elements of the year 2035 regional transportation plan. In addition to Commission staff, a court reporter will be present at the meetings to take oral comment.

Recommendations of the preliminary year 2035 regional land use plan include the following:

- The preservation of the Region's primary and secondary environmental corridors, and isolated natural areas—which together account for about 23 percent of the area of the Region—in natural, open uses.
- The preservation of the prime, or most productive agricultural lands within the Region (agricultural lands with Class I or II soils as classified by the U.S. Natural Resources Conservation Services). In the year 2000, prime agricultural lands accounted for about 36 percent of the land area of the Region, and 75 percent of the farmland in the Region.

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- New urban development should be accommodated within and around existing urban centers as infill development and redevelopment, and through the orderly expansion of planned urban service areas on lands proximate to these centers with particular emphasis on the stabilization and revitalization of the central cities of Milwaukee, Racine, and Kenosha. Nearly all new residential development—88 percent—is recommended to occur primarily at medium and high densities within the urban centers or within defined urban growth/sanitary sewer service areas adjoining these centers.
- About 50 percent of the Region's employment is recommended to be concentrated in 60 major economic activity centers which would have employment levels at a minimum of 2,000 retail jobs, or commercial and/or industrial lands having 3,500 total jobs. The preliminary plan envisions the continued development and redevelopment of the existing major commercial and industrial centers, and those under development or redevelopment.
- Development outside of the urban centers and their proposed urban service areas would be constrained, with about 2 percent of the projected increment in households from the year 2000 to the year 2035, or about 3,700 households, accommodated at rural density (no more than one housing unit per five acres). The only other residential development outside the urban centers or their planned urban services areas would be limited to that already committed through approved subdivision plats and certified survey maps.

The new year 2035 regional transportation system plan will be designed to serve, and to be consistent with, the year 2035 regional land use plan. The development and evaluation of a new regional transportation system plan for southeastern Wisconsin will also be guided by the following vision statement:

A multimodal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of Region residents and support and promote expansion of the Region's economy, by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the Region's natural environment, minimizing disruption of both the natural and manmade environment, and serving to support implementation of the regional land use plan, while minimizing the capital and annual operating costs of the transportation system.

Development of the each element of the year 2035 regional transportation plan—travel demand management, transportation systems management, bicycle and pedestrian, public transit, and arterial street and highway—will:

- Build upon the currently adopted year 2020 regional transportation plan of which 15 to 20 percent has been implemented since 1997.
- Consider the year 2020 plan proposals which have advanced to project planning and engineering, but which have not yet been implemented.
- Consider the support and opposition which was offered on the recommendations of the year 2020 regional transportation plan.

The year 2035 regional transportation plan development process:

- Began with consideration of preliminary proposals for the travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements of the plan.
- The effects of a regional transportation plan alternative including those four elements on travel demand will be tested and evaluated, and compared to that of a no-build plan prior to any consideration being given to arterial street and highway system improvement and expansion. Arterial street and highway improvement and expansion will be considered to address the residual highway traffic volume and traffic congestion which may not be expected to be alleviated by travel demand management, transportation systems management, bicycle and pedestrian, and public transit.

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The preliminary proposals for the public transit element of the year 2035 regional transportation plan would provide for a near doubling of transit service in the Region compared to service levels in the year 2005, including development of rapid and express transit systems; improvement of existing local bus service, and the integration of local bus service with the proposed rapid and express services.

The preliminary bicycle and pedestrian proposals encourage bicycle and pedestrian travel as an alternative to personal vehicle travel, and promote the safe accommodation of such travel. The preliminary proposals recommend that as the 3,300 mile surface arterial street system in the Region is resurfaced and reconstructed segment-by-segment, accommodation for bicycle travel should be considered and implemented where feasible through the provision of bike lanes, widened travel lanes, widened shoulders, or separate bike paths. The pedestrian facilities plan is a policy plan recommending the provision of sidewalks in the urban areas of the Region.

The preliminary transportation systems management proposals include measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency, including: freeway traffic management, surface arterial street and highway traffic management, and major activity center parking management and guidance.

The preliminary travel demand management proposals include measures intended to reduce personal and vehicular travel or to shift such travel to alternative times and routes to make more efficient use to of the existing capacity of the transportation system. These measures are in addition to the preliminary proposals for public transit and the bicycle and pedestrian measures, and include: high-occupancy vehicle preferential treatment, park-ride lots, transit pricing, personal vehicle pricing, travel demand management promotion, transit information and marketing, and detailed site-specific neighborhood and major activity center land use plans.

The Commission expects to consider and evaluate transportation system plan alternatives in the fall of 2005. A fourth series of meetings will occur in late 2005 or early 2006, to present alternative transportation system plans, and preliminary recommendations for the regional transportation system plan. Completion of the 2035 regional transportation system plan is expected in the spring of 2006.

[Note: Attached to this press release is the Newsletter which lists the dates and locations of the scheduled nine public meetings and provides information on a preliminary year 2035 regional land use plan and preliminary proposals for the travel demand management, transportation system management, bicycle and pedestrian, and public transit elements of the year 2035 regional transportation plan]

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#111558 v1 - RTP News Release #3

# REVIEW AND UPDATE OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN



## INTRODUCTION

The review and update of the land use and transportation system plans for the seven-county Southeastern Wisconsin Region is well underway. This newsletter is being published to keep you informed of the study's progress and findings.

This is the third in a series of newsletters. The first included the announcement of an initial series of public meetings held in August 2004 and information regarding the Regional Planning Commission, the new year 2035 population and economic projections for the Region, the basic principles guiding the Commission's regional land use and transportation planning, and the existing regional land use and transportation system plans. The second issue included announcement of a second series of public meetings for May 2005, and information regarding the advisory committees on regional land use and transportation planning, the implementation to date of existing regional land use and transportation plans and historic trends in land use and transportation, and the proposed process for development of regional land use and transportation plans.

This third newsletter includes information regarding:

- A third series of public meetings scheduled for September 2005;
- The preliminary recommended regional land use plan for the year 2035; and
- Preliminary proposals for public transit, bicycle and pedestrian facilities, travel demand management, and transportation systems management being considered for inclusion in the year 2035 regional transportation plan.

## PRELIMINARY RECOMMENDED YEAR 2035 REGIONAL LAND USE PLAN

The preliminary recommended regional land use plan is intended to provide a guide, or overall framework, for future land use development within the Region to the year 2035. Implementation of the plan will depend upon the voluntary actions of local, county, State, and Federal agencies and units of government in conjunction with the private sector.

### THIRD SERIES OF PUBLIC INFORMATIONAL MEETINGS SCHEDULED

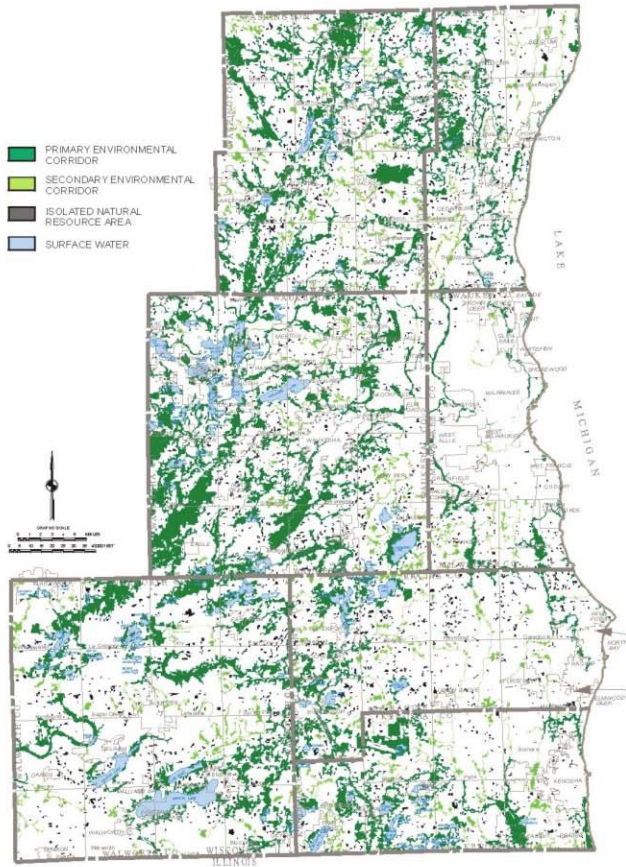
A series of public information meetings has been scheduled, with meetings to be held throughout the Region in September. The purpose of these meetings is to brief residents of the Region on the preliminary recommended year 2035 region land use plan and preliminary proposals for public transit, bicycle and pedestrian, travel demand management, and transportation systems management elements of the year 2035 regional transportation plan, and to provide an opportunity for comment. The table below highlights the dates and locations of the upcoming meetings. Staff will be available in an "open house" format from 4:30 p.m. to 6:30 p.m. to individually answer questions and provide information about the review and update of the regional land use and transportation system plans. Oral comments may be provided to a court reporter at the meetings and written comments may be made during and after the meetings. Persons with special needs are asked to contact the Commission offices a minimum of 72 hours in advance so that appropriate arrangements can be made. Contact information may be found on the back of this newsletter.

Date	Location
September 8, 2005	Ozaukee County Administrative Center, Auditorium 121 Main Street, Port Washington
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September 15, 2005	United Community Center, Art Gallery 1028 S. 9th Street, Milwaukee
September 15, 2005	Kenosha City Hall, Room 202 625 52nd Street, Kenosha
September 15, 2005	Racine Gateway Technical College, Michigan Room 1001 Main Street, Racine
September 21, 2005	Zoofari Conference Center, Conference Room 9715 W. Bluemound Road, Milwaukee

Looking ahead, the fourth series of public meetings to be scheduled this winter will be formatted as public hearings preceded by open house sessions.

Map 1

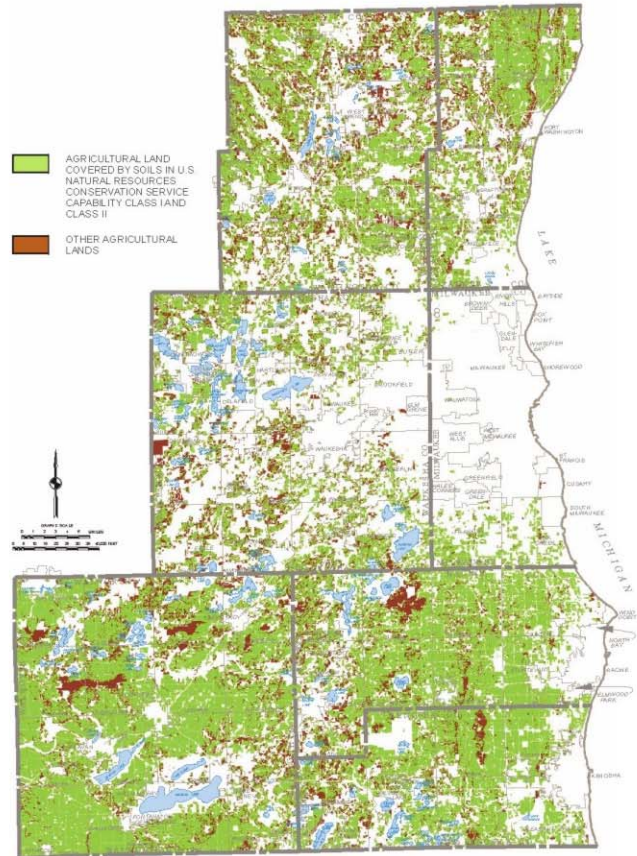
**PLANNED ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE REGION**



Source: SEWRPC.

Map 2

**AGRICULTURAL LANDS IN THE REGION: 2000**



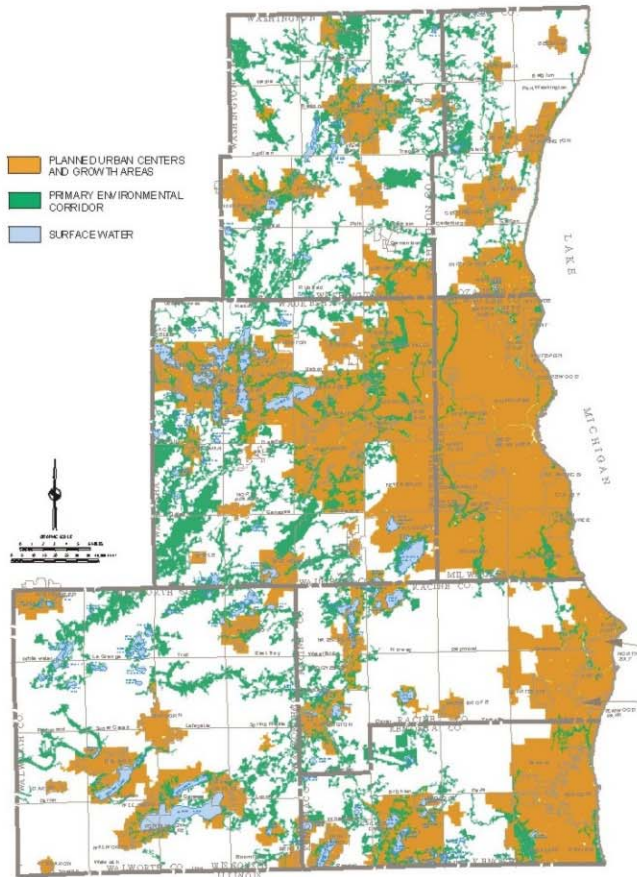
Source: SEWRPC.

The preliminary year 2035 regional land use plan, contains the following recommendations:

- The primary environmental corridors, secondary environmental corridors, and isolated natural resource areas of the Region should be preserved in essentially natural, open uses, continuing to account for about 23 percent of the area of the Region, as shown on Map 1. These areas encompass the best remaining features of the Region's natural landscape—lakes, rivers, streams, and associated shorelands and floodlands, wetlands, woodlands, prairie remnants, wildlife habitat, rugged terrain and steep slopes, unique landforms and geological formations, existing and potential outdoor recreation sites, and scenic areas and vistas.
- The prime, or most productive farmland in the Region should be preserved. The farmland with soils considered to be most suitable for agriculture is farmland covered by agricultural capability Class I and Class II soils as classified by the U.S. Natural Resources Conservation Service. As shown on Map 2, farmland with Class I and Class II soils accounted for about 36 percent of the land area in the Region and 75 percent of all farmland in southeastern Wisconsin in the year 2000. Some Class I and Class II farmland that is located adjacent to existing urban centers and within planned urban growth/sanitary sewer service areas is necessarily proposed to be converted to urban use as a result of planned and orderly growth of those urban centers. It is recommended that the counties in the Region, in cooperation with the concerned local units of government, carry out planning programs to identify and preserve prime farmland, considering farmland covered by Class I and Class II soils, and other factors including the size of individual farm units and overall size of the farming area, the availability of agricultural services, and the degree of encroachment from urban uses. Most county planning in this regard was carried out more than 20 years ago, and needs to be reviewed and updated.
- New urban development should be accommodated within and around existing urban centers as infill development, through redevelopment, and through the orderly expansion of planned urban service areas on lands proximate to these centers. Map 3

Map 3

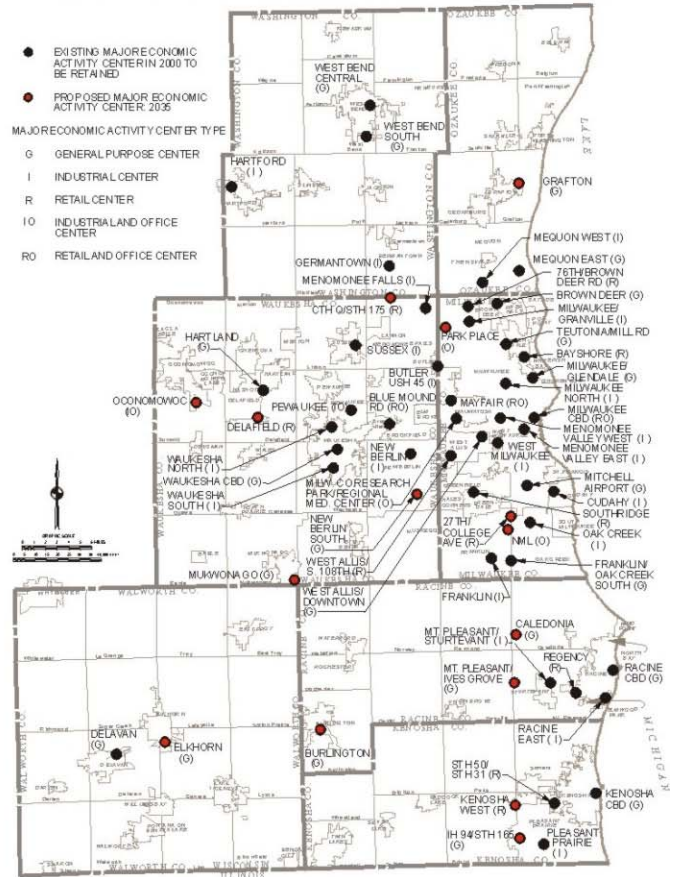
**PROPOSED URBAN CENTERS  
IN THE PRELIMINARY RECOMMENDED  
REGIONAL LAND USE PLAN: YEAR 2035**



Source: SEWRPC.

Map 4

**PROPOSED MAJOR ECONOMIC  
ACTIVITY CENTERS IN THE PRELIMINARY  
RECOMMENDED REGIONAL LAND USE PLAN: YEAR 2035**



Source: SEWRPC.

shows these urban centers and growth areas. Particular emphasis is placed on stabilizing and revitalizing the central cities of Milwaukee, Racine, and Kenosha. The plan further proposes that the forecast increment in population and residential land be allocated to these urban centers and their planned urban growth/sanitary sewer service areas predominantly at medium and high densities—88 percent of all new housing units—in residential neighborhoods and in more mixed use settings. The plan envisions residential neighborhoods designed as cohesive units, properly related to the larger community of which they are a part, and served by an interconnected internal street, bicycle-way, and pedestrian system and by a neighborhood school, park, and shopping area. The regional plan also envisions residential development in mixed-use settings including dwellings above the ground floor of commercial uses; residential structures intermixed with, or located adjacent to, compatible commercial, institutional, or civic uses; and residential development integrated into, or located in proximity to, major employment and activity centers.

- The regional plan envisions a range of commercial and industrial areas. The largest commercial and industrial areas, in terms of employment levels, are identified as major economic activity centers. These are defined as areas containing a concentration of commercial and/or industrial land having at least 3,500 total jobs or 2,000 retail jobs. Sixty such centers would accommodate about 50 percent of all jobs in the Region in 2035. The plan envisions the continued development and redevelopment of the Region's existing major commercial and industrial centers, and those now under development or redevelopment, as shown on Map 4.
- Development outside urban centers and their proposed urban service areas would be constrained. About 2 percent of the projected increment in households in the Region between 2000 and 2035, or about 3,700 households, would be accommodated at rural density (no more than one housing unit per five acres) in such areas, with conservation subdivision designs recommended. The only other residential development outside urban centers and their planned urban service areas would be limited to that which was already committed through approved subdivision plats and certified survey maps.

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## YEAR 2035 REGIONAL TRANSPORTATION PLAN DEVELOPMENT

The development of the year 2035 regional transportation system plan for southeastern Wisconsin is being guided by the following vision for the transportation system of southeastern Wisconsin:

*A multimodal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of Region residents and support and promote expansion of the Region's economy, by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the Region's natural environment, minimizing disruption of both the natural and manmade environment, and serving to support implementation of the regional land use plan, while minimizing the capital and annual operating costs of the transportation system.*

The development of each plan element of the regional transportation system plan for the year 2035—public transit, bicycle and pedestrian, travel demand management, transportation system management, and arterial streets and highways—builds upon the current adopted year 2020 regional transportation plan, recognizing the successful implementation of approximately 15 to 20 percent of each element of the year 2020 plan since 1997. In the development of the year 2035 regional transportation system plan, consideration was given to those year 2020 plan proposals which had advanced to project planning and engineering, but which could not be implemented at the project level. Also considered was the support and opposition which has been offered on the recommendations of the current adopted year 2020 regional transportation system plan.

The new year 2035 regional transportation system plan is being designed to serve, and to be consistent with, the year 2035 regional land use plan. Future needs for public transit, street and highway, and other transportation improvements considered in the regional transportation planning process will be derived from the projected travel based upon the regional land use plan. In addition, the consistency of the regional transportation and land use plans will be evaluated by comparing the accessibility provided under the transportation plan and the location of improvements proposed under the transportation plan to the location of land use development and redevelopment proposed under the land use plan.

The process for the development of the year 2035 regional transportation plan begins with consideration and development of preliminary proposals for the travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements of the plan. The effects on travel demand of a regional transportation plan alternative including these four combined plan elements will then be tested and evaluated, and compared to that of a no-build plan which would propose to maintain the existing transportation system. Only subsequent to this testing and evaluation will the year 2035 regional transportation system plan development process consider arterial street and highway system improvement and expansion. Arterial street and highway improvement and expansion will thus be considered only to address the residual highway traffic volumes and attendant traffic congestion which may not be expected to be alleviated by travel demand management, transportation systems management, bicycle and pedestrian facilities, and public transit. A plan including arterial street and highway improvement and expansion will be compared to a plan which only includes travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements, and to a "no-build" transportation system plan.

Discussed in the remainder of this newsletter are preliminary proposals for the public transit, bicycle and pedestrian facilities, transportation systems management, and travel demand management being considered for possible inclusion in the 2035 regional transportation plan.

### **Preliminary Proposals for Public Transit**

Preliminary proposals for public transit envision significant improvement and expansion of public transit in southeastern Wisconsin, including development within the Region of a rapid transit and express transit system, improvement of existing local bus service, and the integration of local bus service with the proposed rapid and express transit services. Map 5 displays the transit system proposals for each of the three transit system components. Altogether, service on the regional transit system would be increased from service levels existing in 2005 by about 100 percent measured in terms of revenue transit vehicle-miles of service provided, from about 69,000 vehicle-miles of service on an average weekday in the year 2005 to 138,000 vehicle-miles of service in the year 2035 (see Table 1).

The proposed expansion of public transit is essential in southeastern Wisconsin for many reasons:

- Public transit is essential to provide an alternative mode of travel in heavily traveled corridors within and between the Region's urban areas, and in the Region's densely developed urban communities and activity centers. It is not desirable, and not possible, in the most heavily traveled corridors, dense urban areas, or the largest and densest activity centers of the Region to accommodate all travel by automobile with respect to both demand for street traffic carrying capacity and parking. To attract travel to public transit, service must be available throughout the day and evening at convenient service frequencies, and at competitive and attractive travel speeds.
- Public transit also supports and encourages higher development density and in-fill land use development and redevelopment, which results in efficiencies for the overall transportation system and other public infrastructure and services.

- Public transit also contributes to efficiency in the transportation system, including reduced air pollution and energy consumption.
- Public transit permits choice in transportation, enhancing the Region's quality of life and economy. A portion of a region's population and businesses would prefer to have public transit alternatives available and to travel by public transit. High quality public transit helps provide a high quality of life and contributes to the maintenance and enhancement of the Region's economy.
- Public transit is essential in the Region to meet the travel needs of persons unable to use personal automobile transportation. In the year 2000, approximately 64,300 households, or 8.5 percent of the Region's households, did not have a personal vehicle available and were dependent upon public transit for travel. The accessibility of this portion of the Region's population to the metropolitan area—jobs, health care, shopping and education—is almost entirely dependent upon the extent to which public transit is available, and is reasonably fast, convenient, and affordable.

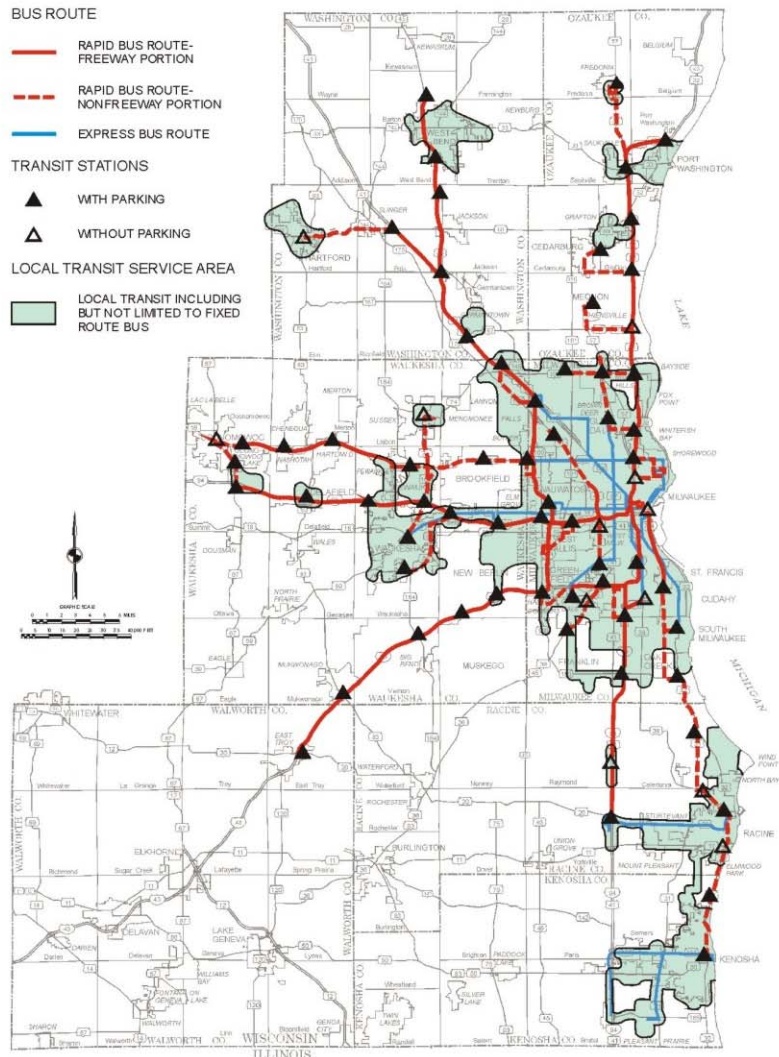
**Rapid Transit Service**

The proposed rapid transit service would consist of buses operating over freeways connecting the Milwaukee central business district, the urbanized areas of the Region, and the urban centers and outlying counties of the Region. Rapid transit bus service would be provided south to Racine and Kenosha, southwest to Mukwonago and East Troy, west to Waukesha and Oconomowoc, northwest to West Bend and Hartford, and north to Cedarburg, Grafton, Saukville, and Port Washington. The proposed rapid transit system would have the following characteristics:

- The bus rapid transit service would operate in both directions during all time periods of the day providing both traditional commuter and reverse-commute service.
- The rapid transit service would operate with some intermediate stops spaced about three to five miles apart to increase accessibility to employment centers and to increase accessibility for reverse-commute travel from residential areas within central Milwaukee County. The stops would provide connections with express transit service, local transit service, or shuttle bus or van service to nearby employment centers.
- The service would operate throughout the day. 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.

Map 5

**PRELIMINARY PROPOSAL FOR PUBLIC TRANSIT TO BE CONSIDERED FOR INCLUSION IN THE REGIONAL TRANSPORTATION SYSTEM PLAN: 2035**



Source: SEWRPC.

An approximately 204 percent increase in rapid transit service is proposed as measured by daily vehicle-miles of bus service, from the 7,900 vehicle-miles of such service provided on an average weekday in the year 2005, to 24,000 vehicle-miles in the plan design year 2035.

**Express Transit Service**

The proposed express transit service would consist of a grid of eight limited-stop, higher-speed routes located largely within Milwaukee County connecting major employment centers and shopping areas, other major activity centers such as General Mitchell International Airport, tourist attractions and entertainment centers, and residential areas. The express routes would replace existing major local bus routes. Stops would typically be spaced about one-quarter mile apart. It is envisioned that this system of limited-stop express service routes would initially consist of buses operating over arterial streets in mixed traffic, and would be upgraded over time to buses operating on reserved street lanes with priority treatment at traffic signals.

As envisioned under the plan:

- The express service would operate in both directions during all periods of the day providing both traditional and reverse commute service.
- The service would generally operate with a stop spacing of about one-quarter mile with one-half mile stop spacing in outlying portions of Milwaukee County and the Milwaukee urbanized area.
- The frequency of service provided would be about every 10 minutes during weekday peak periods, and about every 20 to 30 minutes during weekday off-peak periods and on weekends.
- The overall travel speed provided would be about 16 to 18 miles per hour, a significant improvement over the average 12-miles-per-hour speed provided by the existing local bus transit service.
- No express transit service existed in the Region in 2005. As proposed, about 17,000 vehicle-miles of express transit service would be provided on an average weekday in the Region in the year 2035.

**Local Transit Service**

The improvement and expansion of local bus transit service over arterial and collector streets, with frequent stops throughout the Kenosha, Milwaukee, and Racine urbanized areas is also proposed. Service would be provided on weekdays, and during weekday evenings, Saturdays, and Sundays. An approximately 59 percent increase in local bus service is proposed from the 61,100 vehicle-miles of local bus service provided in 2005 on an average weekday to 97,000 vehicle-miles in the plan design year 2035. The service improvements and expansion proposed include expansion of service area and hours, and improvements in the frequency of local transit service provided, particularly on major local routes. The proposed frequency of local bus service is shown in Table 2.

**Paratransit Service**

Paratransit service is proposed to be provided consistent with the Federal Americans with Disabilities Act (ADA) of 1990. Under the provisions of this Act, all transit vehicles that provide conventional fixed-route transit service must be accessible to persons with disabilities, including those persons using wheelchairs. All public entities operating fixed-route transit systems must also continue to provide paratransit service to those disabled persons within local transit service areas who are unable to use fixed-route transit services consistent with federally specified eligibility and service requirements. The complementary paratransit services must serve any person with a permanent or temporary disability who is unable independently to board, ride, or disembark from an accessible vehicle used to provide fixed-route transit service; who is capable of using an accessible vehicle, but one is not available for the desired trip; or who is unable to travel to or from the boarding or disembarking location of the fixed-route transit service. The planned paratransit service must be available during the same hours and on the same days as the fixed-route transit service, be provided to eligible persons on a "next-day" trip-reservations basis, and not limit service to eligible persons based on restrictions or

**Table 1**

**PRELIMINARY PROPOSAL FOR PUBLIC TRANSIT ELEMENT TO BE CONSIDERED FOR INCLUSION IN THE YEAR 2035 REGIONAL TRANSPORTATION PLAN**

Average Weekday Transit Service Characteristics	Existing 2005 <sup>a</sup>	Proposed 2035	Proposed Increment	
			Number	Percent Change
<b>Revenue Vehicle-Miles</b>				
Rapid .....	7,900 <sup>b</sup>	24,000	16,100	203.8
Express .....	--	17,000	17,000	--
Local .....	61,100	97,000	35,900	58.8
<b>Total</b>	<b>69,000</b>	<b>138,000</b>	<b>69,000</b>	<b>100.0</b>
<b>Revenue Vehicle -Hours</b>				
Rapid .....	350 <sup>b</sup>	1,100	750	214.3
Express .....	--	1,100	1,100	--
Local .....	4,750	8,900	4,150	87.4
<b>Total</b>	<b>5,100</b>	<b>11,100</b>	<b>6,000</b>	<b>117.6</b>

<sup>a</sup> Estimated.

<sup>b</sup> Includes the existing commuter bus route operated in the Kenosha-Milwaukee-Racine corridor. While portions of this route operate with express stop spacing, the long trips served by, and average operating speeds of, this route are typical of those for rapid service.

Source: SEWRPC.



priorities to trip purpose, and not be operated under capacity constraints which might limit the ability of eligible persons to receive service for a particular trip. The paratransit service fares must be no more than twice the applicable public transit fare per one-way trip for curb-to-curb service.

**Upgrading to Rail Transit or Bus Guideways**

Rapid and express transit service is proposed to initially be provided with buses. This bus service would ultimately be upgraded to commuter rail for rapid transit service and to bus guideway or light rail for express transit service. Map 6 displays four potential future commuter rail lines and six potential future bus guideway/light rail lines within southeastern Wisconsin. Upgrading rapid transit service to commuter rail and express transit service to bus guideway/light rail is essential to meeting the needs for public transit within southeastern Wisconsin. Public transit cannot offer convenient accessibility to metropolitan area services for those without an automobile, offer an attractive alternative in heavily traveled corridors and dense urban activity centers, or provide a true choice for travel if it is caught in traffic congestion, and its travel times are not comparable to those of automobile travel. Upgrading to exclusive guideway transit unaffected by congestion like commuter rail and bus guideways or light rail is essential to meeting the basic needs for public transit in southeastern Wisconsin. Upgrading to exclusive guideway transit may also be expected to promote higher density land development and redevelopment at and around the stations of the exclusive guideway transit facilities, promoting implementation of the regional land use plan.

Local governments, which are the sponsors and operators of transit systems, would determine whether to upgrade to commuter rail for rapid transit service, and to bus guideway/light rail for express transit service by conducting in each of the four potential commuter rail corridors and six potential bus guideway/light rail corridors detailed corridor transit alternatives analysis studies. Such studies are required by the U.S. Department of Transportation, Federal Transit Administration for potential guideway development to be eligible for Federal funding. At the conclusion of the corridor studies, decisions would be made by the concerned local government sponsors whether to provide rapid transit service through buses operating over existing freeways or through commuter rail, and whether to provide express transit service through buses operating over reserved lanes on surface arterials, exclusive bus guideways, or light rail. If a local government sponsor does determine to implement exclusive fixed guideway transit commuter rail or light rail/bus guideway and proceeds to preliminary engineering, the Commission would formally amend the regional plan to include the fixed guideway at the request of the local governmental sponsor.

There are two efforts currently underway in southeastern Wisconsin considering upgrading to fixed guideway transit. Milwaukee County in cooperation with the City of Milwaukee and Wisconsin Center District is conducting the Milwaukee downtown connector study which is considering implementation of express transit electric bus guideway technology and buses operating in reserved street lanes. Rapid transit commuter rail in the Milwaukee-Racine-Kenosha corridor was recommended for implementation at the conclusion of a corridor transit alternatives analysis study. The Counties and Cities of Milwaukee, Racine, and Kenosha are currently conducting further study addressing funding and refinement of the proposed commuter rail extension. The 2005-2007 State budget included legislation creating a three County regional transit authority for Kenosha, Milwaukee, and Racine Counties, which would be the operator of the proposed commuter rail service.

**Summary and Conclusions—Public Transit**

The proposed expansion of public transit in southeastern Wisconsin would represent a near doubling of transit service in southeastern Wisconsin by the year 2035. As shown in Figure 1, this would entail about a 2.5 percent annual increase in transit service to the year 2035, or about the same level of annual increase as proposed under the year 2020 plan. Significant implementation of the year 2020 plan occurred between 1997 and 2000 as transit service expanded by over 25 percent. However due to State and local budget problems, transit service was significantly reduced from 2000 to 2005.

Implementation of this proposed expansion is dependent upon the continued commitment of the State to be a partner in the maintenance, improvement and expansion, and attendant funding of public transit. The State has historically funded 40 to 45 percent of transit operating costs, and has increased funding to address inflation in the cost of providing public transit, and to provide for transit improvement and expansion. State transit funding to the Milwaukee County Transit System increased by 29 percent from 1995 to 2000 and by 70 percent for all other transit systems in the Region, but only by 5 percent between 2000 and 2005 for the Milwaukee County Transit System and by 12 percent for all other transit systems. In comparison, local funding of public transit increased between 1995 and 2000 by 30 percent for the Milwaukee County Transit System and by 62 percent for other transit systems in the Region, and increased between 2000 and 2005 by 20 percent for the Milwaukee County Transit System and 73 percent for other transit systems in

Table 2

**PRELIMINARY PROPOSAL FOR FREQUENCY OF LOCAL BUS SERVICE TO BE CONSIDERED FOR INCLUSION IN THE YEAR 2035 REGIONAL TRANSPORTATION PLAN**

Area	Average Weekday Headways on Local Bus Service (minutes)		
	Morning and Afternoon Peak Periods	Midday Off-peak Period	Evening Off-peak Period
Within Milwaukee County			
Central Milwaukee County.....	5-15	10-20	15-20
Remainder of Milwaukee County.....	15-20	20-30	20-60
Outside Milwaukee County....	15-30	30-60	30-60

Source: SEWRPC.

the Region. The 2003-2005 State budget provided no funding increase for public transit Statewide and the 2005-2007 budget only provides a 2 percent annual increase. An annual 4 to 5 percent increase may be essential to address rising costs, including inflation and real increases in fuel costs, and to support system improvement and expansion.

Implementation of the proposed expansion of public transit in southeastern Wisconsin will also be dependent upon attaining dedicated local funding for public transit. The local share of funding of public transit in southeastern Wisconsin is provided through county or municipal budgets, and represents about 15 percent of the total operating costs and 20 percent of total capital costs of public transit. Thus, the local share of funding public transit is largely provided by property taxes, and public transit must annually compete with mandated services and projects. Increasingly, due to the constraints in property tax based funding, counties and municipalities have found it difficult to provide funding to address transit needs, and to respond to shortages in Federal and State funding. Most public transit systems nationwide have dedicated local funding, typically a sales tax of 0.25 to 1.0 percent. A sales tax provides funding which should increase with inflation and area growth, thereby addressing funding needs attendant to inflation in the costs of providing public transit and transit system expansion.

The development of a regional transit authority could also assist in implementing the proposed transit system expansion. A number of the proposed transit services extend across city and county boundaries. A regional transit authority could assist in the implementation of these proposed services.

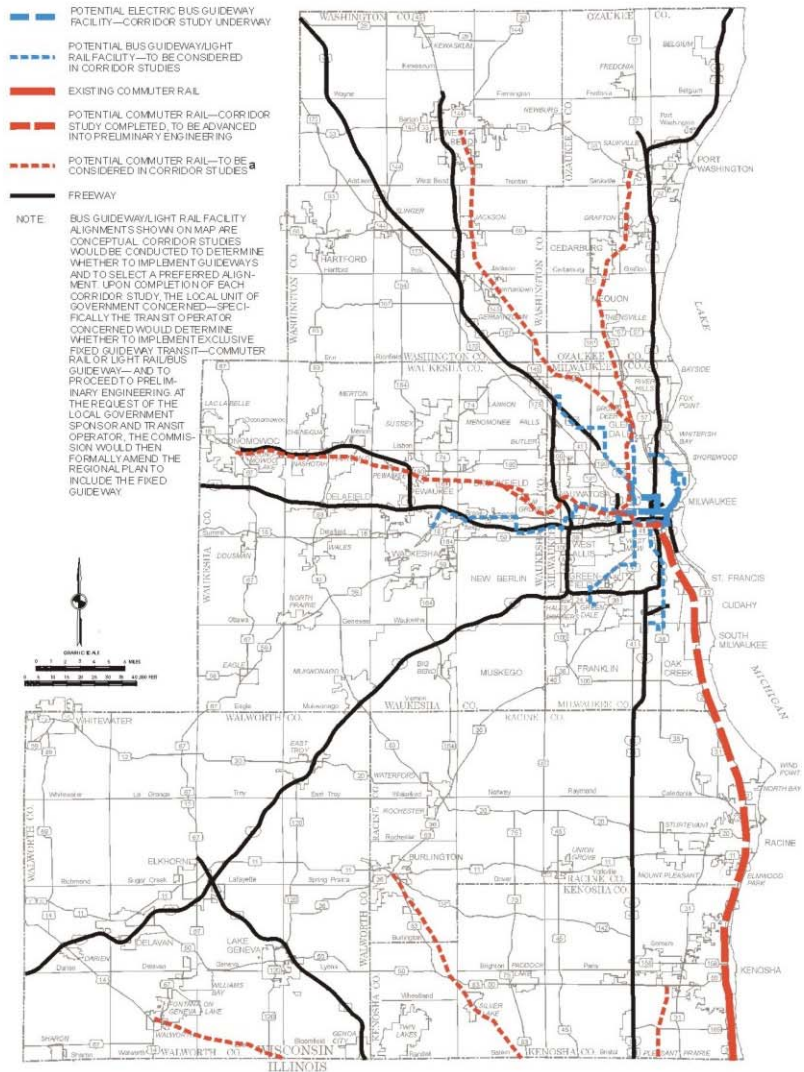
**Preliminary Proposals for Bicycle and Pedestrian Facilities**

Preliminary proposals for bicycle and pedestrian facilities are intended to promote safe accommodation of bicycle and pedestrian travel, and encourage bicycle and pedestrian travel as an alternative to personal vehicle travel. The preliminary proposals envision that as the surface arterial street system of 3,300 miles in the Region is resurfaced and reconstructed segment-by-segment, the provision of accommodation for bicycle travel would be considered and implemented, if feasible, through bicycle lanes, widened outside travel lanes, widened shoulders, or separate bicycle paths. The surface arterial street system of the Region provides a network of direct travel routes serving virtually all travel origins and destinations within Southeastern Wisconsin. Arterial streets and highways, particularly those with high-speed traffic or heavy volumes of truck or transit vehicle traffic, require improvements such as extra-wide outside travel lanes, paved shoulders, bicycle lanes, or a separate bicycle path in order to safely accommodate bicycle travel. Land access and collector streets, because of low traffic volumes and speeds, are capable of accommodating bicycle travel with no special accommodation for bicycle travel.

The level and unit of government responsible for constructing and maintaining the surface arterial street or highway should have responsibility for constructing, maintaining, and funding the associated bicycle facility. A detailed evaluation of the alternatives for accommodation of bicycles on surface arterial streets or highways should necessarily be conducted by the responsible level and unit of

Map 6

**PRELIMINARY PROPOSAL FOR RAPID TRANSIT COMMUTER RAIL AND EXPRESS TRANSIT BUS GUIDEWAY/LIGHT RAIL LINES**



Source: SEWRPC.

government as part of the engineering for the resurfacing, reconstruction, and new construction of each segment of surface arterial. It is proposed that the Regional Planning Commission prepare an assessment of the priority of need for bicycle accommodation on each segment of the surface arterial street and highway system considering such factors as traffic volume, composition, speed, and congestion.

It is also proposed that a system of off-street bicycle paths be provided between the Kenosha, Milwaukee, and Racine urbanized areas and the cities and villages within the Region with a population of 5,000 or more located outside these three urbanized areas. This system of off-street bicycle paths was initially also proposed in the adopted park and open space plans prepared by the Commission for each of the seven counties of the Region. These off-street bicycle paths would be located in natural resource and utility corridors and are intended to provide reasonably direct connections between the Region's urbanized and small urban areas on safe and aesthetically attractive routes with separation from motor vehicle traffic. Some on-street bicycle connections will be required to connect segments of this system of off-street paths. These connections if provided over surface arterials would include some type of bicycle accommodation—paved shoulders, extra-wide outside travel lanes, bicycle lanes, or separate parallel bicycle paths—or if provided over a nonarterial collector or land access street would require no special accommodation. The proposed system of on- and off-street bicycle facilities is shown on Map 7, and includes 575 miles of off-street bicycle paths with 147 miles of surface arterial and 83 miles of nonarterial connections. Approximately 203 miles of the planned 575 miles of off-street bicycle paths currently exist. Also shown on Map 7 is the surface arterial street and highway system within the Region proposed to be provided with bicycle accommodation.

The pedestrian facilities portion of the proposed bicycle and pedestrian facilities plan element is envisioned as a policy plan, rather than a system plan. It proposes that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities in southeastern Wisconsin adopt and follow a series of recommended standards and guidelines with regard to the development of those facilities, particularly within planned neighborhood units. These standards include the provision of sidewalks in the urban portions of the Region.

### Preliminary Proposals for Transportation Systems Management

Preliminary proposals for transportation systems management for possible inclusion in the year 2035 regional transportation plan include measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency, including: freeway traffic management, surface arterial street and highway traffic management, and major activity center parking management and guidance.

#### Freeway Traffic Management

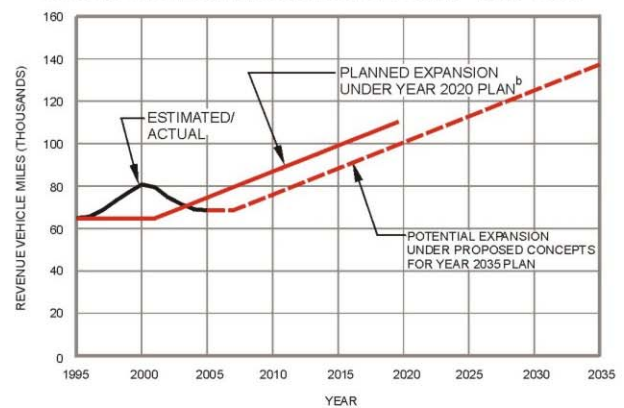
Proposed measures to improve the operation and management of the regional freeway system include operational control, advisory information, and incident management measures, as well as a traffic operations center supporting these measures. Essential to achieving freeway operational control, advisory information, and incident management is the WisDOT traffic operations center (TOC) in the City of Milwaukee. At the TOC all freeway segments in the Milwaukee area are monitored, freeway operational control and advisory information is determined, and incident management detection and confirmation is conducted. The TOC is important to the safe and efficient operation of the regional freeway system and is in operation from 6:00 a.m. to 12:00 midnight, 365 days a year and will be expanded to 24 hour operation in the summer of 2005.

#### Operational Control

Measures to improve freeway operation during average weekday peak traffic periods and during minor and major incidents through monitoring of freeway operating conditions and control of entering freeway traffic include traffic detectors, freeway on-ramp-meters, and ramp-meter control strategy. Traffic detectors measure the speed, volume, and density of freeway traffic, and are used in operational control, as well as advisory information and incident management. Existing freeway system traffic detectors consist of detectors embedded in the pavement at one-half mile intervals on the freeways in Milwaukee County and on IH 94 in Waukesha County, and at about one to two mile intervals on IH 94 in Kenosha and Racine Counties. The data collected from these traffic detectors is monitored by the WisDOT at the TOC for the purposes of detecting freeway system travel speed and time, traffic congestion, traffic flow breakdowns, and incidents. Freeway ramp-meter traffic entry rates can be modified based upon the traffic volume and congestion

Figure 1

HISTORIC AND PROPOSED VEHICLE-MILES OF PUBLIC TRANSIT SERVICE ON AN AVERAGE WEEKDAY IN THE SOUTHEASTERN WISCONSIN REGION: 1995-2035<sup>a</sup>



<sup>a</sup> Estimates of average weekday year 2004 and year 2005 transit vehicle-miles of transit service are preliminary and are based upon annual service data and budget information reported by the transit operators.

<sup>b</sup> The year 2020 plan assumed implementation would not be expected for several years following completion of the plan in 1997, as implementation of the plan would be dependent upon available funding—particularly a dedicated funding source.

Source: SEWRPC.

indicated by the traffic detectors. Travel information on traffic congestion and delays can be provided to freeway system users through the WisDOT website and on variable message signs. Traffic speeds and congestion indicated by traffic detectors can instantaneously identify the presence of a freeway incident. It is proposed that existing freeway system traffic detectors be maintained, and that traffic detectors be installed on the freeway system throughout the Region at one-half mile intervals.

Ramp-meters are traffic signals located on freeway entrance ramps or, in some cases, freeway-to-freeway entrance ramps, and are used to control the rate of entry of vehicles onto a freeway segment to achieve more efficient operation of the adjacent freeway segment and the downstream freeway system. To encourage ridesharing and transit use, preferential access for high-occupancy vehicles is provided at ramp-meter locations to allow the high-occupancy vehicles to bypass traffic waiting at a ramp-metering signal. There are 120 freeway on-ramps currently in the Milwaukee area equipped with ramp-meters. Buses and high-occupancy vehicles currently receive preferential access at 62 of the 120 on-ramp-meter locations. It is proposed that ramp-meters be installed on all freeway on-ramps within the Region with high-occupancy vehicle preferential access provided at all metered ramps, particularly those which would be used by existing and planned public transit.

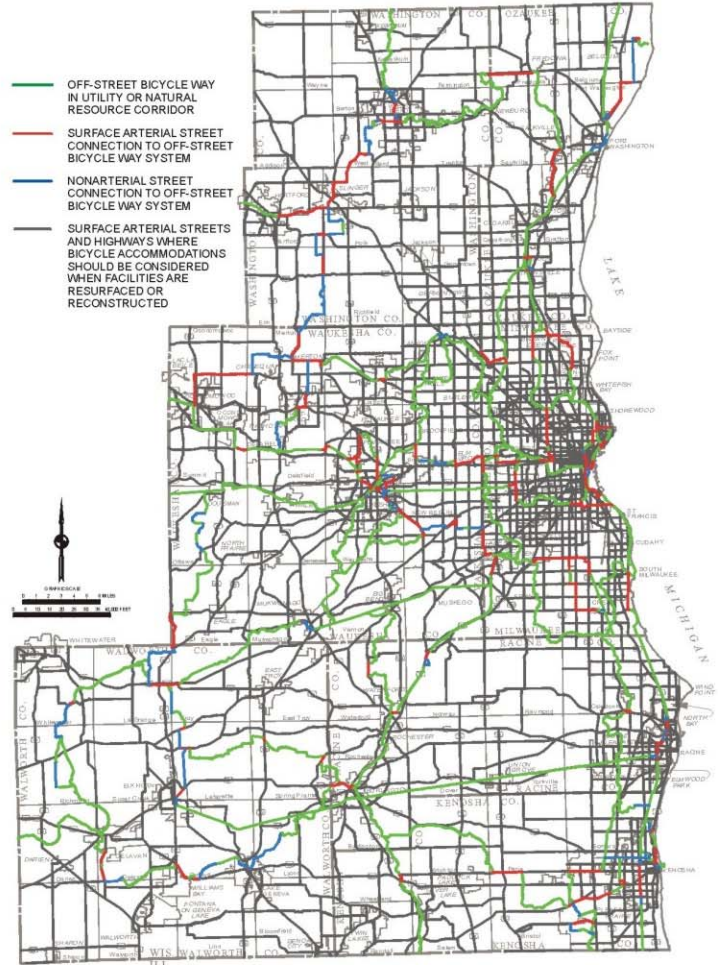
Another element of freeway operational control is the strategy used in the operational control of ramp-meters. The existing ramp-meters on the southeastern Wisconsin freeway system are controlled in two ways. Some are controlled in a "pre-timed" mode, operating during specified peak traffic hours of the weekday at specified release rates of vehicles. Others are controlled as well during specified peak traffic hours of the weekday, but the vehicle release rates are based upon adjacent freeway system traffic volume and congestion. It is proposed that the strategy of controlling ramp-meters through consideration of adjacent congestion be expanded throughout the freeway system, and that an operational control strategy be considered which would consider downstream freeway traffic congestion and seek to minimize total travel delay on the freeway system while providing for equitable average and maximum delays at each ramp-meter, and avoiding the extension of vehicle queues onto surface streets. It is also proposed that the need for expanded vehicle storage on freeway on-ramps be considered, and addressed, during the reconstruction of the regional freeway system.

Advisory Information Measures

Providing advisory information to motorists is an integral part of providing an efficient street and highway system. By providing information on current travel conditions, motorists can choose travel routes which are more efficient for their travel, and the result is a more efficient transportation system. Advisory information measures include permanent variable message signs (VMS), the WisDOT website, and provision of information to the media. The WisDOT uses the permanent VMS to provide real time information to travelers about downstream freeway traffic conditions, such as current travel times to selected areas, information about lane and ramp closures, and where travel delays begin and end. There are 23 permanent VMS located on the freeway system, primarily in the Milwaukee area, and 13 on surface arterials which connect with the freeway system primarily located in western Milwaukee County. It is proposed that variable message signs be provided on the entire freeway system, and on surface arterials leading to the most heavily used freeway system on-ramps.

Map 7

**PRELIMINARY PROPOSAL FOR OFF-STREET BICYCLE PATHS AND SURFACE ARTERIAL STREET AND HIGHWAY SYSTEM BICYCLE ACCOMMODATION**



Source: SEWRPC.

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The WisDOT also provides substantial information about current freeway system traffic conditions on a website using data collected from freeway system traffic detectors. The information includes maps depicting the current level of freeway traffic congestion and the locations of confirmed incidents, views of freeway system traffic available from the freeway system closed circuit television camera network, and current travel times and delays on the major freeway segments in the Milwaukee area. The data on the website is also available to the media and used in daily radio and television broadcasts. It is proposed that WisDOT continue to enhance and expand the information provided on its website and to the media, and consider deployment of a regional 511 traveler information system which would allow the public to dial "511" and receive automated messages about current travel conditions along their desired route through a series of predetermined automated menus.

#### Incident Management Measures

Incident management measures have as their objective the timely detection, confirmation, and removal of freeway incidents. As noted earlier, the WisDOT freeway system TOC and freeway system traffic volume detectors are essential to incident management, as well as freeway operational control and advisory information. Other incident management measures include closed circuit television, enhanced freeway location reference markers, freeway service patrols, crash investigation sites, the Traffic Incident Management Enhancement Program, ramp closure devices, and alternate route designations.

Closed-circuit television (CCTV) cameras provide live video images to the WisDOT and the Milwaukee County Sheriff's Department which allow for the rapid confirmation of congested areas and the presence of an incident, immediate determination of the appropriate response to the incident and direction of the proper equipment to be deployed in response to the incident. There are currently 83 closed-circuit television cameras on the southeastern Wisconsin freeway system, covering Milwaukee County freeways, IH 94 and USH 41/45 in eastern Waukesha County, and IH 94 in Kenosha and Racine Counties. It is proposed that the CCTV camera network be provided on the entire regional freeway system.

Enhanced reference markers assist motorists in identifying specific locations along a freeway segment when reporting incidents. These markers are typically small signs provided at one-tenth mile intervals along the freeway system which typically display the highway shield and mile marker. Enhanced reference markers are currently provided in Milwaukee County in the freeway median at each one-tenth mile on USH 45 from the Zoo Interchange to the Milwaukee-Waukesha County line, and on IH 94 from the Mitchell Interchange to the Illinois-Wisconsin State line, including the freeway segments of IH 94 in Kenosha and Racine Counties. It is proposed that enhanced reference markers be provided on the entire regional freeway system.

Freeway service patrols provide for rapid removal of disabled vehicles and initial response to clearing incidents. Freeway service patrols consist of specially equipped vehicles designed to assist disabled motorists and assist in clearance of incidents. Freeway service patrol vehicles may be equipped to provide limited towing assistance, as well as minor services such as fuel, oil, water, and minor mechanical repairs. Freeway service patrols currently operate in a limited role on the Milwaukee County freeway system and on IH 94 in Kenosha, Racine, and Waukesha Counties. In each of these four counties, service patrols operate during weekday peak traffic periods. In Milwaukee County service patrols also operate all day during weekdays, and in Kenosha and Racine Counties, service patrols also operate all day during weekends. In Kenosha, Racine, and Waukesha Counties, one service patrol vehicle serves 12 to 15 miles of freeways, and in Milwaukee County one service patrol vehicle serves 70 miles of freeways. Expansion of the freeway service patrol is recommended to serve the entire regional freeway system, and to provide greater coverage including all day weekday and weekend service, evening service, and increased vehicle coverage of one vehicle per 12 to 15 miles of freeway.

Crash investigation sites are designated safe zones for distressed motorists to relocate to if they are involved in a crash or an incident on the freeway. There are 35 crash investigation sites on the southeastern Wisconsin freeway system, with the largest concentration—24 of the 35, or about 69 percent—located on the system in Milwaukee County. It is proposed that the WisDOT evaluate the extent of use and attendant benefits of existing crash investigation sites, and consider expansion as needed to serve the entire regional freeway system.

The Traffic Incident Management Enhancement (TIME) Program, sponsored by the WisDOT, has served to bring together, and coordinate, the transportation engineering, law enforcement, media, emergency responders, transit, tow and recovery, and other freeway system operational interests at monthly meetings. The goals of the TIME program are to improve and enhance freeway incident management, improve freeway safety, and enhance the quality and efficiency of freeway travel. It is proposed that the TIME program continue to be operated and sponsored by WisDOT.

Ramp closure devices have been deployed on IH 94 in Kenosha, Racine, and Waukesha Counties. The ramp closure devices are either Type III barricades or swing arm gates. These ramp closure devices allow for the closure of freeway on-ramps during planned and unplanned major incidents, such as special events and severe inclement weather. It is proposed that WisDOT evaluate the use and attendant benefits of existing ramp closure devices, and consider their application throughout the Region.

Alternate routes are designated, clearly marked and signed surface arterial street and highway routes which generally parallel freeway segments. These routes would be intended to be used by motorists during major freeway incidents and ramp closures and

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during particularly extreme congestion. Motorists would be directed through advisory information to these routes during major incidents and periods of particularly extreme congestion. It is proposed that WisDOT and the Regional Planning Commission, together with the concerned and affected local governments, examine the potential for the designation of alternative routes, and consider implementation of a pilot effort in a designated corridor.

#### ***Surface Arterial Street and Highway Traffic Management***

This group of proposed transportation system management measures would attempt to improve the operation and management of the regional surface arterial street and highway network, and include improved traffic signal coordination, intersection traffic engineering improvements, curb lane parking restrictions, access management, and advisory information.

Coordinated traffic signal systems provide for the efficient progression of traffic along arterial streets and highways allowing motorists to travel through multiple signalized intersections along an arterial route at the speed limit minimizing or eliminating the number of stops at signalized intersections. In the Region, coordinated traffic signal systems currently generally range from systems comprising two traffic signals to systems comprising about 100 traffic signals. Approximately 1,100 of the 1,700 traffic signals in the Region, or about 65 percent, are part of a coordinated signal system. It is proposed that Commission staff work with State and local government to document existing and planned arterial street and highway system traffic signals and traffic signal systems, and develop recommendations for improvement and expansion of coordinated signal systems.

It is also proposed that State and local governments aggressively consider and implement needed individual arterial street and highway intersection improvements, such as adding right- and/or left-turn lanes; improvements in the type of traffic control deployed at the intersection, including two- or four-way stop control, roundabouts, or signalization; or improvements in signal timing at individual signalized intersections. This measure proposes that State, county, and municipal governments each prepare a prioritized short-range (two to six year) program of arterial street and highway intersection improvements under their jurisdiction, pursue aggressive implementation of the programs, and review and update the programs every two to five years.

It is also proposed that local governments consider implementation of curb-lane parking restrictions during peak traffic periods in the peak traffic direction as traffic volumes and congestion increase. These parking restrictions would be implemented rather than the widening with additional lanes or construction of new arterial streets.

Access management is also proposed to improve transportation systems operations and provide for full use of roadway capacity. Access management involves applying standards for the location, spacing, and operation of driveways, median openings, and street connections. It is proposed that State, county, and municipal governmental units with arterial streets and highways under their jurisdiction adopt access management standards, consider and implement these standards as development takes place along arterials under their jurisdiction, and prepare and implement access management plans along arterials which currently are developed and have access which violates these standards.

Advisory information should also be provided to motorists concerning the surface arterial street and highway network in the Region. It is recommended that the WisDOT improve and expand the data provided on its website (travel times, congestion maps, and camera images) concerning freeway travel to include surface arterial street and highway travel, beginning with the pilot route designated as an alternative route to a segment of the freeway system.

#### ***Major Activity Center Parking Management and Guidance***

Another proposed transportation system management measure would attempt to improve traffic operation conditions by reducing the traffic circulation of motorists seeking parking in major activity centers. The City of Milwaukee currently has an initiative to construct a SummerFest shuttle bus parking management and guidance system. This initiative would provide static and dynamic signing indicating the location of parking structures and the availability of parking in those structures for a number of parking structures in the central business district (CBD) which are near SummerFest shuttle bus routes. This proposed measure supports the City of Milwaukee initiative and proposes expansion of parking management and guidance systems to incorporate all of the Milwaukee CBD at all times of the year.

#### ***Regional Transportation Operations Program***

It is also proposed that WisDOT in cooperation with SEWRPC and all transportation system operators in the Region work to prepare a Regional Transportation Operation Program (RTOP). It is envisioned that the RTOP would program high priority short-range (three to five year) operational improvement projects for implementation, in part based upon the transportation systems management recommendations in the regional transportation system plan.

#### ***Preliminary Proposals for Travel Demand Management***

Preliminary proposals for travel demand management measures for possible inclusion in the year 2035 regional transportation plan include measures intended to reduce personal and vehicular travel or to shift such travel to alternative times and routes, allowing for

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more efficient use of the existing capacity of the transportation system. These measures are in addition to the public transit and pedestrian and bicycle measures previously described.

Seven categories of travel demand management measures are proposed for inclusion in the year 2035 plan: high-occupancy vehicle preferential treatment, park-ride lots, transit pricing, personal vehicle pricing, travel demand management promotion, transit information and marketing, and detailed site-specific neighborhood and major activity center land use plans.

### ***High-Occupancy Vehicle Preferential Treatment***

This group of proposed travel demand management measures would attempt to provide preferential treatment for transit vehicles, vanpools, and carpools on the existing arterial street and highway system. The proposed preferential treatment category consists of four specific travel demand management measures: the provision of high-occupancy vehicle (HOV) queue bypass lanes at metered freeway on-ramps; reserved bus lanes along congested surface arterial streets and highways; transit priority signal systems; and preferential carpool and vanpool parking.

The provision of HOV queue bypass lanes at metered freeway on-ramps currently exists at 62 of the 120 metered freeway on-ramp locations within the Milwaukee area. The proposed travel demand management measure recommends that consideration be given to providing HOV bypass lanes at all existing metered freeway on-ramps within the Region, dependent upon right-of-way and on-ramp geometric design constraints, as well as consideration of HOV bypass lanes at all future ramp-meter locations throughout southeastern Wisconsin. For this measure to be truly effective, strict enforcement of HOV bypass lanes will be required.

Reserved bus lanes similar to those along Blue Mound Road in Waukesha County allow transit vehicles to bypass vehicle queues attendant to traffic signals on congested arterial streets and highways. These reserved lanes may be expected to reduce transit travel times and improve transit travel time reliability during peak travel periods. This proposed travel demand management measure would expand the use of reserved bus lanes throughout the Region on the congested surface arterial streets and highways which currently, or may be expected in the future, to accommodate express and major local transit routes, and on the surface arterial portion of rapid transit routes.

The third proposed travel demand management measure within the high-occupancy vehicle preferential treatment category is transit priority signal systems. This proposed measure would allow transit vehicles to extend the end of the green phase of traffic signals as they approach a signalized intersection. This proposed measure would include transit priority signal systems along all express and major local transit routes, and the surface arterial portion of rapid transit routes within the Region.

The fourth proposed travel demand management measure within the high-occupancy vehicle preferential treatment category is preferential carpool and vanpool parking. This proposed measure would be voluntary and would propose that employers providing free/subsidized parking for their employees consider providing and enforcing preferential parking for those employees who carpool or vanpool to the employment site. This proposed measure may reduce vehicle trips by encouraging ridesharing.

### ***Park-Ride Lots***

To promote carpooling and the resultant more efficient use of the Region's transportation system, a network of park-ride lots are proposed to facilitate carpooling. Map 8 shows the proposed system of park-ride lots including existing park-ride lots and those proposed to be served by public transit. Park-ride lots are proposed along all major routes at their major intersections and interchanges where sufficient demand may be expected to warrant provision of an off-street parking facility.

### ***Transit Pricing***

This group of proposed travel demand management measures would build upon existing transit pricing programs conducted by the transit operators in the Region. The proposed transit pricing category consists of three specific travel demand management measures: annual transit pass programs, monthly or weekly pass programs, and vanpool programs.

The Milwaukee County Transit System has implemented a pass system at four colleges and universities which provides for free transit use with a reduced fee included in student tuition and fees. This annual transit pass program should be expanded to include the other local public transit operators in the Region and additional colleges and universities within the Region. This annual pass program should also be expanded to employers, with the Region's transit operators negotiating an annual fee with individual employers, which would allow those employers to provide each employee with an annual transit pass.

Monthly or weekly discount pass programs currently exist for three of the Region's public transit operators—the Milwaukee County Transit System, the Racine Belle Urban System, and the Waukesha Metro Transit System. This proposed monthly or weekly pass program would allow employers to offer their employees discounted monthly or weekly passes, where the employer and the transit operator have negotiated an agreement in which they both agree to subsidize a portion of the monthly or weekly pass.

The third proposed travel demand management measure within the transit pricing category is expansion of existing vanpool programs. Currently, the Milwaukee County Transit System operates a vanpool program with about 20 vanpools in which a group of employees who live in the same general area split the operation, maintenance, and a portion of the capital costs—currently 20 percent—of a van. Currently, the Milwaukee County Transit System vanpool program requires one end of the work trip to be in Kenosha, Milwaukee, Ozaukee, Racine, Washington, or Waukesha Counties, and that one end of the work trip is outside the regular Milwaukee County Transit System service area.

**Personal Vehicle Pricing**

The proposed personal vehicle pricing group of travel demand management measures would propose to allocate a larger percentage of the full costs of construction, maintenance, and operation of street and highway facilities and services directly on the users of the system. The proposed personal vehicle pricing category consists of two specific travel demand management measures—cash-out of employer-paid parking and auto pricing.

Cash-out of employee paid parking would propose that employers currently providing free/subsidized parking to employees would voluntarily begin charging their employees the market value of parking. Employers could offset the additional cost of parking through cash payment or salary increases to employees. This proposed measure would also allow employers to subsidize all, or a portion of, the parking costs for employees who carpool or vanpool to the employment site. This proposed measure would potentially reduce vehicle-trips and vehicle-miles of travel through the increased use of transit, ridesharing, walking, and bicycling, as some employees may "pocket" the cash payment and use other modes of travel.

The second proposed travel demand management measure within the personal vehicle pricing category encourages the continued and expanded use of user fees to pay the costs of construction, maintenance, and operation of street and highway facilities and services. Currently, user fees primarily include the Federal and State motor fuel tax and vehicle registration fees. These user fees currently fund 100 percent of the costs associated with State highways and about 20 to 25 percent of the costs associated with county and municipal streets and highways. There is substantial and growing opposition to increases in motor fuel taxes. In addition, there is the potential in the future for technological advances, such as increased fuel efficiency and alternative fuels, to render the current motor fuel tax obsolete. However, there is merit in having the users of the transportation system pay the actual costs of constructing, maintaining, and operating the transportation system. Travel behavior is affected by the cost of travel, and user fees can encourage more efficient travel.

**Travel Demand Management Promotion**

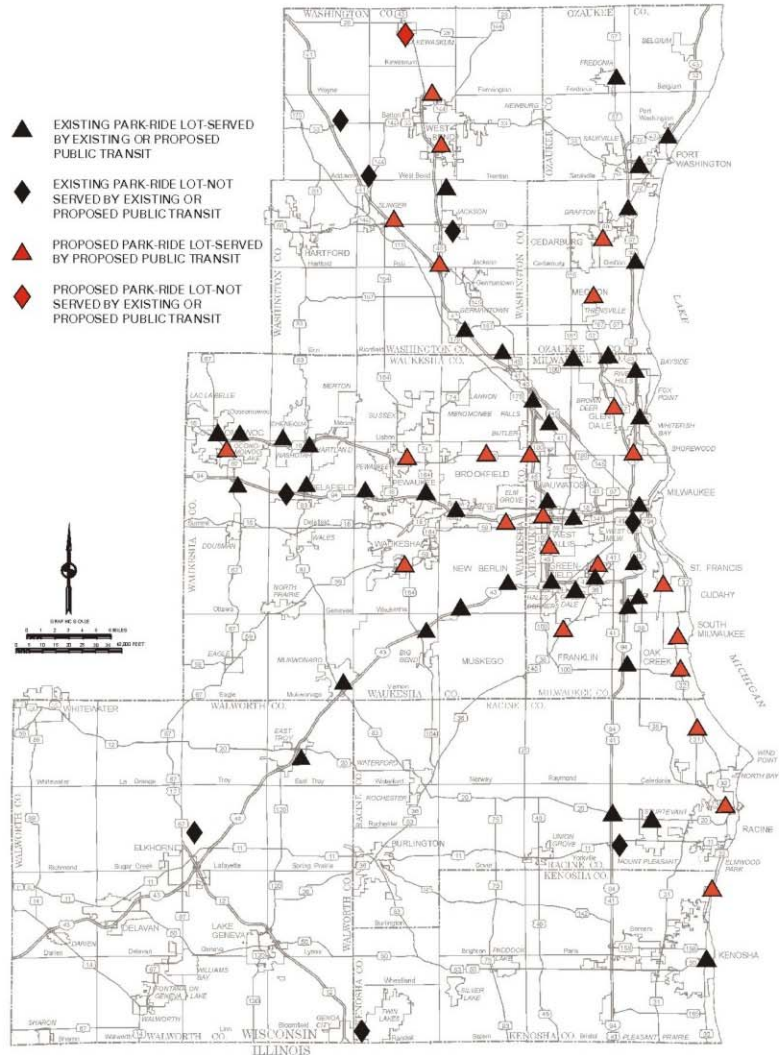
A regionwide program to aggressively promote transit use, bicycle use, ridesharing, pedestrian travel, telecommuting, and work-time rescheduling, including compressed work weeks is proposed to encourage alternatives to drive alone personal vehicle travel. The program would include education, marketing, and promotion elements.

**Transit Information and Marketing**

Proposed transit information and marketing measures would include the continuation and expansion of the joint marketing efforts of the transit operators within southeastern Wisconsin. It is also proposed that a single website be developed in which transit users could

Map 8

**PRELIMINARY PROPOSED PARK-RIDE LOTS WITHIN SOUTHEASTERN WISCONSIN FOR CONSIDERATION FOR INCLUSION IN YEAR 2035 REGIONAL TRANSPORTATION PLAN**



Source: SEWRPC.



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access all necessary information for each transit system in southeastern Wisconsin. This proposed website would allow a potential transit user to enter such information as beginning and ending addresses of a desired trip within the Region, and then would display the most feasible transit routing of the desired trip including all fares, transfers, and schedules.

The third proposed transit information and marketing measure is real-time travel information. This proposed measure would utilize global positioning system (GPS) data to provide real-time transit information to transit riders at transit centers and transit stops, including transit vehicle arrival times, and real-time maps, showing where on the route a transit vehicle is currently located.

#### *Detailed Site-Specific Neighborhood and Major Activity Center Land Use Plans*

The preparation and implementation by local governmental units of detailed, site-specific neighborhood and major activity center plans to facilitate travel by transit, bicycle, and pedestrian movement and reduce dependence on automobile travel is proposed, as recommended in the regional land use plan.

#### **WHAT'S AHEAD...**

The following are the key remaining milestones, and when each is expected to be completed:

- Consideration and evaluation of transportation system plan alternatives—Summer/Fall 2005.
- Fourth series of public meetings—Winter 2005/2006.
- Development of final recommended transportation system plan—Winter 2005/Spring 2006.
- Adoption of transportation system plan—Spring 2006.

#### **PUBLIC INVOLVEMENT IN THE REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN REVIEW AND UPDATE PROCESS**

The Commission will work throughout the plan review and update process to inform units of government and the general public about plan development, and will work to obtain input on land use and transportation system needs and problems, and land use and transportation system alternatives. Land use and transportation system plans—alternative, preliminary, and final recommended plans—will attempt to incorporate the input received from elected officials and the general public.

The following are means that will be used by the Commission to inform interested persons and groups about the progress of the plan review and update and the issues under consideration, and to encourage the sharing of comments and perspectives.

- A website—[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)—has been established as a source of information regarding the review and update of the regional land use and transportation system plans. The website includes notifications of upcoming meetings, summary information on work progress, and an opportunity to submit comments. Draft plan materials and Advisory Committee agendas, minutes, and materials are posted as they become available.
- A series of newsletters—this being the third—will be produced and distributed, including at public meetings and on the website noted above.
- Public meetings will be held throughout the Region, with the third series announced on the front page of this newsletter. Four series of meetings will be held: the first series at the initiation of the review and update of the plans; the second series following analysis of land use and transportation inventory data, and early in the development of the regional land use plan and transportation plan; the third series upon the development of the preliminary recommended regional land use plan and during the initial consideration of transportation plan alternatives; and, the fourth series during the consideration and evaluation of alternative transportation system plans.
- The Advisory Committees on Regional Land Use Planning and Regional Transportation System Planning will meet throughout the review and update of the regional land use and transportation plans. The Advisory Committees are comprised primarily of local officials from the Region, providing a link to the municipalities and counties that the Advisory Committee members represent.
- The Commission will seek opportunities to notify and inform the Region's population, and obtain their input. Outreach efforts will particularly be made to notify and inform, and obtain input from, low-income and minority populations—including the African American, Hispanic, Hmong, and Native American communities. Commission staff is available to provide briefings and receive comments from all interested persons, community and other groups, and units of government.

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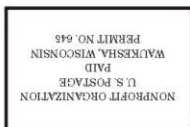
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## CONTACT INFORMATION

The following is contact information should a person wish to submit a comment, obtain additional information, or to request a briefing:

Website: [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)  
E-mail: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
Phone: (262) 547-6721  
Fax: (262) 547-1103  
Mail: P.O. Box 1607  
W239 N1812 Rockwood Drive  
Waukesha, WI 53187

This newsletter was mailed directly to a list of individuals and organizations that have expressed interest in receiving such information. If you did not receive this newsletter directly, and would like to receive future issues directly, please contact the Commission using the contact information above.



SOUTHEASTERN WISCONSIN  
REGIONAL PLANNING COMMISSION  
W239 N1812 ROCKWOOD DRIVE  
PO BOX 1607  
WAUKESHA, WISCONSIN 53187-1607

# REVIEW AND UPDATE OF REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLANS FOR SOUTHEASTERN WISCONSIN



SUMMARY BROCHURE 3

AUGUST 2005

The latest round of land use and transportation system planning for the seven-county Southeastern Wisconsin Region is well underway. This brochure is published to help keep you informed. Earlier brochures, more detailed newsletters, and other information can be found at [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans), and may be obtained free of charge upon request (see back page).

## YEAR 2035 REGIONAL LAND USE PLAN

The preliminary regional land use plan is a guide, or recommended framework, for future land use development to the year 2035. Implementation of the plan will depend upon the voluntary actions of local, county, State, and Federal agencies and units of government in conjunction with the private sector. Comments are now being sought on this document.

Some major recommendations of the preliminary year 2035 regional land use plan are:

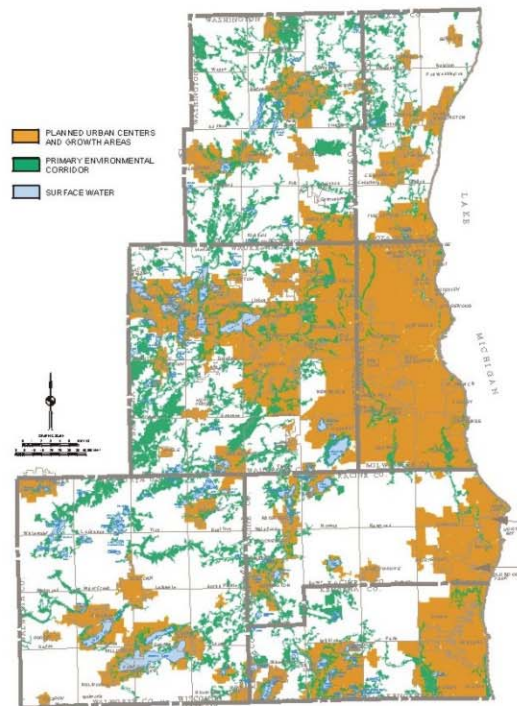
- Primary environmental corridors (green areas on Map 1), as well as secondary environmental corridors and isolated natural resource areas (not shown), should be preserved in essentially natural, open uses. These will continue to account for about 23 percent of the Region. Such areas encompass lakes, streams, and associated shorelands and floodlands, wetlands, woodlands, and other of the best natural features remaining.
- Most of the prime farmland in the Region should be preserved. This farmland has soils considered to be the most productive for growing food crops. Known as Class I and Class II soils, these accounted for about 36 percent of the land area and 75 percent of all farmland in the Region in the year 2000 (much of the white area on Map 1). Some prime farmland adjacent to existing urban centers and within planned urban growth/sanitary sewer service areas will necessarily be developed as a result of planned and orderly growth.
- New urban development should be concentrated within and around existing urban centers. This would occur primarily as infill development, redevelopment, and via logical orderly expansion of planned urban service areas on adjoining lands (orange areas on Map 1). Particular emphasis is placed on stabilizing and revitalizing the central cities of Milwaukee, Racine, and Kenosha. Development is proposed at medium and high densities—88 percent of all new housing units—in residential neighborhoods and in more mixed use settings.
- Residential neighborhoods would be designed as cohesive units, properly related to the larger community of which they are a part, and served by an interconnected street, bicycle-way, and pedestrian system and by a neighborhood school, park, and shopping area. Mixed-use settings would include dwellings above the ground floor of commercial uses, and housing integrated within or near major employment and activity centers.
- A range of commercial and industrial areas is envisioned. The largest in terms of employment levels are identified as major economic activity centers. These contain a concentration of commercial and/or industrial land having at least 3,500 total jobs or 2,000 retail jobs. Sixty such centers would accommodate about 50 percent of all jobs in the Region in 2035, mostly within Milwaukee County and eastern parts of Kenosha, Racine, and Waukesha Counties.
- Development outside urban centers and their proposed urban service areas would be greatly constrained. About 2 percent of the growth in households between 2000 and 2035 would occur at rural density (one unit or less per five acres), with conservation subdivision designs recommended.

## YEAR 2035 REGIONAL TRANSPORTATION PLAN DEVELOPMENT

The year 2035 regional transportation system plan being developed for southeastern Wisconsin is designed to serve, and to be consistent with, the regional land use plan. Preliminary recommendations will thus be made and circulated for public review after the land use plan has been completed. Regional transportation system planning for 2035 is guided by the following vision:

*A multimodal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of Region residents and support and promote expansion of the Region's economy, by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the Region's natural environment, minimizing disruption of both the natural and manmade environment, and serving to support implementation of the regional land use plan, while minimizing the capital and annual operating costs of the transportation system.*

Map 1  
PROPOSED URBAN CENTERS  
IN THE PRELIMINARY RECOMMENDED  
REGIONAL LAND USE PLAN: YEAR 2035



Source: SEWRPC.

Each plan element—public transit, bicycle and pedestrian, travel demand management, transportation system management, and arterial streets and highways—builds upon the current adopted year 2020 regional transportation plan. This recognizes the successful implementation of approximately 15 to 20 percent of each element of the year 2020 plan since 1997.

The process for developing the transportation plan begins with preliminary proposals for the travel demand management, transportation systems management, bicycle and pedestrian, and public transit elements. The effects on travel demand of a regional transportation plan alternative including these four combined plan elements is then tested and evaluated, and compared to that of a no-build plan which would maintain the existing transportation system. Only after this testing and evaluation will the new plan consider arterial street and highway system improvement and expansion to address the residual highway traffic volumes and attendant traffic congestion not expected to be alleviated otherwise.

Below are some preliminary proposals for public transit, bicycle and pedestrian facilities, transportation systems management, and travel demand management being considered:

**Preliminary Proposals for Public Transit**

Preliminary proposals for public transit envision significant improvement and expansion, with a rapid transit and express transit system integrated with improved local bus service. Map 2 shows the transit system proposals for each of the three transit system components. Altogether, transit service would be increased by about 100 percent from levels existing in 2005. This is measured in terms of revenue transit vehicle-miles of service provided.

**Rapid Transit Service**

The proposed rapid transit service would consist of buses operating over freeways connecting the Milwaukee central business district, the major urbanized areas of the Region, and the urban centers of outlying counties. Rapid transit bus service would be provided south to Racine and Kenosha, southwest to Mukwonago and East Troy, west to Waukesha and Oconomowoc, northwest to West Bend and Hartford, and north to Cedarburg, Grafton, Saukville, and Port Washington (red lines on Map 2).

A 204 percent increase in rapid transit service is proposed, from the 7,900 vehicle-miles of bus service provided on an average weekday in the year 2005, to 24,000 vehicle-miles in the plan design year 2035.

**Express Transit Service**

The proposed express transit service would consist of a grid of eight limited-stop, higher-speed routes located largely within Milwaukee County (blue lines on Map 2). Connected would be major employment centers and shopping areas, other major activity centers such as General Mitchell International Airport, tourist attractions and entertainment centers, and residential areas.

The express routes would replace existing major local bus routes, but with stops typically spaced about one-quarter mile apart and faster operating speeds. No express transit service existed in the Region in 2005. As proposed, about 17,000 vehicle-miles of such service would be provided on an average weekday in 2035.

**Local Transit Service**

Improvement and expansion are also proposed for local bus transit service over arterial and collector streets, with frequent stops throughout the Kenosha, Milwaukee, and Racine urbanized areas (green areas on Map 2). A 59 percent increase in service is proposed from the 61,100 vehicle-miles of local bus service provided in 2005 on an average weekday to 97,000 vehicle-miles in 2035. Expanded service areas and hours, and improvements in the frequency of service are proposed, particularly on major local routes.

**Paratransit Service**

Paratransit service is proposed consistent with the Federal Americans with Disabilities Act (ADA) of 1990. All transit vehicles that provide conventional fixed-route transit service must be accessible to persons with disabilities, including those persons using wheelchairs. All public entities operating fixed-route transit systems must also continue to provide paratransit service to those disabled persons within local transit service areas who are unable to use fixed-route services.

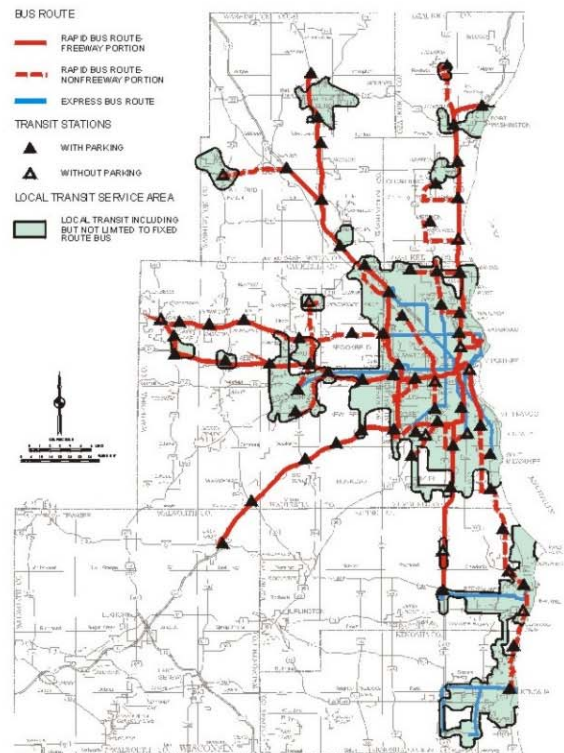
**Upgrading to Rail Transit or Bus Guideways**

It is proposed that local governments ultimately consider upgrading the proposed bus service to commuter rail for rapid transit service and to bus guideway or light rail for express transit service. This would provide convenient accessibility to metropolitan services for those without an automobile, an attractive alternative in heavily traveled corridors and dense urban areas, and a true choice for travel that does not get caught in traffic. Two key efforts are currently underway:

- Milwaukee County in cooperation with the City of Milwaukee and Wisconsin Center District is conducting the Milwaukee downtown connector study which is considering express transit electric bus guideway technology and buses operating in reserved street lanes.
- The Counties and Cities of Milwaukee, Racine, and Kenosha are studying funding and refinement of a proposed commuter rail extension from Chicago's Metra service. The 2005-2007 State budget included a three County regional transit authority which would operate the proposed rail service.

Map 2

**PRELIMINARY PROPOSAL FOR PUBLIC TRANSIT TO BE CONSIDERED FOR INCLUSION IN THE REGIONAL TRANSPORTATION SYSTEM PLAN: 2035**



Source: SEWRPC.

### Public Transit Funding

The proposals above would represent a near doubling of public transit service in southeastern Wisconsin by the year 2035. However due to State and local budget problems, transit service was significantly reduced from 2000 to 2005.

Implementation of this proposed expansion is dependent upon the continued commitment of the State to be a partner in the maintenance, improvement and expansion, and attendant funding of public transit. Implementation will also be dependent upon attaining dedicated local funding for public transit. Since a number of the proposed transit services extend across city and county boundaries, a regional transit authority could further assist in implementation.

### Preliminary Proposals for Bicycle and Pedestrian Facilities

Preliminary proposals for bicycle and pedestrian facilities are intended to promote safety and encourage biking and walking as an alternative. As the surface arterial street system of 3,300 miles in the Region is resurfaced and reconstructed segment-by-segment, bicycle travel would be considered and implemented, if feasible, through bike lanes, widened outside travel lanes, widened shoulders, or separate bike paths (red and black lines on Map 3). It is proposed that the Regional Planning Commission assess the priority of need for bicycle travel on each segment of the arterial street and highway system considering such factors as traffic volume, composition, speed, and congestion. Neighborhood and collector streets, because of low traffic volumes and speeds, can allow bicycle travel with no special accommodations.

Off-street bicycle paths should also be provided between the Kenosha, Milwaukee, and Racine urbanized areas and the cities and villages within the Region with a population of 5,000 or more located outside these areas (green lines on Map 3). The proposed system of on- and off-street bicycle facilities shown includes 575 miles of off-street bicycle paths with 147 miles of surface arterial and 83 miles of nonarterial connections. Approximately 203 miles of the planned 575 miles of off-street bicycle paths currently exist.

The improvement of pedestrian facilities is envisioned as a policy plan. It proposes that the various units and agencies of government responsible for pedestrian facilities adopt and follow a series of recommended standards and guidelines to accommodate walking, particularly within planned neighborhood units. These standards include providing sidewalks in urban portions of the Region.

### Preliminary Proposals for Transportation Systems Management

Measures are preliminarily proposed to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency.

#### Freeway Traffic Management

Improved operation and management of the regional freeway system should include operational control, advisory information, and incident (accident or breakdown) management measures, as well as a traffic operations center supporting these measures. The WisDOT traffic operations center in the City of Milwaukee is important to the safe and efficient operation of the regional freeway system and operates from 6:00 a.m. to 12:00 midnight, 365 days a year and will be expanded to 24 hour operation in the summer of 2005.

Operational control measures work during average weekday peak traffic periods and during minor and major incidents through monitoring of freeway operating conditions and control of entering traffic. Included are traffic detectors, freeway on-ramp-meters, and ramp-meter control strategy.

Advisory information measures help motorists choose the best routes for their travel, and the result is greater convenience and a more efficient transportation system. These measures include message signs, the WisDOT website, and provision of information to the media.

Incident management measures have as their objective the timely detection, confirmation, and removal of freeway accidents and breakdowns. Beyond those described above, such measures include closed circuit television, enhanced freeway location reference markers, freeway service patrols, crash investigation sites, the Traffic Incident Management Enhancement Program, ramp closure devices, and alternate route designations.

#### Surface Arterial Street and Highway Traffic Management

This group of measures would attempt to improve operation and management through improved traffic signal coordination, intersection traffic engineering improvements, curb lane parking restrictions, access management, and advisory information.

#### Major Activity Center Parking Management and Guidance

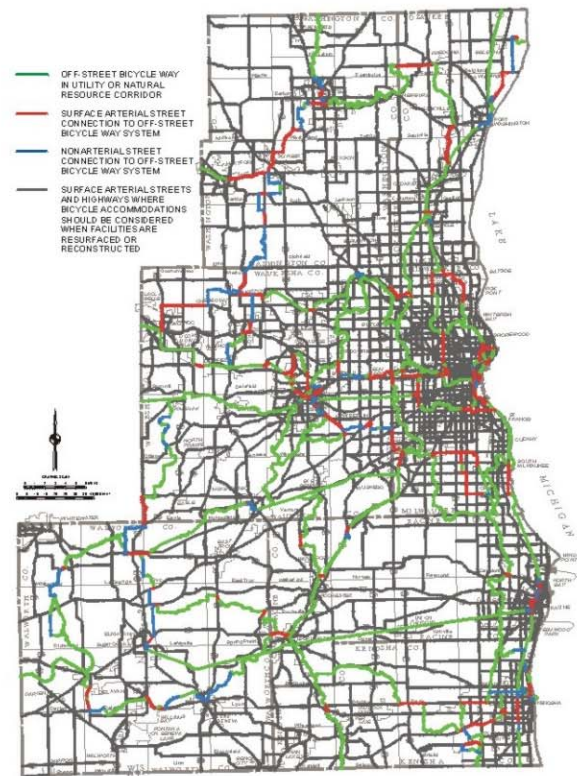
To improve traffic operation conditions, reduced traffic circulation of motorists seeking parking in major activity centers is proposed. For example, the City of Milwaukee currently has an initiative to construct a SummerFest shuttle bus parking management and guidance system.

#### Regional Transportation Operations Program

It is proposed that WisDOT in cooperation with SEWRPC and all transportation system operators in the Region work to prepare a Regional Transportation Operation Program for high priority, three- to five- year improvements based in part upon the transportation systems management recommendations in the regional plan.

Map 3

### PRELIMINARY PROPOSALS FOR OFF-STREET BICYCLE PATHS AND SURFACE ARTERIAL STREET AND HIGHWAY SYSTEM BICYCLE ACCOMMODATION



Source: SEWRPC.

### **Preliminary Proposals for Travel Demand Management**

Preliminary proposals for travel demand management include measures to reduce personal and vehicular travel or to shift such travel to alternative times and routes, allowing for more efficient use of the transportation system's existing capacity. These go beyond the public transit and pedestrian/bicycle measures previously noted.

#### ***High-Occupancy Vehicle Preferential Treatment***

This group of travel demand measures would emphasize preferential treatment for transit vehicles, vanpools, and carpools on the existing arterial street and highway system through: high-occupancy vehicle (HOV) bypass lanes at metered freeway on-ramps; reserved bus lanes along congested surface arterial streets and highways; transit priority signal systems; and preferential carpool and vanpool parking.

#### ***Park-Ride Lots***

To promote carpooling and more efficient use of the Region's transportation system, a network of park-ride lots is proposed. These lots would exist along all major routes at their major intersections and interchanges where sufficient demand may be expected.

#### ***Transit Pricing***

This group of measures would build upon existing transit pricing programs conducted by the transit operators in the Region. Transit pricing consists of: annual transit pass programs, monthly or weekly pass programs, and vanpool programs. All are designed to make automobile alternatives more economical and convenient for riders.

#### ***Personal Vehicle Pricing***

Cash-out of employee paid parking would propose that employers currently providing free/subsidized parking voluntarily begin charging their employees the market value such of parking. Employers could offset the additional cost of parking through cash payment or salary increases to all employees. Another proposal, encourages the continued use of user fees to pay the costs of street and highway facilities and services. Currently, user fees primarily include the Federal and State motor fuel tax and vehicle registration. Travel behavior is affected by cost, and user fees can encourage more efficient travel.

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

A regionwide program to aggressively promote transit use, bicycle use, ridesharing, pedestrian travel, telecommuting, and work-time rescheduling, including compressed work weeks, is proposed to encourage alternatives to drive-alone personal vehicle travel.

#### ***Transit Information and Marketing***

These measures would include the continuation and expansion of the joint marketing efforts of the transit operators within southeastern Wisconsin. A single website would be developed in which transit users could access all necessary information for each transit system in the Region. Potential transit users could enter beginning and ending addresses of desired trips within the Region, and receive the most feasible transit routing including all fares, transfers, and schedules. A global positioning system (GPS) could also provide real-time transit information at transit centers and stops including arrival times, and maps showing where on the route a bus is currently located.

#### ***Detailed Local Land Use Plans***

Local government preparation and implementation of detailed, site-specific neighborhood and major activity center plans to facilitate travel by automobile alternatives is proposed, as recommended in the regional land use plan.

### **PUBLIC INVOLVEMENT**

The following are means that will be used by the Commission to inform interested persons and groups about the progress of the plan review and update, and to encourage the sharing of comments and perspectives:

- **Website**—[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)—updates are a source of comprehensive information on this and other planning.
- **Four newsletters** will be produced and distributed, including at public meetings and on the website.
- **Public meetings** will be held throughout the Region.
- **Advisory Committees** on Regional Land Use Planning and Regional Transportation System Planning meet throughout the study.
- **Briefings** by Commission staff are available to provide information and receive comments from all interested persons, community and other groups, and units of government.
- **Other opportunities** will be sought to notify and inform citizens and obtain their input. Efforts will particularly be made to reach minority communities—including the African American, Hispanic, Hmong, and Native American—as well as low-income persons.

### **FOR MORE INFORMATION**

To submit a comment, obtain additional information, or to request a briefing:

Website: [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)  
E-mail: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
Phone: (262) 547-6721  
Fax: (262) 547-1103  
Mail: P.O. Box 1607  
W239 N1812 Rockwood Drive  
Waukesha, WI 53187

#### **WHAT'S AHEAD...**

- Consideration and evaluation of transportation system plan alternatives—Summer/Fall 2005.
- Fourth series of public meetings—Winter 2005/2006.
- Development of final recommended transportation system plan—Winter 2005/Spring 2006.
- Adoption of transportation system plan—Spring 2006.

**Este folleto está disponible en [www.sewrpc.org/regionalplans/spanish](http://www.sewrpc.org/regionalplans/spanish). También se puede obtener una copia impresa de este folleto. Para recibir una copia del folleto en Español, o si tiene preguntas en Español, por favor llame a La Casa de Esperanza al (262) 547-0887**

# REVISIÓN Y ACTUALIZACIÓN DE LOS PLANES REGIONALES DEL USO DE LA TIERRA Y DEL SISTEMA DE TRANSPORTACIÓN PARA EL SURESTE DE WISCONSIN



FOLLETO SUMARIO 3

AGOSTO 2005

La más reciente revisión de planeación del uso de la tierra y del sistema de transportación para los siete condados del Sureste de Wisconsin está muy encaminada. Este folleto es publicado para ayudarle a mantenerse informado. Folletos anteriores, boletines más detallados y otra información pueden ser encontrados en [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans), y pueden solicitarse sin cargo alguno (ver la página posterior).

## PLAN REGIONAL DEL USO DE LA TIERRA AÑO 2035

El plan regional preliminar del uso de la tierra es una guía, o una estructura recomendada, para el desarrollo futuro del uso de la tierra hasta el año 2035. Implementación del plan dependerá de las acciones voluntarias de las agencias y unidades de gobierno local, del condado, Estatal, y Federal en conjunción con el sector privado. Actualmente se están solicitando comentarios a este documento.

Algunas recomendaciones importantes del plan preliminar del uso de la tierra del año 2035 son:

- Territorios ambientales principales (áreas verdes en el Mapa 1), así como territorios ambientales secundarios y áreas aisladas de recursos naturales (no se muestran), deben ser preservados para usos esencialmente naturales. Estos continuarán representando cerca de un 23 por ciento de la Región. Tales áreas contienen lagos, arroyos, y riberas y tierras de inundación asociadas con ellas, tierras pantanosas, bosques, y otras de las mejores tierras naturales que aún se mantienen.
- La mayoría de la tierra de cultivo en la Región debe ser preservada. Esta tierra de cultivo tiene suelos que están considerados ser los más productivos para cultivar cosechas de alimentos. Conocidos como suelos de Clase I y Clase II, estos representaron cerca de un 36 por ciento del área de la región, y un 75 por ciento de toda la tierra de cultivo en la Región en el año 2000 (la mayor parte del área blanca en el Mapa 1). Algunas de las tierras de cultivo de primera que están adjuntas a centros urbanos existentes y dentro de áreas planeadas de crecimiento urbano y áreas de servicios de drenaje serán desarrolladas necesariamente como resultado de crecimiento planeado y ordenado.
- Nuevo desarrollo urbano debe ser concentrado dentro y alrededor de centros urbanos existentes. Esto ocurriría primordialmente en la forma de desarrollo complementario y reurbanización, por medio de una expansión ordenada lógica de áreas planeadas de servicios urbanos en tierras contiguas (áreas anaranjadas en el Mapa 1). Un énfasis particular es dado en estabilizar y revitalizar las ciudades centrales de Milwaukee, Racine, y Kenosha. El desarrollo es propuesto en medianas y altas densidades—88 por ciento de todas las unidades habitacionales nuevas—en zonas residenciales y en áreas de usos mixtos.
- Zonas residenciales serán diseñadas como unidades cohesivas, propiamente relacionadas a la comunidad principal de la cual forman parte, y servidas por un sistema de calles interconectadas, caminos de bicicletas, vías de peatones, y por escuela, parques y áreas comerciales en la zona. Áreas de usos mixtos incluirían viviendas arriba del primer piso de uso comercial, y viviendas integradas dentro o cerca de los más importantes centros de empleos u otras actividades.
- Una gama de áreas comerciales e industriales son previstos. Las más grandes en términos de niveles de empleo son identificadas como centros principales de actividad económica. Estas abarcan una concentración de tierra comercial y/o industrial teniendo al menos un total de 3,500 empleos o 2,000 empleos en ventas. Sesenta de tales centros acomodarían cerca de un 50 por ciento de todos los empleos en la Región en el año 2035, mayormente dentro del Condado de Milwaukee y las partes del lado Este de los Condados de Kenosha, Racine, y Waukesha.
- Desarrollo fuera de los centros urbanos y sus áreas propuestas de servicios urbanos serán grandemente restringidos. Cerca de un 2 por ciento del crecimiento de viviendas entre los años 2000 y 2035 ocurrirían en densidades rurales (una unidad o menos por cinco acres), con diseños de subdivisión conservación recomendados.

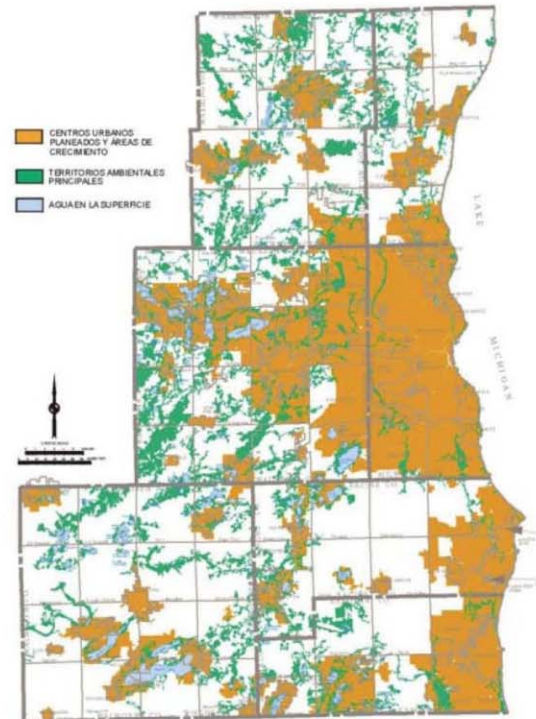
## DESARROLLO DEL PLAN REGIONAL DE TRANSPORTACIÓN DEL AÑO 2035

El plan regional del sistema de transportación para el año 2035 que está siendo desarrollado para el sureste de Wisconsin está diseñado para servir, y para ser consistente con, el plan regional del uso de la tierra. Las recomendaciones preliminares serán hechas y circuladas para revisión pública después de que el plan del uso de la tierra sea terminado. La planeación regional del sistema de transportación para el año 2035 es guiada por la siguiente visión:

*Un sistema de transportación de multiple modalidad con elementos de alta calidad de transporte público, bicicletas y peatones, y calles principales y autopistas los cuales mejoran la calidad de vida de los residentes de la Región y apoyan y promueven la expansión de la economía de la Región, al ofrecer conveniencia, eficiencia y seguridad al viajar en cada una de las modalidades, al mismo tiempo protegiendo la calidad de los ambientes naturales de la Región, minimizando el trastorno a ambos los ambientes naturales y los creados por el hombre, y sirviendo para apoyar la implementación de los planes regionales del uso de la tierra, y al mismo tiempo, minimizando los costos anuales de infraestructura y operación del sistema de transportación.*

Mapa 1

## CENTROS URBANOS PROPUESTOS EN EL PLAN PRELIMINAR REGIONAL RECOMENDADO DEL USO DE LA TIERRA: AÑO 2035



Fuente: SEWRPC

Cada elemento del plan—transporte público, vías para bicicletas y peatones, manejo de la demanda de transporte, administración de los sistemas de transportación, y calles principales y autopistas —se basa en el presente plan regional de transportación adoptado para el año 2020. Esto reconoce la exitosa implementación desde 1997 de aproximadamente 15 a 20 por ciento de cada elemento del plan para el año 2020.

El proceso para el desarrollo del plan de transportación comienza con propuestas preliminares de los elementos del manejo de la demanda de transporte, la administración de los sistemas de transportación, las vías para bicicletas y peatones, y el transporte público. Los efectos en la demanda de transporte de una alternativa al plan actual regional de transportación incluyendo estos cuatro elementos combinados del plan son después probados y evaluados, y comparados a un plan sin construcción nueva el cual mantendría el sistema existente de transportación. Solamente después de esta prueba y evaluación un nuevo plan considerará mejoras y expansión al sistema de calles principales y autopistas para aliviar el volumen residual de tráfico de autopistas y congestiones de tráfico que no se esperan puedan resolverse de otra manera.

Enseguida hay algunas propuestas preliminares para transporte público, vías para bicicletas y peatones, administración de sistemas de transportación, y manejo de la demanda de transporte que están siendo consideradas:

**Propuestas Preliminares para el Transporte Público**

Propuestas preliminares para el transporte público proveen significantes mejoras y expansión, con sistemas de transporte rápido y transporte expreso integrados con servicio de autobus local mejorado. El Mapa 2 muestra las propuestas del sistema de transporte para cada uno de los tres componentes del sistema de transporte. Del todo, el servicio de transporte sería incrementado cerca de un 100 por ciento de los niveles existentes en el 2005. Esto esta medido en términos de millas-vehiculares de servicio ofrecido.

**Servicio de Transporte Rápido**

El servicio de transporte rápido que se propone consistiría de autobuses operando en autopistas conectando el distrito central comercial de Milwaukee, las principales áreas urbanizadas de la Región, y los centros urbanos de condados adyacentes. El servicio de autobus de transporte rápido llegaría al Sur hasta Racine y Kenosha, al suroeste hasta Mukwonago y East Troy, al oeste hasta Waukesha y Oconomowoc, al noroeste hasta West Bend y Hartford, y al norte hasta Cedarburg, Grafton, Saukville and Port Washington (líneas rojas en el Mapa 2).

Se propone un aumento del 204 por ciento en el servicio de transporte rápido, de las 7,900 millas-vehiculares de servicio de autobus que se ofrece en un día de entre semana típico en el año 2005, a las 24,000 millas-vehiculares en el plan diseñado del año 2035.

**Servicio de Transporte Expreso**

El servicio de transporte expreso que se propone consistiría de una red de ocho rutas de alta-velocidad y paradas limitadas, localizadas principalmente dentro del Condado de Milwaukee (líneas azules en el Mapa 2). Estarían conectados los principales centros de empleos y áreas comerciales, otros centros de actividades mayores tales como el Aeropuerto Internacional General Mitchel, atracciones turísticas y centros de entretenimiento, y áreas residenciales.

Las rutas de transporte expreso reemplazarían rutas principales de autobuses locales existentes, pero con paradas típicamente espaciadas cerca de un-cuarto de milla aparte y velocidades de operación rápidas. No existía servicio de transporte expreso en la Región en el 2005. Como se propone, cerca de 17,000 millas-vehiculares de tal servicio se ofrecerán en un día de entre semana típico en el 2035.

**Servicio de Transporte Local**

Mejoras y expansión también se proponen para el servicio de transporte de autobuses locales en calles principales y calles colectoras con paradas frecuentes a través de las áreas urbanizadas de Kenosha, Milwaukee y Racine (áreas verdes en el Mapa 2). Un 59 por ciento de aumento se propone en el servicio de 61,100 millas vehiculares de servicio de autobuses local ofrecido en 2005 en un día de entre semana típico a 97,000 millas vehiculares en el 2035. Se proponen áreas y horas de servicio expandido, y mejoras en la frecuencia del servicio, particularment en rutas locales principales.

**Servicio de Transporte para Discapacitados**

Se propone servicio de transporte para discapacitados consistente con el Acta Federal para Americanos Discapacitados (ADA) de 1990. Todos los vehículos de transporte que ofrecen servicios de transporte de rutas fijas convencionales deben ser accesibles a personas discapacitadas, incluyendo a aquellas personas que usan sillas de ruedas. Todas las entidades públicas operando sistemas de transporte de rutas fijas también deben continuar ofreciendo servicio alternativo de transporte a aquellas personas discapacitadas dentro de las áreas de servicio de transporte local a quienes no les es posible usar servicios de rutas fijas.

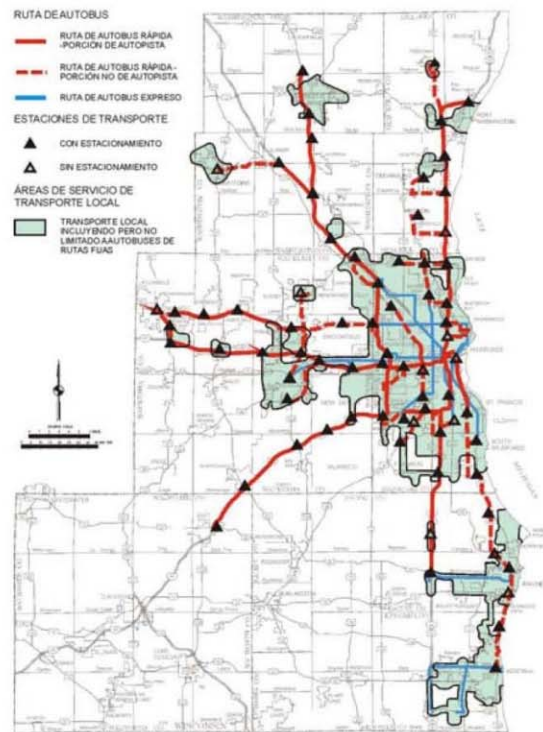
**Convirtiendo a Transporte en Tren o Autobuses en Rutas Especiales**

Se propone que los gobiernos locales últimamente consideren convertir la propuesta para servicio de autobuses a servicios de trenes de viajes cortos para servicios de transporte rápidos, y a autobuses en carriles especiales o trenes ligeros para el servicio de transporte expreso. Esto ofrecería accesibilidad conveniente a servicios metropolitanos para aquellas personas sin automóviles, una alternativa atractiva en áreas de tráfico pesado y áreas densas urbanas, y una verdadera opción para viajar sin estancarse en tráfico. Dos esfuerzos importantes se consideran actualmente:

- El Condado de Milwaukee en cooperación con la ciudad de Milwaukee y el Distrito del Centro de Wisconsin están llevando a cabo el estudio conector del Centro de Milwaukee el cual esta considerando tecnología de autobuses eléctricos en rutas especiales de transporte expreso y autobuses operando en calles con carriles de uso exclusivo.
- Los Condados y las Ciudades de Milwaukee, Racine, y Kenosha están estudiando el financiamiento y refinamiento de una propuesta de extender el servicio de trenes de viajes cortos del servicio Metra de Chicago. El presupuesto del Estado del 2005-2007 incluyó la creación de una organización regional de transporte para los tres condados la cual operaría el propuesto servicio de trenes.

Mapa 2

**PROPUESTA PRELIMINAR PARA EL TRANSPORTE PÚBLICO PARA SER CONSIDERADA PARA INCLUSIÓN EN EL PLAN REGIONAL DEL SISTEMA DE TRANSPORTACIÓN: AÑO 2035**



Fuente: SEWRPC



### **Financiamiento del Transporte Público**

Las propuestas arriba mencionadas representarían casi la duplicación del servicio de transporte público en el sureste de Wisconsin para el año 2035. Sin embargo a razón de problemas en el presupuesto Estatal y local, el servicio de transporte fué significativamente reducido de los años 2000 al 2005.

La implementación de la propuesta de expansión depende del continuo apoyo del Estado como un socio en el financiamiento, mantenimiento, mejoras y expansión del transporte público. La implementación también dependerá de conseguir financiamiento local para el transporte público. Puesto que una parte de los servicios de transporte propuestos se extienden a través de los límites de ciudades y condados, una organización de transporte regional pudiera también asistir en la implementación.

### **Propuestas Preliminares para Instalaciones para Bicicletas y Peatones**

Las propuestas preliminares para instalaciones para bicicletas y peatones tienen la intención de promover seguridad y motivar el andar en bicicleta y el caminar como una alternativa. En el momento en que las 3,300 millas del sistema de calles principales en la Región es repavimentado y reconstruido segmento por segmento, servicios especiales para bicicletas serán considerados e implementados, si es factible, a través de carriles para bicicletas, ensanchamiento de carriles exteriores, ensanchamiento de orillas de caminos, o senderos separados para bicicletas (líneas rojas y negras en el Mapa 3). Se ha propuesto que la Comisión Regional de Planeación evalúe la prioridad de necesidad para servicios especiales para bicicletas en cada segmento del sistema de calles principales y autopistas considerando tales factores como volumen y composición de tráfico, velocidad, y congestionamiento. Calles residenciales y colectoras, por tener bajos volúmenes de tráfico y velocidad, pueden permitir viajes en bicicleta sin adaptaciones especiales.

Senderos de bicicletas no-en-la-calle deben de ofrecerse entre las áreas urbanizadas de Kenosha, Míwaukee, y Racine y las ciudades y pueblos dentro de la Región con una población de 5,000 habitantes o más localizadas fuera de estas áreas (líneas verdes en el Mapa 3). El sistema propuesto de instalaciones para bicicletas en y fuera de las calles que se muestra incluye 575 millas de senderos de bicicletas no-en-la-calle con 147 millas de avenidas principales y 83 millas de conexiones en avenidas no principales. Aproximadamente 203 millas de las planeadas 575 millas de senderos de bicicletas no-en-la-calle existen en el presente.

El mejoramiento de instalaciones para peatones está previsto en el plan como una directiva. Se propone que las varias unidades y agencias del gobierno responsables por las instalaciones peatonales adopten y den seguimiento a una serie de estándares y directrices recomendados para facilitar el caminar, particularmente dentro de unidades residenciales planeadas. Estos estándares incluyen proveer con aceras en porciones urbanas de la Región.

### **Propuestas Preliminares de la Administración de los Sistemas de Transportación**

Se proponen preliminarmente medidas para administrar y operar las instalaciones de transportación a su máxima capacidad de tráfico y eficiencia de transporte.

#### **Administración del Tráfico de Autopistas**

Mejoramiento de la operación y administración del sistema regional de autopistas debe incluir control operacional, anuncios, y manejo de incidentes (accidentes o carros descompuestos), así como también un centro de operaciones de transporte apoyando estas medidas. El Centro de Operaciones de Transporte WisDOT en la Ciudad de Milwaukee es importante para la seguridad y eficiente operación del sistema regional de carreteras y opera de 6:00 a.m. a 12:00 medianoche, 365 días del año y se expandirá a operar las 24 horas en el verano del 2005.

Medidas de control operacional trabajan durante períodos de tráfico máximo en un día de entre semana típico y durante incidentes menores y mayores por medio del monitoreo de las condiciones de operación de autopistas y control de tráfico que ingresa a las autopistas. Incluyen detectores de tráfico, medidores de acceso en rampas de autopista, y estrategias de control de rampas con acceso medido.

Medidas como anuncios ayudan a los automovilistas a escoger las mejores rutas para su viaje, y el resultado es una mayor comodidad y un sistema de transportación mas eficiente. Estas medidas incluyen mensajes en las autopistas, el sitio web de WisDOT, y el suministro de información a los medios de comunicación.

Medidas para el manejo de incidentes tienen como su objetivo la detección a tiempo, confirmación, quitar automóviles descompuestos o accidentados de las autopistas. Mas allá de los descritos anteriormente, tales medidas incluyen televisiones de circuito cerrado, indicadores de posición realizados en las autopistas, patrullas de servicio de autopistas, sitios de investigación de colisión, el Programa de Administración de Incidentes de Tráfico, aparatos para cerrar rampas, y designación de rutas alternas.

#### **Administración de Tráfico en Calles Principales y en Autopistas**

Este grupo de medidas trataría de mejorar operación y manejo a través de mejoras en la coordinación de señales de tráfico, mejoras de ingeniería de tráfico en las intersecciones, restricciones para estacionarse, control de acceso, y anuncios.

#### **Administración de Estacionamiento y Señalamiento de Centros Principales de Actividades**

Para mejorar condiciones de operaciones de tráfico, se propone reducir la circulación de tráfico de automovilistas buscando estacionamiento en centros principales de actividades. Por ejemplo, la Ciudad de Milwaukee, en el presente, tiene una iniciativa para construir un sistema de administración de estacionamiento y señalamiento con servicio de autobuses al festival SummerFest.

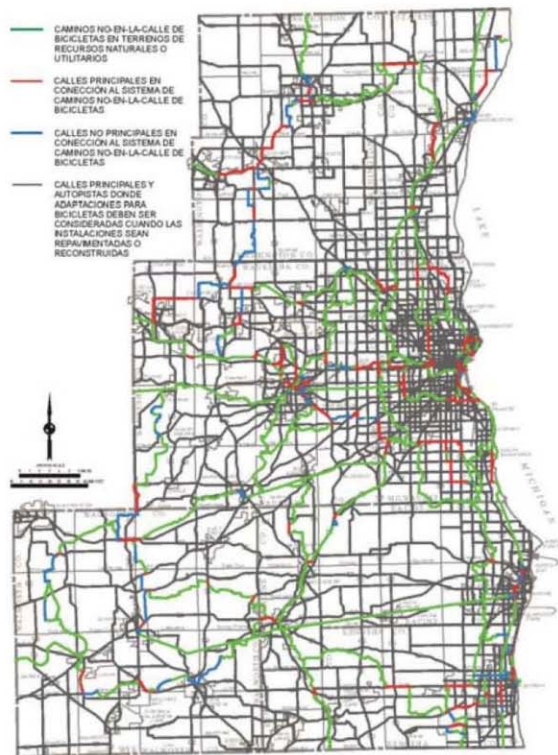
#### **Programa de Operaciones Regional de Transportación**

Se ha propuesto que WisDOT en cooperación con SEWRPC y todos los operadores del sistema de transportación en la Región trabajen para preparar un Programa Regional de Operación de Transporte para mejoras de alta prioridad en los siguientes tres a cinco años basados en parte en las recomendaciones de administración del sistema de transportación en el plan regional.

incluir control operacional, anuncios, y manejo de incidentes

Mapa 3

### **PROPUESTA PRELIMINAR PARA SENDEROS NO-EN-LA-CALLE DE BICICLETAS Y ADAPTACIONES PARA BICICLETAS EN CALLES PRINCIPALES Y SISTEMA DE AUTOPISTAS**



Fuente: SEWRPC

### **Propuestas Preliminares para el Manejo de la Demanda de Transporte**

Propuestas preliminares para el manejo de la demanda de transporte incluyen medidas para reducir el número de individuos y de vehículos viajando, o al menos para cambiar tales viajes a otras horas y rutas, permitiendo un uso más eficiente de la capacidad existente del sistema de transportación. Esto va más allá de medidas de transporte público y servicios de bicicletas/peatones mencionados anteriormente.

#### ***Tratamiento Preferencial a Vehículos con un Número Mayor de Ocupantes***

Este grupo de medidas de la demanda de tráfico enfatizaría tratamiento preferencial para vehículos de transporte compartido que viajan en las calles principales y sistema de autopistas existentes por medio de: carriles de acceso rápido para vehículos con alta ocupación (HOV) en rampas de autopista con acceso medido; carriles de uso exclusivo para autobuses en calles principales y autopistas congestionadas; sistemas de señalamiento para tráfico de prioridad; y estacionamiento preferencial para vehículos usados para viajes compartidos.

#### ***Lotes para Estacionar-Viajar***

Para promover viajar en automóviles de viajes compartidos y el uso más eficiente del sistema de transportación de la Región, una red de lotes de estacionar-viajar se propuso. Estos lotes existirían a lo largo de rutas principales en sus intersecciones y cruces principales en donde se espera suficiente demanda.

#### ***Precio del Transporte***

Este grupo de medidas se basarían en programas de estudio de precios de transporte existentes llevados a cabo por los operadores de transporte en la Región. La estructura de precios del transporte consiste de: programas de transporte de pases anuales, programas de transporte de pases semanales o mensuales, y programas de vehículos de viajes compartidos. Todos están diseñados para hacer más económicas y convenientes las alternativas al uso del automóvil personal.

#### ***Costo de Estacionamiento de Vehículos Personales***

El programa de eliminación de estacionamiento pagado para empleados propondría que las empresas que en la actualidad ofrecen estacionamiento sin costo/subsidiado voluntariamente comiencen a cobrarles a sus empleados el valor comercial de estacionamiento. Las empresas podrían contrarrestar el costo adicional de estacionamiento a través de pagos en efectivo o incrementos de salarios para todos sus empleados. Otra propuesta, fomenta continuar con las tarifas de usuario para pagar los costos de instalaciones de calles y autopistas y servicios. En el presente, tarifas de usuarios incluyen principalmente el impuesto Federal y Estatal en la gasolina y el registro de vehículos. El comportamiento de tráfico es afectado por el costo, y tarifas de usuarios puede motivar mas tráfico eficiente.

#### ***Promoción del Manejo de la Demanda de Tráfico***

Un programa en toda la región para promover agresivamente del uso del transporte público, el uso de bicicletas, compartir viajes en automóviles, el caminar, trabajar desde casa, y reprogramar las horas de trabajo, incluyendo semanas comprimidas de trabajo, es propuesto para motivar alternativas a el viajar solo en el vehículo.

#### ***Información de Tráfico y Mercadotecnia***

Estas medidas incluirían la continuación y expansión de los esfuerzos unidos de mercadotecnia de los operadores de transporte dentro del sureste de Wisconsin. Un solo sitio Web será desarrollado en el cual usuarios del transporte podrán acceder toda la información necesaria para cada sistema de transporte de la Región. Usuarios potenciales del transporte pueden ingresar direcciones al comienzo y fin de viajes deseados dentro de la Región, y recibir las rutas de transporte mas deseables incluyendo tarifas, y horarios. Un sistema global de posicionamiento (GPS) también podría ofrecer información de tráfico real actual en centros de transporte y paradas incluyendo tiempos de llegadas, y mapas mostrando donde en la ruta se encuentra el autobus a esa hora.

#### ***Planes Detallados Locales del Uso de la Tierra***

Se propone la preparación e implementación por el gobierno local de planes detallados de alternativas al uso de vehículos personales en los alrededores de sitios y los centros de actividades principales tal como es recomendado en el plan regional del uso de la tierra.

### **PARTICIPACIÓN DEL PÚBLICO**

Los siguientes son los medios que serán usados por la Comisión para informar a personas y grupos interesados acerca del progreso de la revisión y actualización del plan y de los temas bajo consideración, y para promover que se compartan comentarios y perspectivas.

- **Un sitio Web**—[www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)—las actualizaciones son una fuente de información completa sobre ésta y otras planeaciones.
- **Cuatro boletines** serán producidos y distribuidos, incluyendo en juntas públicas y en el sitio Web.
- **Juntas Públicas** serán realizadas a través de la Región.
- **Los Comités Consultivos** de Planeación Regional del Uso de la Tierra y de Planeación Regional del Sistema de Transportación se reúnen durante el estudio.
- **Reuniones informativas** presentadas por empleados de la Comisión están disponibles para ofrecer información y recibir comentarios de todas las personas interesadas, la comunidad y otros grupos, y unidades de gobierno.
- **Otras oportunidades** serán buscadas para notificar e informar a ciudadanos y obtener sus aportaciones. Se enfocarán esfuerzos para comunicarse con comunidades minoritarias—incluyendo Africano-Americanos, Hispanos, Hmonges, y Nativos-Americanos—así como también en áreas residenciales de gente de bajos recursos.

### **PARA MÁS INFORMACIÓN**

Para enviar comentarios, obtener información adicional, o para solicitar una reunión informativa, por favor contáctenos a:

Sitio Web: [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans)  
Correo electrónico: [regionalplans@sewrpc.org](mailto:regionalplans@sewrpc.org)  
Teléfono: (262) 547-6721  
Fax: (262) 547-1103  
Dirección: P.O. Box 1607  
W239 N1812 Rockwood Drive  
Waukesha, WI 53187

#### **QUE SIGUE...**

- Consideración y evaluación de las diferentes alternativas del plan del sistema de transportación—Verano/Otoño 2005.
- Cuarta serie de juntas públicas—Invierno 2005/2006.
- Desarrollo del plan final recomendado del sistema de transportación—Invierno 2005/Primavera 2006.
- Adopción del plan del sistema de transportación—Primavera 2006.

**This brochure is also available in English. It is available at [www.sewrpc.org/regionalplans](http://www.sewrpc.org/regionalplans). It may also be obtained in hard copy. Please call the Southeastern Wisconsin Regional Planning Commission at (262) 547-6721 to receive a copy of the brochure in English or if you have any other questions.**

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