



RECORD OF PUBLIC COMMENTS

REVIEW AND REAFFIRMATION OF YEAR 2020 REGIONAL LAND USE AND TRANSPORTATION PLANS AND EXTENSION OF PLAN DESIGN YEAR TO 2025

FEBRUARY 10, 2003 - MARCH 11, 2003

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FEBRUARY 10, 2003-MARCH 11, 2003

April 2003

Prepared by the

Southeastern Wisconsin Regional Planning Commission
P.O. Box 1607
W239 N1812 Rockwood Drive
Waukesha, WI 53187-1607

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RECORD OF PUBLIC COMMENTS

REVIEW AND REAFFIRMATION OF YEAR 2020 REGIONAL LAND USE AND TRANSPORTATION PLANS AND EXTENSION OF PLAN DESIGN YEAR TO 2025

FEBRUARY 10, 2003-MARCH 11, 2003

This report presents the public comment received on the review and reaffirmation of the year 2020 regional land use and transportation plans and the extension of the plan design year to 2025.

This report presents in a series of appendices:

- Oral comments received at a series of public informational meetings on the review of the regional land use and transportation plans between February 26, 2002 and February 27, 2002. (Appendix A).
- Written comments received on the regional land use and transportation plans during the formal public comment period from February 10, 2003, to March 11, 2003 (Appendix B).
- Newspaper articles and editorials concerning the review of the regional land use and transportation plans (Appendix C).
- Materials announcing the three public informational meetings and hearings including advertisements, news releases, and Commission Newsletter (Appendix D).

The following is a summary of the oral and written comments received, and Commission staff response to those comments.

PUBLIC HEARING ORAL STATEMENTS AND WRITTEN CORRESPONDENCE

During the time period of February 10, 2003, through March 11, 2003, a total of 17 persons provided comments on the review of the regional land use and transportation plans either orally at the public hearings or in writing via letter or comment form available on the study web site and at the public informational meetings and hearings. These 17 persons provided their comments during the formal public comment period on the review of the regional land use and transportation plans, with two persons providing multiple comments.

The comments of the 17 persons providing oral and written statements on the review of the regional land use and transportation plans may be divided into five categories: comments in support of elements of the regional transportation plan; comments questioning or opposing elements of the regional land use and transportation plans; comments regarding a separate study of freeway system reconstruction currently being conducted by the Commission; comments suggesting additional measures for consideration in the regional transportation plan; and comments questioning Commission composition and solicitation of public comment.

Comments in Support of Elements of the Regional Transportation Plan

Ten persons expressed support for the recommendations of the public transit element of the regional transportation plan. Six persons expressed support for the recommended increases in the levels of rapid and express bus transit service, and seven persons expressed particular support for upgrading rapid and express

bus transit service to commuter rail and light rail transit service. Two persons supported the regional transportation plan recommendation to enhance transit systems service through the promotion of innovative fare-payment systems, the conduct of marketing and public information and education activities, and the improvement of bus speeds through priority systems and signal preemption.

Comments Questioning or Opposing Elements of the Regional Land Use and Transportation Plans

Two persons questioned the benefit to central city Milwaukee residents of the rapid and express bus transit service elements of the regional transportation plan.

Response: The proposed rapid and express transit service in the regional transportation plan were explicitly designed to serve and benefit central city residents. The proposed rapid transit services would provide service between the Milwaukee central business district and outlying portions of the Milwaukee urbanized area, and beyond. The proposed rapid transit service is intended to provide service for both traditional and reverse commuting. Stations would be spaced about every three to five miles to provide intermediate stops to increase accessibility to employment centers and to facilitate reverse commuting from residential areas within the central city of Milwaukee. The proposed service would be provided at convenient frequencies throughout the day, and provide relatively high overall travel speeds, about twice typical local bus transit speeds. The proposed express transit service is located largely within, and would principally serve central Milwaukee County, and the central city of Milwaukee. This recommended express transit service would be provided in major travel corridors to connect major activity centers, including the Milwaukee central business district, and high- and medium-density residential areas. It would have average stop spacing of about one half mile and have an average travel speed about 50 percent faster than typical local bus service.

Three persons questioned the prioritization of the regional transportation plan recommendations, stating that they believed that improvements to public transit should be recommended before arterial street and highway improvements.

Response: The Commission attempts to pursue implementation of all elements of the regional transportation plan in an equal manner. The regional transportation plan does not include prioritization of its recommendations. The Commission does monitor and report on the implementation of the recommendations in the regional transportation plan. This plan review and reaffirmation determined that implementation is occurring with respect to both public transit and arterial street elements of the plan, and about equal degrees of implementation have occurred.

Three persons questioned the funding needs of the arterial street and highway improvement recommendations, indicating that funding these improvements may reduce the funding available for public transit. One person noted that the regional transportation plan does not guarantee funding for public transit.

Response: The regional transportation plan includes an analysis which identifies the costs of implementing the recommended plan, and compares that cost to expected available revenues, identifying any shortfalls attendant to implementing the recommended regional transportation plan. The analysis conducted as part of this plan review and reaffirmation indicated that the plan may largely be funded with expected available revenues, as the gap between plan costs and revenues is only \$39 million annually, or about 8 percent, over plan costs. The Commission as an advisory planning agency cannot guarantee funding or implementation of any element of the regional transportation plan, including the public transit element. The regional transportation plan has

proposed that dedicated public transit funding be established to assist in transit plan element implementation, and in the past the Commission staff has suggested the creation of a Regional Transportation Authority¹ to address this need.

Two persons questioned the regional transportation plan recommendation to restrict arterial curb-lane parking as needed during peak periods, indicating that this policy would be detrimental to local businesses along these arterial routes.

Response: The arterial curb-lane parking restrictions recommended in the plan are intended to reduce traffic congestion and help provide good transit service during peak travel periods. Each local unit of government would consider the concerns of the adjacent business community before moving forward with the implementation of peak period arterial curb-lane parking restrictions. Implementation of arterial curb-lane parking restrictions in peak travel directions during peak travel periods may be expected to occur as traffic volumes and congestion increase. Curb-lane parking restrictions are recommended in the plan to eliminate the need to widen existing arterial facilities or construct new arterials, beyond the levels already included in the plan.

One person opposed all proposed arterial street and highway and freeway improvements to provide additional capacity. One person opposed all surface arterial improvements to provide additional capacity.

Response: In the design of the currently adopted regional transportation plan every effort was made to accommodate all existing and forecast year 2020 travel demand by expanding the Region's public transit systems, by implementing transportation systems management measures, and by implementing land use measures and policies. Arterial street and highway improvements were considered as a measure of last resort, and were added to the plan following public transit, land use, and systems management measures to address traffic volume and congestion which may not be expected to be alleviated by proposed improvements in public transit, transportation systems management, and land use measures.

Three persons questioned the types of jobs that will be available and accessible by public transit under the regional transportation plan.

Response: The adopted regional transportation plan has a design year of 2020. An analysis of the type or quality of jobs that may be accessible by public transit in the year 2020 is not feasible. Analyses of transit accessibility to jobs under the regional transportation plan indicate that there would be substantially improved transit accessibility to jobs.

Three persons questioned the forecasts of vehicle air pollutant emissions, stating that the forecasts are not consistent with statements made by the U.S. Environmental Protection Agency. Two persons questioned air quality in central city locations, stating that the emissions would be greater due to the older average age of the vehicles in the central city. Two persons questioned vehicle air pollutant emissions and their effect on persons living near freeways, particularly with respect to cancer and respiratory diseases.

Response: The Commission is responsible under the direction of the U.S. Department of Transportation (USDOT), the Wisconsin Department of Transportation (WisDOT), the U.S. Environmental Protection Agency (USEPA), and the Wisconsin Department of Natural Resources (WisDNR) for preparing transportation system ozone-related emission forecasts. The most recent forecasts

¹ See *SLWRPC Memorandum Report No. 38, A Regional Transportation Authority Feasibility Study for Southeastern Wisconsin, November, 1990.*

prepared by the Commission have been reviewed and approved by the four agencies noted above. The forecasts prepared by the Commission assume no further advancements in technology beyond what is already mandated by the U.S. Congress.

Regarding air quality in the central city, the WisDNR monitors ozone levels throughout the state. Their ozone monitoring data indicates higher ozone levels along the shoreline of Lake Michigan from Kenosha to Door County than in the central city.

Regarding increased cancer risk for those living near freeway corridors, the validity of the research findings on this issue continue to be questioned. The research regarding this issue that has been previously cited in southeastern Wisconsin is entitled, *Multiple Air Toxics Exposure Study – II*, by the South Coast Air Quality Management District (Los Angeles area). This study has been criticized because the study's method of inventorying diesel engine emissions varies from methods used in similar studies. Additionally, those who question the study's validity also argue that a cancer risk factor used in the study was not supported by the USEPA. However, 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 respiratory diseases, it has been documented that transportation system ozone-related pollutant emissions in southeastern Wisconsin have been decreasing and are projected to further decrease in the future. If the incidence of respiratory diseases 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.

Two persons questioned whether the regional land use plan includes recommendations for communities to provide a fair share of affordable housing, and to guarantee fair housing for all of the region's residents.

Response: The regional land use plan recommends that the bulk of new urban residential land – 75 percent – consist of medium-density development, with a typical single-family lot size of one-quarter acre and a typical multiple-family development averaging about 10 dwelling units per net acre. Further, the regional land use plan recognizes 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. Moreover, 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 8,000 square feet for two-family structures.

One person questioned issues that affect low-income and minority communities.

Response: The following addresses the effect the regional transportation plan has on those issues that were identified and believed to have an impact on low-income and minority communities:

Issue	Regional Transportation Plan Impact Compared to [No-Build Plan on Minority and Low-Income Communities]
Bodily impairment, infirmity, illness or death	Transportation safety would be improved under the regional transportation plan by addressing traffic congestion through increased public transit use, transportation systems management measures, and improvements to the arterial streets and highways within the Region.
Air pollution	Transportation system related air pollutants under the regional transportation plan may be expected to be moderately less than those compared to a no-build plan.
Noise and water pollution and soil contamination	No differential impact
Destruction or disruption of man-made or natural resources	Regional transportation plan would require some disruption to implement recommended improvements, but the impact on the minority and low-income communities would be limited.
Destruction or diminution of aesthetic values	No differential impact
Destruction or disruption of cohesion of a community's economic vitality	Regional transportation plan would require some disruption to implement recommended improvements, but the impact on the minority and low-income communities would be limited.
Destruction or disruption of the availability of public and private facilities and services	No differential impact
Adverse employment effects	Regional transportation plan would lead to increased job accessibility through improvements to the public transit and arterial street and highway elements of the plan.
Displacement of persons, businesses, farms, or nonprofit organizations	Regional transportation plan would require some displacement to implement recommended improvements, but the impact on the minority and low-income communities would be limited.
Increased traffic congestion	Regional transportation plan would alleviate traffic congestion through improved public transit, transportation systems management measures, and improvements to the arterial street and highway systems within the Region.
Isolation, exclusion, or separation of minority or low-income individuals within a given community or from the broader community	The improvements to the public transit and arterial street and highway elements of the regional transportation plan would improve access and provide for greater accessibility of the low-income and minority communities to the Region.
Denial of, reduction in, or significant delay in the receipt of, benefits of FHWA programs, policies, or activities	No differential impact

**Comments Regarding a Separate Study of Freeway System
Reconstruction Currently Being Conducted by the Commission.**

Three persons expressed opposition to any consideration of freeway widening to provide additional lanes on the freeway system in southeastern Wisconsin. One person expressed support for the reconstruction of the freeway system to meet modern design standards.

Response: Because the Region's freeways are reaching the end of their useful life, and because a reconstructed freeway is expected to last approximately 50 years, the Commission is conducting a study of how the southeastern Wisconsin regional freeway system should be reconstructed over the next 20 to 30 years. Within the context of the regional transportation plan, the study is examining a number of alternatives for the reconstruction of the freeway system, including rebuild as is, rebuild using modern design standards, and various alternatives considering the provision of additional traffic lanes on selected segments of the freeway system. At this time, a final recommendation has not been made on how the southeastern Wisconsin regional freeway system should be reconstructed. When a final recommendation on regional freeway system reconstruction is made, that recommendation would be considered as an addition to, and amendment of the regional transportation plan.

Two persons questioned the effects the reconstruction of the freeway system will have on low-income and minority neighborhoods. Two persons questioned the effects the reconstruction of the freeway system will have on the tax base in the City of Milwaukee and Milwaukee County.

Response: The Commission did extensively evaluate the impacts of the preliminary recommended freeway reconstruction plan. The evaluation is available through the Commission's web page (www.sewrpc.org) and concluded that, under the preliminary recommended plan:

- Minority and low-income populations are not significantly or disproportionately represented in areas in proximity to proposed widened freeways.
- While some segments of the freeway system, including those proposed to be widened, are located adjacent to minority and low-income populations, the vast majority of the freeway system and freeway segments proposed to be widened are not adjacent to minority populations. Also the vast majority of census blocks having above average concentrations of minority populations are not located adjacent to, or in proximity to, the freeway system or freeway segments proposed to be widened under the preliminary plan.
- The residences and businesses which are estimated to need to be acquired under the preliminary plan, particularly those required for additional lanes, are generally not disproportionately located in areas with above county or regional averages of minority or low-income populations.

The Commission also evaluated the impacts the preliminary freeway system reconstruction plan would have on the property tax base, and found that the impact to the property tax base is expected to be minimal.

- The property tax base impact under the preliminary plan is an estimated \$200 million for the entire Region, with \$140 million of that impact within Milwaukee County.

- 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.
- The estimates of property tax base impact are conservatively high, as they include acquisition administration and relocation costs.
- Nearly half of the estimated property tax base impact – \$90 million of the total \$200 million – has already been approved through preliminary engineering studies for the Marquette Interchange and IH 94 in Kenosha and Racine Counties.
- 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 of 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 base appreciation.
- 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 it will build a new plant in the City of Milwaukee.

The estimates of property tax base impacts developed for the freeway reconstruction study are systems planning level estimates. During subsequent preliminary engineering studies for each segment of the freeway system, the WisDOT will identify specific right-of-way impacts and seek to minimize any impacts.

One person questioned the opportunity for minority owned businesses to participate in freeway reconstruction and as well for minorities to be a significant part of the reconstruction labor force.

Response: For several decades, the WisDOT has had plans, programs, and goals for disadvantaged business enterprise (DBE) participation. However, with the upcoming reconstruction of the Marquette Interchange, and subsequent reconstruction of the entire freeway system, the WisDOT has recognized the significant increase in roadway construction, and business and labor force opportunities which will occur in southeastern Wisconsin over the next 30 years. The WisDOT established a Marquette Interchange DBE Advisory Committee which was charged with the task of considering how to achieve the significant participation of minorities in the reconstruction of the Marquette Interchange, and ultimately the reconstruction of the entire regional freeway system. Members of the WisDOT DBE Advisory Committee and participants in DBE Advisory Committee meetings include representatives of the State legislature, the Milwaukee County Board of Supervisors, the City of Milwaukee Common Council, minority-owned businesses, non-minority transportation firms, employment and employment training agencies, labor unions, and the Wisconsin Association of Consulting Engineers.

The WisDOT and the DBE Advisory Committee began their work by identifying barriers to significant minority and business labor force participation, determining the barriers that need to be overcome, identifying actions to address and remove the barriers, considering how goals for increased participation should be established, and discussing how participation should be monitored and enforced.

Drawing on the work and recommendations of the DBE Advisory Committee for the Marquette Interchange, the Commission staff has recommended that the WisDOT accomplish the following with respect to establishing and achieving goals for minority participation:

- A DBE oversight committee should be formed with diverse representation – like the membership of the Marquette Interchange DBE Advisory Committee – for each freeway reconstruction project to assist the WisDOT in overseeing the participation of minority businesses and labor force.
- Aggressive goals for the participation of minority businesses and labor force should be established by the WisDOT for each freeway reconstruction project with the assistance of the DBE oversight committee.
- Overall goals for business and labor participation will need to be established for each freeway reconstruction project. The overall goals should include not only mandated elements, but also additional voluntary or discretionary goal elements for minority business and labor participation. The current mandated goal for minority labor participation in Milwaukee County is 8.0 percent. The current mandated goal for DBE participation statewide is 7.2 percent. The overall goals for freeway reconstruction projects that include voluntary or discretionary goals in addition to mandated goals could range from the goals set and achieved for Miller Park construction (25 percent DBE and 5 percent women business enterprise – WBE) to goals reflecting minority population composition – about 25 percent for the Southeastern Wisconsin Region.

Further, Commission staff recommended that the WisDOT encourage and employ unique methods of removing barriers to participation, encouraging the growth of the minority workforce, supporting the building capacity of minority-owned firms, setting goals for participation, and monitoring and enforcing those goals. The implementation of the following recommended actions were considered by the WisDOT and the DBE Advisory Committee to be essential to achieving significant minority business and labor participation:

- The number of existing minority and women-owned firms and capacity of those firms to perform the work needed should be determined. Also, the available minority and women labor force should be assessed
- Firms and workers that may potentially participate in the reconstruction process should be educated regarding the magnitude of work needed and the capabilities that will be required to perform the work needed. Information should also be provided to other stakeholders such as schools and labor unions.
- The WisDOT should partner with schools and community-based organizations to inform potential workers of the long-term opportunities and to develop training programs to assist those potential workers in gaining the skills required to take advantage of those opportunities.
- Majority-owned firms should participate in training and technical assistance programs targeted at developing the capacity of DBE firms to participate in freeway reconstruction projects.

- Mechanisms to provide information on available minority workers should be implemented and labor unions and contractors should be encouraged to collaborate to place minority workers.
- Mentoring programs should be established and apprenticeships should be encouraged and monitored.
- The achievement of minority participation should be monitored during each reconstruction project.
- The development of on-going, long-term business relationships – joint-ventures, mentoring, and others – between majority and minority owned firms should be encouraged.

Comments Suggesting Additional Measures for Consideration in the Regional Transportation Plan

One person expressed support for a completely new freeway bypass around the Milwaukee area. Two persons expressed support for a new freeway connection, north of the City of Milwaukee, connecting I-43 and USH 45. Two persons expressed support for additional improvements to provide additional capacity on existing diagonal arterial routes leading into and away from the City of Milwaukee.

Response: Arterial street and highway improvement and expansion project recommendations are added to the regional transportation plan as measures of last resort. Additional arterial street and highway recommendations, beyond those recommended in the adopted regional transportation plan may be considered in the Commission's next major regional transportation plan reevaluation effort. The regional transportation plans developed by the Commission first consider public transit improvements, transportation systems management measures, and land use measures and policies to alleviate traffic volume and congestion. Arterial street and highway improvements and expansion are only considered to alleviate traffic volume and congestion that may not be expected to be alleviated by the aforementioned elements of the regional transportation plan.

Two persons suggested the creation of a Regional Transportation Authority (RTA) in southeastern Wisconsin to provide dedicated funding for public transit.

Response: The Commission in the past has studied and recommended a RTA for southeastern Wisconsin¹. In 1991, a proposed RTA was created by State law with the authority to consider and recommend a permanent RTA for southeastern Wisconsin. The recommendation to create a permanent RTA with an eleven member board, appointed by the Governor, was rejected by six of the seven counties in southeastern Wisconsin, and action taken by the seventh county rejected a regional special dedicated tax. The rejection of a permanent RTA was due to many reasons including opposition to new taxes, opposition to special taxes – sales and gasoline, county fears of being taxed to support transit in another county, tensions between county and municipal governments, and the lack of strong support from the Wisconsin Department of Transportation.

¹ See SEWRPC Memorandum Report No. 38, A Regional Transportation Authority Feasibility Study for Southeastern Wisconsin, November, 1990.

**Comments Questioning Commission
Composition and Solicitation of Public Comment**

Two persons questioned the composition of the Commissioners of the Southeastern Wisconsin Regional Planning Commission, stating that the composition is not reflective of the region and that the City of Milwaukee is underrepresented.

Response: The composition of the Southeastern Wisconsin Regional Planning Commission is mandated by State law. The Commission consists of 21 members, three from each of the seven member counties. One Commissioner from each county is appointed, or in those counties where a county executive appoints, confirmed by the county board and is usually an elected county board supervisor. The remaining two from each county are appointed by the Governor, one from a list prepared by the county. Currently, two of the three Commissioners representing Milwaukee County are City of Milwaukee residents.

Three persons questioned the Commission's practice in actively soliciting comment from low-income and minority communities for the review of the regional transportation plan.

Response: Paid advertisements, in English and Spanish, regarding the review of the regional transportation plan were placed in a number of publications, including those believed to have substantial circulation in low-income and minority communities in Milwaukee County. As well, a news release was prepared and distributed to a number of newspapers which serve low-income and minority communities. Additionally, the Commission held public hearings on the near north side and near south side of the City of Milwaukee to solicit comment from low-income and minority communities. Lastly, the Commission, as part of the effort to solicit comment from low-income and minority communities, provided an interpreter at the public informational meeting and hearing held at the United Community Center on February 27, 2003, translated brochures into Spanish, and provided information in Hmong on how to provide comment on the review of the regional transportation plan. The Commission welcomes suggestions on additional methods to enhance the solicitation of comment from low-income and minority communities.

Appendix A

RECORD OF PUBLIC INFORMATION MEETINGS AND HEARINGS ON THE REVIEW AND REAFFIRMATION OF YEAR 2020 REGIONAL LAND USE AND TRANSPORTATION PLANS AND EXTENSION OF PLAN DESIGN YEAR TO 2025

- Downtown Transit Center, City of Milwaukee, February 26, 2003
- United Community Center, City of Milwaukee, February 27, 2003
- Heartlove Place Auditorium, City of Milwaukee, February 27, 2003

Appendix A-1

TRANSCRIPT AND ATTENDANCE RECORD PUBLIC INFORMATION MEETING AND HEARING, DOWNTOWN TRANSIT CENTER, CITY OF MILWAUKEE, FEBRUARY 26, 2003

BROWN & JONES REPORTING, INC.

PUBLIC HEARING ON REVIEW OF REGIONAL TRANSPORTATION PLAN FOR SOUTHEASTERN WISCONSIN

Transcript of proceedings of the public
hearing of the regional transportation plan of
Southeastern Wisconsin, taken before MAURENA L. PARK, a
Registered Professional Reporter and Notary Public in
and for the State of Wisconsin, at Downtown Transit
Center, Harbor Lights Room, 909 East Michigan Street,
Milwaukee, Wisconsin, on the 26th day of February, 2003,
commencing at 6:30 p.m. and concluding at 7:00 p.m.

312 East Wisconsin Avenue
Suite 608
Milwaukee, WI 53202
PHONE (414) 224-9533
FAX (414) 224-9535

APPEARANCES

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION, by
MR. JENNETH P. YUNKER, P.E., Assistant Director,
8019 WISCONSIN DRIVE, WILKES, WISCONSIN 53187-1607,
appeared on behalf of Southeastern Wisconsin Regional
Planning Commission.

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TRANSCRIPT OF PROCEEDINGS

MR. YUNKER: The first person
registered to speak, the last name is Papa, first
name is Jerry.

JERRY PAPA: Jerry Papa, MCTS bus driver
1530 out of Ford on Lac station. I listened to
this tonight, and as you know in December of this
year, of course in December 2001 also, we had major
route reductions in the MCTS system that have
caused just unnecessary havoc, and have to say as a
driver increased tension on the routes that we
operate. I find it interesting that you talk about
the increase of rapid high speed bus service in
this area when in 2001 we eliminated the route 2.
Of course we didn't take the map away from the
downtown transit center yet, so that tells me that
it could still come back. And then we did one of
the stupidest things in the history of mass
transportation in this part of the world, we
eliminated the route 1. The route 1 went from the
downtown transit center out to Northridge
basically. We provided high speed service to the
people on the northwest end of town.

I don't know how many of you know Mr.
Frank Zeidler, our former mayor in this town,

perhaps the only person in this state that has any
degree of political wisdom. He spent 11 years of
his life trying to get the route 1 up and
operating. And in a period of four months, an
individual from Iowa, Scott Walker, killed it.
Now, what does that do to us as operators? You
have made an absolute basket case of the route 23.
People are packed in there like sardines every
night. Now, I'm on the night extra board. I don't
operate the route 23 every night, but I have
operated it since the cutbacks, and I have to tell
you it's been very interesting. People shouldn't
be forced into those types of conditions. They're
human beings; they're not sardines. Of course when
you have right wing government as we have currently
at the county level, you end up with this type of
situation.

We heard -- we heard that the route 23
and the route 1 provided similar service. That is
not true. The route 1 was created to be a high
speed rapid service bus out to the northwest end,
and as you pointed out in your presentation a few
months ago, it didn't stop at every stop that the
route 23 did. As a matter of fact, since it got
going on the northwest leg, it basically had 212

stops between 60th and Fond du Lac and North Avenue, one of them being the Social Security Administration building on Fond du Lac Avenue. That currently isn't being serviced at all by any route.

You talked about the express buses, route 30 express, another one of Mr. Walker's budget cuts. That has been something that has really irritated the downtown office people over the past two and a half months since its elimination. They counted on that bus being there at 6:12 over at Sherman and Mower every day and then going down Highland and getting down to Northwestern Mutual Life quickly. It's gone now.

So I guess what we're looking at is the political -- question of political will, probably on behalf of Local 998 also, for those of us drivers to get behind a program to reinstate these routes that shouldn't have been eliminated in the first place.

And I have to tell you once again, I think the conditions are very tenuous on the route 23 at the current time because of the packed conditions on the bus. When we had the snowstorm here two weeks ago and the buses were running

behind anywhere between 40 and 55 minutes you couldn't find anywhere to stand on those buses, on those route 23 lanes, no place to stand whatsoever. And again, maybe it was expedient politically to genuflect to Scott Walker on these budget cuts and these route cuts, but it was certainly the wrong thing to do in terms of long-term planning for regional transportation, because I assure you that the route 1 and the route 2 in the future will be coming back and will be needed. This is not only these routes. We also had service cutbacks on the route 55. We eliminated service out to 70th and Greenfield on one of our other routes, a route that serviced a food store out there and a newly-built senior citizens apartment complex. All of these things have happened within the last year and a quarter.

And it's regressive for the long term growth and stability of this region to always expect MCTS to take a hit in terms of its routes because it becomes a self-fulfilling prophecy. You cut routes, people can't depend on the time or the buses to be there at the time they need, they stop riding the bus, with the increased amount of pollution if they go out and purchase a car.

So I hope from what I heard tonight that we're serious about both express and rapid bus service in this area that the route 1 and 2 will be reinstated, that the route 30 express will be reinstated, and that these other routes that suffered service cutbacks on the weekends, principally on the weekends will also be reinstated, not only for the ridership in the year 2003 but also as your study looks forward to the increased demand for public transportation to the year 2020. Thank you.

MR. YUNKER: Thank you for your comments. The next person registered to speak is Mike Kramer.

MIKE KRAMER: First of all, I just want to say I had a great opportunity to speak to some of the SEMRPC representatives before the beginning of the event. And from looking at everything, I really strongly feel there's a lot of great ideas in here and we just need to get them implemented.

One thing I do want to address and that I'd like to see more -- some of the things I'd like to see maybe possibly added to this is -- I'm in an organization here in Milwaukee called the Young Professionals of Milwaukee sponsored by the MMAC, and one of the things that our group is trying to

do and it's also addressed by Governor Doyle, and I hope it's something that the county executive Scott Walker is concerned about as well, is the brain drain that is occurring in Wisconsin and specifically in Milwaukee. We have this group of baby boomers who in 15 or 20 years are going to be retiring. And when you look at who's going to replace them in the workplace or community -- I shouldn't really say replace, but who's going to take over for them, it's going to be the millennials and Gen-Xers, and these are the people who are for the public transportation as the gentleman before me stated. This is the thing we need to bring back, the public transportation.

And as shown in cities such as Dallas and Portland and other cities that have brought in commuter rail, if you build it, they will come. If we can back behind guided street trams, express routes, the Kenosha, Racine, Milwaukee connector which I think is the greatest thing to happen in this region, people will come, people will start moving back to Milwaukee and southeast Wisconsin.

And another thing that I would like to see more focus on in this whole thing is to focus maybe a little more on the hubs, the transportation

1 hubs, the Antrak station, the airport, this
2 downtown transit center and potentially even with
3 the tearing down of the Park East freeway, McKinley
4 Avenue, possibly have something along there. Quite
5 honestly, this is the first time I've been in the
6 transit center. I just live up the block, and this
7 is a beautiful facility but it's possibly not being
8 used to its potential. Same with the Antrak
9 station. I'm afraid to go there, quite honestly.
10 It's on a one-way street. There's only one bus
11 route that goes within very nearby. There's only a
12 couple other bus routes that even come within a
13 block or two. I'd like to see more emphasis put
14 into the Antrak station.

15 Now, where does this all lead? I'm
16 saying hey, we want more, we want more. I didn't
17 see too much in here about an economic plan, and I
18 think that SEMRPC as a planning agency should
19 really come up with an economic plan as well as how
20 to get some of these things implemented. And I
21 know this might not be popular, but increase in the
22 registration fees. I moved here from Iowa, and I
23 didn't know Scott Walker was from Iowa and I'm
24 embarrassed, quite frankly. But possibly -- you
25 know, in Iowa, though, the registration for

1 vehicles is something like I think it was 200 -- I
2 think it was between 200 and \$200 a year. I come
3 here, I paid \$75 in cash to get new license plates
4 and my stickers for a full year. That's nothing.
5 I mean possibly that could be one way of doing it.

6 Another one is possibly finding out
7 another dedicated source to improve the MCTS, find
8 a better source of money to make this a better
9 transportation system and hopefully we can improve
10 upon all these great ideas that are in this plan.

11 Another thing that I'd like to see more
12 of, and you only touched on it a little bit in your
13 presentation, Ken, and it's only mentioned briefly
14 in your plan as well, but the transportation
15 systems management aspect of this plan, I think
16 that's something we need to maybe focus more on.
17 We have a great thing. I utilize it. I paid \$17 a
18 month for a monthly bus pass. I can go anywhere,
19 and that includes when the State Fair comes around,
20 I go to the State Fair on the bus system, Brewer's
21 games, all these things with the commuter value
22 pass. I think we should probably through the
23 transportation system management plan maybe promote
24 the commuter value pass in a more better way and
25 promote the MCTS.

1 I talked to you also, Ken, about the fact
2 that I saw commercials last summer about promoting
3 MCTS, why should you ride the bus, to meet people.
4 That's not why I ride the bus. I ride the bus to
5 get to work, to avoid traffic, to avoid parking and
6 I save a lot more than having to pay to park
7 downtown. You can come up with a better -- I can
8 come up with a better advertising campaign than to
9 meet people. It's kind of embarrassing.

10 And then also with the transportation
11 systems management plan focus more on promotion
12 with the KRM study, Kenosha, Racine, Milwaukee
13 expanding the metro out here. You know, hopefully
14 I pray it'll be implemented 'cause my brother just
15 lives a couple blocks off of one of the lines that
16 comes down. He lives in Chicago, and it would be
17 great, I could see my brother and not worry about
18 parking for \$9. That would be perfect.

19 I don't know, maybe some advertising
20 gimmick. I'm not in advertising but I think when
21 it gets implemented hopefully maybe spend a week
22 and say hey, every ride is a dollar, get people to
23 see what a great thing this is. That could be
24 something too to get people more on the idea of the
25 light rail and plans like that.

1 And finally, the last thing I want to
2 talk about is I attended the freeway widening
3 meeting at the Washington Park Senior Center and a
4 lot of people were railing on SEMRPC. I have to
5 admit, my opinion of SEMRPC at the time wasn't that
6 high either. But then afterwards I've done a lot
7 more research about what this organization does.
8 You provide recommendations, then it's up to our
9 elected officials to act on these, the DOT, the
10 state, the county governments. The real evil I
11 don't think is SEMRPC; it's Scott Walker and
12 certain county officials. We need to write Scott
13 Walker a letter and say as well as your county
14 officials and tell them hey, look at this great
15 plan that's here that involves public
16 transportation, and we need to get more of these
17 ideas implemented.

18 My supervisor is Gerry Broderick, and he
19 personally is behind better public transportation,
20 and I talked to him many times about this, and I
21 even contacted Scott Walker once or twice about
22 this, so I just think keep up the good work and,
23 you know, and hopefully we can get a lot of these
24 things implemented with the help of our elected
25 officials.

1 MR. YUNKER: Thank you for your comment.
2 Now, I have one last registration form. If there's
3 anybody else who has a form but hasn't turned it in
4 yet, just raise your hand with the completed form.
5 If anybody thinks they'd like to speak, raise your
6 hand and we'll get a form to you and then pick it
7 up. The next person registered to speak is Susan
8 Smith.

9 SUSAN SMITH: Good evening. The
10 gentleman before me said some of the things I was
11 going to say, but I had a couple observations to
12 make in addition. If I were to drive from here to
13 Gary, Indiana I would not go through downtown
14 Chicago. I would take -- I think it's called 294.
15 You go all the way around the outside. Now, why
16 should someone driving from Sheboygan to Chicago
17 come through the heart of Milwaukee? I think that
18 Mayor Norquist's plan about a bypass around the
19 outside is a good idea. If the people in
20 Brookfield want the freeways, let them have the
21 pollution and the widening and whatnot.

22 And the other thing is that this bus
23 situation, we have just crippled the system and you
24 don't get people back again. As the gentleman
25 said, they buy cars, they make other arrangements,

1 they plan for their daughter to pick them up on the
2 weekend or whatever it might be.

3 I truly hope that we will not just have
4 engineers and highway people and the people in
5 business. There's sociologists who are projecting
6 trends, look at the formation of numbers of
7 households and composition of households to see
8 where we're really going to be in 2025, where
9 people are going to be living.

10 The big news right now is the impending
11 war and what is that going to do to the price of
12 heating, to the price of driving, will people be
13 able to sustain big mansions out in Brookfield when
14 heating oil hits the prices that it probably will,
15 when gasoline hits \$5 a gallon, which would not be
16 an unusual price in some parts of the world, will
17 we be driving these big commutes anymore, very
18 probably not. And this war may go on for a long
19 time. No one has a crystal ball, but I think as we
20 make plans we have to really think about that,
21 population trends, household composition, where
22 people are going to be working, and I hope that
23 you're taking all of that into consideration too.
24 And that's about the sum total of my comments.
25 Thank you.

1 MR. YUNKER: Thank you for your comments.
2 Again, if you wish to speak and you haven't turned
3 in a form, raise your hand, we'll get a form to
4 you. Or if you've completed one and haven't turned
5 it in, raise that up and we'll get that from you.
6 I've got two more people registered to speak. The
7 next one is Marty Wall.

8 MARTY WALL: Thank you for having us.
9 I'd just like to agree with the last two speakers.
10 I think they both spoke very well. Other things
11 that we could do with a plan of this magnitude, and
12 just going to the marketing for a second, I just --
13 I try to be involved and I try to follow this
14 stuff, and I really don't even know who the lead
15 person in SEWRPC is, which I think goes a long way
16 to saying some of the other things that were said,
17 that we're kind of missing the potential of this
18 group. This could be the group that ties
19 everything together, the economic realities that
20 could happen with transit and maybe you could sell
21 transit if you had the economic numbers to support
22 transit.

23 With regard to the presentation tonight
24 and the map that you mentioned, map 1 on page 3, it
25 I'm not mistaken, this is very close to a replica

1 or recreation of the same map that's been in your
2 books for at least 15 years, if not longer. This
3 looks like the same map that's been in your
4 planning books for -- since 1980 -- since 1990 I
5 believe. I may be wrong about 1990. But like I
6 said, I try to follow this and I try to research
7 this. Part of the problem may be this plan. This
8 is the same idea over and over again.

9 This is a fingered system that extends
10 out to West Bend, Sheboygan, Oconomowoc, southwest,
11 south; that's wonderful, except if we look around
12 the City of Milwaukee -- and you mentioned in the
13 presentation that one of the stated goals is
14 centralization, infill, economic development and so
15 forth. Yet if we look at the center of Milwaukee
16 we see empty buildings, decay. We lost 50,000
17 people the last census. I really don't see where
18 SEWRPC in their plans and their efforts are
19 succeeding in reaching the stated goal. And the
20 problem is that the stated goal is the correct
21 goal. That should be the goal of this
22 organization.

23 And the reason I say that is because from
24 that leads everything else. From that, you will
25 have transportation because that is where the

consistency of the people are. That is where you have the density to make transit work. And the young gentleman said this, pretty much the same thing.

We have to turn our thinking around I think and use the transit plan to get everything else going, and I think we're really missing the boat. If we would just concentrate on the City of Milwaukee and make this the most transportable ease of commute on and on and on you would have economic development in every place that has a bus station or a train station. You could justify the investment in the train system in the City of Milwaukee, and you could deliver goods, you could deliver people, deliver everyone to the airport, tie it to Northridge, tie it to UWM, tie it to Wauwatosa, tie it to your ring station. Make this area work and you know what will happen, down the road West Bend will say hey, can we hook up to that system. Mukwonago will say can we hook up to that system. But going at it this way, you're asking the tentacles to lead the game, and Milwaukee is the game. Milwaukee is where it's at. Milwaukee is where the future is going to be. Milwaukee is where the centralization and all the infill and all this development is going to happen; and all it's

going to take is a good system that has circulation to it. This finger system does not have circulation.

If you look at what they've done in Toronto which is a similar setup as Milwaukee sitting on a lake, they have rings of circulation going, and that's where the development takes place, and that facilitates all your buses and all your cars and all your bikes and everything else by facilitating and focusing on the center.

Now we look at Chicago, Chicago again sitting on a lake, same setup. They have this finger system and they have unbelievable out-of-control growth. Now, you mentioned in the presentation about smart growth. I'm afraid this does not address that correctly. In Chicago what are they talking about doing? They're talking about creating an outer ring to create circulation. There is no ring. There is no circulation on this map. And if there was, I think you'd gain all of the mentioned goals that you have. That's about it. Thank you.

MR. YUNKER: Thank you for your comment. The last person registered to speak is Bob Weiland. Anybody else after Bob?

BOB WEILAND: Thank you. Bob Weiland, Sr. and my son Bob Weiland, Jr., taxpayers of the City of Milwaukee and also resident of the Merrill Park area. I'm somewhat unprepared to talk tonight, but there are things that we have discussed over the past couple of weeks particularly about widening the freeway, and we are definitely opposed to widening the freeway. That is our first objective. Yes to the rebuilding of the Marquette interchange, and yes to any safety improvements, get the left-hand ramps on or off -- that are on or off of the freeway, get those out of the freeway system. Yes to all those improvements, but no to the freeway widening.

We've done some running around with our vehicles and checking out the freeway system. We looked at some of the bus systems, and we've come up with some suggestions we'd like to be included along with your rapid bus systems or express bus systems. And I'll kind of wing this tonight.

If you look at the City of Milwaukee, a driver that is going to the northwest who wants to go to West Bend, Menomonee Falls, those communities, when he either comes from there or goes to there -- particularly when he goes to

there, I'll go that route, it's easier to understand. He has to drive down Highway 94 west first and then drive 45 north to end up going northwest to Menomonee Falls, Lannon, Sussex, you name it, West Bend area, and there's a lot of bedroom community people that live in the West Bend area but work in downtown City of Milwaukee. The people who live in the -- let me continue on that one first. If you look at Ford du Lac Avenue it is already majorly improved from the northwest side coming into town to I think it's around 76th Street or something, and then it drops off to a standard four-lane road, very poorly designed, adapted, and yet there is a ramp on 43 northbound out of downtown to the Ford du Lac Avenue. My primary comment on that one is let's finish Ford du Lac Avenue into a major route. And I believe -- is that an arterial highway? Is that Highway 145? I believe it is. Consider improving that into another six-lane road, possibly limited parking during busy hours and including a captive bus system up the center of that route that services the outlying communities from downtown.

I in particular like the captive bus system that Miami has where the buses travel at an

overhead system and have very limited access to them along this route but service to major areas on either end.

On Forest Home Avenue, again a major route coming in at a diagonal from the southwest, yet it steadily decreases as it goes into town, and eventually joins -- I believe it's someplace down on Mitchell Street. Our proposal says take that route and again make it a duplicate, a six-lane route, limited parking probably during the busy times, and on the northeast end of that route join it directly into the 43 or -- 94/43 system down near probably about National Avenue, but make it a truly efficient route direct to the southwest so people who have to go to like Hales Corners, Muskego and those areas they don't have to go on 94 westbound and then 894 southbound or go 43 southbound first and then 894 westbound. You will in doing that process and also adding the captive bus system, before I forgot about that, again captive, possibly overhead bus system, very truly efficient express bus routes to the outlying areas from downtown Milwaukee in and out.

I'm strongly in favor of, I believe it's the KK Parkway, extending that into an efficient

route down through Oak Creek. That will take some of the traffic off of 43 -- pardon me, off 94 southbound out of downtown 'cause people in the Cudahy area and Oak Creek area would probably drive that route, the Parkway route. That should eliminate the exit and on-ramp at Delishiana Avenue. That's an obstruction on there.

Yes to the proposed track route around the City of Milwaukee. In fact, the route that we selected to go around the City of Milwaukee is the same one that Mayor Norquist has where it goes up back on, I don't know, Good Hope Avenue I believe it is and then takes it over to 43. Yes to that. Got the trucks out of any traffic in downtown that don't have to be there.

Let me see the map. The angular routes of Forest Home and Fond du Lac Avenue will save some time in travel for the people, unless it will save them, and the express buses which I'm not a bus person, but I can see the need for it there on those two routes in particular, and also on the 94 westbound should be an express bus route to serve the southwest, the west and the northeast areas with express bus routes is very important and needed on those routes. Thank you.

MR. YUNKER: Thank you for your comments. We have two more people registered to speak. The next person registered to speak is Bob Greene.

BOB GREENE: I just want to come up and really just quickly reiterate what we heard before but going around on the maps -- do I need to say my name?

MR. YUNKER: No, we have it. Go ahead.

BOB GREENE: Again, this was brought up from others here today, but looking on the maps back there, seeing, for instance, about parking restrictions on arterials, some of the other things, limited access to and from, talking about transportation being more a rapid transit with limited stops in the City or Milwaukee County, but more often in outlying areas, and I look at the top of the plan, it says, you know, transportation plan for Southeastern Wisconsin, but the economics of this on places like Kinnickinnic Avenue that are starting to come back and other areas where you start restricting traffic to these businesses, you're really restricting commerce.

It seems like this plan in and of itself is meant to move a commodity and that's persons, and in looking at the maps showing the proposed

widening of a lot of highways, county trunk especially, it just seems like this is designed to promote urban sprawl to me.

The person before me came up with the Forest Home idea and Fond du Lac, yeah, you got the ends done, it's just connecting the middle. What a great idea. What we need is a regional plan that really is comprehensive I feel and it does really take into consideration the economic impact. Gas, people are going to drive whether gas is 2 bucks a gallon or 4 bucks a gallon. The point is that it's smart growth. I heard a lot about buses raised tonight, and we really need to make sure that's incorporated into this because once the concrete starts to be laid, 2025 is a long time to live with expensive mistakes. Thanks.

MR. YUNKER: Thank you for your comments. The last person registered to speak is Robert McLeod.

ROBERT McLEOD: Thank you for giving me the opportunity to speak. I don't want to take up too much time here, but I just want to say I think the commission is in a unique situation where what we have to have in this area, we're looking at the macroeconomic view, is a regional transportation

authority. If you look back recently we tried to create one. We weren't able to do it, and I think a city the size of Milwaukee and its environs, about a million and a half people, would certainly qualify for something of this sort. And the regional transportation authority would have the ability to create the kind of infrastructure that we're all talking about here. They are involved essentially in public transportation, but the whole scheme of things is the relationship between public and private transportation. We all want to use our own automobiles, no question about that. Nice to get in, drive quickly where you're going, you don't have to worry about schedules or anything like that. But I think that we should think very seriously about the development of a regional transportation authority to be able to coordinate things like the hopeful commuter rail line from Kenosha to Milwaukee. This would be a great infrastructure addition which I think at the present time is badly needed. A half a century ago we had a system like this. The Wisconsin Electric Power Company under the aegis, I believe the term was Milwaukee Electric Oil and Transport Company which was the bus company at the time was running

system to start, because Milwaukee is one of the few metropolitan areas now of our population in the whole United States that does not have something like this in development or ongoing and on and running.

Portland, Oregon, for example, started a system 15, 20 years ago and they've been nothing but expanding it. A system like that which actually moves you intra-city in a very fast fashion sort of like the airlines move you from A to B in a fast fashion, and something like that does it within the structure of a metropolitan area. I think this would be a good thing from the standpoint of what we can look at and what we can look forward to.

One or two other comments here. I think, for example, on the Marquette Interchange which has now been proposed as maybe running up to a billion dollars to renew or redo, whatever you want to call it, I think because this thing isn't really crumbling and needs to be replaced right now and because of our financial problems at the present time, I think what we can do is to put something like this on hold for maybe five years. It wouldn't change anything. The structure and all

interurban lines from Milwaukee through Racine down to Kenosha.

Now we have a commuter line that's going to extend from Kenosha to Chicago under the aegis of Metra, the commuter rail line down there, and extending it to Milwaukee would be a big help because we're developing a major artery, call it a mega artery, if you will, between Milwaukee and Chicago, it's happening, and what we're doing here today, what we're standing for is looking to the future and hopefully developing plans that will be efficacious to all the citizens in the area. I think this is very incumbent on all of us to look at these things in the larger picture, and with the development of something like that and possibly the development of a light rail line in Milwaukee -- we almost had one here just a few years ago. It was vetoed because of the Waukesha County executive. I think that was a big mistake because I thought the original line -- and I started this to some degree because one of my hobbies is transportation history, and of course how we built from that move forward to develop things like a light rail line, commuter technology line from say OMB to downtown Milwaukee to Waukesha would have been an excellent

its arms and legs is adequate. I think that because we have a fiscal crisis here now in the State of Wisconsin I think something like this could be put on hold temporarily, and then as we approach repairing and replacing, changing or improving it, whatever you want to call it, I think we could do this as we go forward and will have more and probably better input because we'll be learning lessons from ourselves and others as far as doing it the correct way the second time around.

One other thing -- this doesn't have to do necessarily with SEWRPC, but we're short of money. And like the gentleman before me talked about, he came from I believe it was Iowa where he spent \$200 on his license fees and his registration for his vehicle. We don't pay a whole lot here in the State of Wisconsin. It was \$25 a few years ago, now it's 45 or so. And I think a 20 percent increase across the board for all modes of transportation that uses our highways would make a lot of sense, and I guess that is what is being proposed. I've heard something like going from 45 to \$55, that's about 20, 25 percent. I think that would be a significant thing that we should consider, and I think that the transportation

structure in our area would be much improved if we consider these things. Thank you very much.

MR. YUNKER: Thank you. We have no one else registered to speak so that ends the public hearing. I want to thank everybody who came to the informational meeting and hearing tonight, and thank those of you who provided comments. Thank you. And staff will remain at the back of the room for a while to answer any questions that you might have.

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

STATE OF WISCONSIN)
COUNTY OF MILWAUKEE) SS:

I, MADONNA L. HARK, a Registered Professional Reporter and Notary Public in and for the State of Wisconsin, do hereby certify that the above hearing was recorded by me on the 26th day of February, 2003, and reduced to writing under my personal direction.

I further certify that I am not a relative or employee or attorney or counsel of any of the parties, or a relative or employee of such attorney or counsel, or financially interested directly or indirectly in this action.

In witness whereof I have hereunto set my hand and affixed my seal of office at Milwaukee, Wisconsin, this 28th day of February, 2003.

Notary Public
In and for the State of Wisconsin

My Commission Expires: June 13, 2004.

SIGN-IN ROSTER

Public Information Meeting and Hearing
Review of Regional Transportation Plan for Southeastern Wisconsin
February 26, 2003

Downtown Transit Center, Harbor Lights Room
909 E. Michigan Street
Milwaukee, Wisconsin

Name	Address	Community
Charles Strauss	1128 N. Jackson St. #107	Milwaukee 53202
Bob Faellak	8309 W. St. Lawrence	Milwaukee 53213
Mike Kramer	P.O. Box 341055	Milwaukee 53234
Richard Stefanik	4014 N. Oakland Ave	Shorewood 53081
Jeff Mues	710 E. Highland Ave #225	Milwaukee 53202
Susan Smith	City of Milwaukee	200-2451
Donna Hughes	P.O. Box 1313	Milwaukee 53201
Ramona Lucero	531 N. 33rd	Milwaukee 53208
David J. Smith	11675 15th St	Milwaukee 53204
Robert H. Weiland Jr	6419 W. Lombard	Milwaukee 53210
S. Sunday Weiland	3033 W. Mt. Vernon Ave	Milwaukee 53208
Mary Wall	3008 W. Mt. Vernon Ave	Milwaukee 53208
Larry Sander (MILW)	4730 W. Lisbon #4	Milwaukee 53210
Ken Kiehlowski	P.O. Box 371	Milwaukee 53201
Robert J. McLean	2711 W. Wells	Milwaukee 53205
Bob Green	835 N. 60th St.	Milwaukee 53213
Bob Weiland Sr	534 N. 33rd St.	Milwaukee 53208
Michael Vebber	3008 W. Mt. Vernon	Milwaukee 53208
Joey Yara	1942 N. 17th St.	Milwaukee 53208
Randy Strang	3445 X St	Milwaukee 53208
	2315 Sprague	Dane 53529

Commission Staff

Kenneth R. Yunker Deputy Director
Robert E. Beglinger Chief Transportation Engineer
Albert A. Beck Principal Planner
Christopher T. Hiebert Senior Planner
Patrick A. Pittinger Senior Planner
David M. Jolicœur Engineer
Gary K. Korb Regional Planning Educator

Appendix A-2

TRANSCRIPT AND ATTENDANCE RECORD PUBLIC INFORMATION MEETING AND HEARING, UNITED COMMUNITY CENTER, CITY OF MILWAUKEE, FEBRUARY 27, 2003

BROWN & JONES REPORTING, INC.

REVIEW OF REGIONAL TRANSPORTATION PLAN FOR SOUTHEASTERN WISCONSIN PUBLIC HEARING

Public hearing of the Southeastern
Wisconsin Regional Transportation Plan, before LISA E.
BURVATH, Notary Public in and for the State of Wisconsin,
at United Community Center, 928 South 9th Street,
Milwaukee, Wisconsin, on the 27th day of February, 2003,
commencing at 6:17 p.m. and concluding at 6:21 p.m.

312 East Wisconsin Avenue
Suite 808
Milwaukee, WI 53202
PHONE: (414) 224-9533
FAX: (414) 224-9635

APPEARANCES

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION, by
MR. KENNETH R. YUNKER, P.E., ASSISTANT DIRECTOR,
W239 N1812 Rockwood Drive,
Waukesha, Wisconsin 53187 1607.

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Mr. Bill Sell.....	1

MR. YUNKER: I have one registration
form. Anybody else? Bill Sell is the first
person registered to speak.

MR. SELL: Thank you. I am a bicyclist,
as you know. I was looking for bicycles in your
plan and I don't see it, but I am going to talk
about cars and buses because I think they work
together. One thing I noticed in the plan is that
there is sort of a -- is this thing going on and
off? I don't mind speaking up.

I know this is a plan that there is sort
of a live and let live attitude about public
transportation. If the local municipalities don't
wish to implement it, then we must accommodate
whatever decisions they make. There is, however,
a prejudice in the plan for motorized vehicles,
including to the point where you are asking the
local municipalities to restrict parking as a way
of moving traffic. That kind of proposal will
discourage more motor vehicles and fewer buses.

I would think that a good regional plan
would include incentives to get the local bus
services to attract more riders. The incentives
would not be to make it easier to drive a car by
removing parking, but the incentives would be to

get motorized vehicles to be going down in
neighborhoods where they can use local businesses
and then they can also use local buses to get them
to where they are going.

So I have given this a very superficial
look. I am sure it's your job to give it a longer
look. I don't see the Planning Commission has
really tried to give them incentives to want to
attract riders. They have incentives to close
down service. You may say they are extending all
of these miles of public transport, but at the
same time there is more miles of bus routes, there
are fewer routes. So I don't understand why the
threat is against bus service. You seem to be
doing nothing to make that work. That's all.

MR. YUNKER: Thank you for your comment.
Is there anyone else who is registered to speak or
who would care to speak? Anybody else? Well,
that then concludes the public hearing. The next
will remain afterwards back at the exhibit to try
and answer any questions that you might have. I
want to thank you for attending. Bill, thank you
for giving us your comments.

(Proceedings concluded at 6:21 p.m.)

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STATE OF WISCONSIN)
) SS:
COUNTY OF MILWAUKEE)

I, LISA C. HORVATH, Notary Public in and
for the State of Wisconsin, do hereby certify that the
proceedings were recorded by me on the 27th day of
February, 2003, and reduced to writing under my
personal direction.

I further certify that I am not a
relative or employee or attorney or counsel of any of
the parties, or a relative or employee of such attorney
or counsel, or financially interested directly or
indirectly in this action.

In witness whereof I have hereunder set
my hand and affixed my seal of office at Milwaukee,
Wisconsin, this 7th day of March, 2003.

Notary Public
In and for the State of Wisconsin

My Commission Expires: October 01, 2006.

SIGN-IN ROSTER

Public Information Meeting and Hearing
Review of Regional Transportation Plan for Southeastern Wisconsin
February 27, 2003
United Community Center, Middle School Gymnasium
920 S. 9th Street
Milwaukee, Wisconsin

Name	Address	Community
Gus Ricca	1910 E. Jarvis St.	Shorewood
Eddie Nagas	1018 S. 9th St.	UCC
Al Castro	304 Plank Rd., Muskegon MI	53149
Chris Szoboda	4630 N. Larkin St. Wauwatosa WI	53211
Bill Sell	2827 S. LENOX St. MILW	53207
Jeff Mentes	City of Milwaukee	280-2451
Kathleen Schiller	375 W. P. Decatur	Milwaukee
David Dore	Milwaukee	CEI
John Ziegler	4440 S. Sunny Slope Road, Appleton WI	53211
David G. G. G. G.	1845 N. Fairchild Ave., Sk 270	Milwaukee 53203
Bill Mann	4260 S. Wisconsin Ave.	New Berlin

Commission Staff

Kenneth R. Yunker Deputy Director
Robert E. Beglinger Chief Transportation Engineer
Christopher T. Hiebert Senior Planner
Gary K. Korb Regional Planning Educator

Appendix A-3

TRANSCRIPT AND ATTENDANCE RECORD PUBLIC INFORMATION MEETING AND HEARING HEARTLOVE PLACE AUDITORIUM, CITY OF MILWAUKEE, FEBRUARY 27, 2003

BROWN & JONES REPORTING, INC.

REVIEW OF REGIONAL TRANSPORTATION PLAN
FOR SOUTHEASTERN WISCONSIN
PUBLIC HEARING

COPY

Public hearing of the Review of Regional Transportation Plan for Southeastern Wisconsin, before LINDA J. SAARI, a Registered Merit Reporter and Notary Public in and for the State of Wisconsin, at HeartLove Place Auditorium, 3229 North Dr. Martin Luther King, Jr. Drive, Milwaukee, Wisconsin, on the 27th day of February, 2003 commencing at 6:00 p.m. and concluding at 6:43 p.m.

312 East Wisconsin Avenue
Suite 609
Milwaukee, WI 53202
PHONE (414) 274-9633
FAX (414) 274-9875

2

A P P E A R A N C E S

Southeastern Wisconsin Regional Planning Commission, by
MR. PHILIP C. EVENSON, AICP
Executive Director
MR. ALBERT BECK
Principal Planner
MR. PATRICK A. PITTENGER
Senior Planner
MR. DAVID M. JOLICOEUR
Engineer

I N D E X

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Non-Registered Speakers	
MR. MARK PETERS	6

25

TRANSCRIPT OF PROCEEDINGS

MR. EVENSON: We would be happy to answer any questions you have or take any comments you might want to make for the record. If you'd be so kind to help the reporter, come up to the microphone and give your name and address and we'll do our best to accommodate you. Thank you.

MS. ROSE STIETZ: I've testified several times, and I get more frustrated all the time, because I don't think you're hearing, because I keep hearing you coming back and say, "No, we need to reaffirm this. We're doing very well."

My name is Rose Stietz, S-T-I-E-T-Z. I live about six, eight blocks from here. I drove my car. I didn't walk. I didn't take a bus. Not safe in this neighborhood to do that after dark. Sometimes during the daylight.

So basically I know you're talking regional, but I'm talking local, which is part of regional. And I'm talking about those non-choice riders. The choice riders always have a choice. The non-choice riders don't have a choice most of the time.

I'd like to be a choice -- I mean, I'd like to be a non-choice rider, but I have to be a

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choice rider.

One of the frustrations that I have is we tried commuter rail a few years ago. It flopped. It flopped terribly. And it flopped because it was only for choice riders. The non-choice riders didn't ride commuter. It didn't serve their purposes. And besides that, it was so much more expensive than light rail would have been, and bus service combined would have been. It cost eight or more dollars to ride commuter. It would have cost less than dollar-and-a-half to ride if we had regular, other light rail type things. So we're already pricing the non-choice riders out of existence. The commuters went where the non-choice riders didn't go. They wanted to take their kids to babysitters, they wanted to get to the grocery stores, to the hospitals. Before they went to work, after they went to work, they need to get shopping. That doesn't help them out.

So if we're going to try to get public transportation we need to get public transportation for the non-choice riders who can then hook into the choice -- into the farther-out things. But besides going to work they've got all these other things to do. And some of them get up at 4:00 in

25

1 the morning just to get some of that stuff done.
 2 you talked about widening the freeways.
 3 And I guess another frustration is my mother was
 4 driving back in the early 1900s when cars first
 5 came into being. I think we all know that what
 6 used to take 100 years now takes ten. And so when
 7 I heard we were going to need all of this amount of
 8 expansion in 50 years, I'm saying to myself doesn't
 9 anybody think transportation is going to change in
 10 50 years? You think we're still going to be
 11 driving cars and riding around just like we are
 12 now? Is anybody thinking that in 50 years
 13 transportation is going to look totally different
 14 and we don't have to have all these big wide
 15 freeways, or are we building them so that we can't
 16 change the way we do our transportation.

17 I just get so frustrated, because I think
 18 we're not thinking out of the box. We're thinking
 19 in the box, and we're not allowing ourselves to
 20 prepare for the future. And if we're still driving
 21 on freeways, and everybody in their own cars 50
 22 years from now, something is really, really wrong,
 23 because the rest of the world is changing in five
 24 years, and in a few years it's going to be in one
 25 year everything will change.

1 So I just am, again, coming back to
 2 Milwaukee is the biggest city in the regional area,
 3 it's got the most needs for public transportation
 4 in the area, and all I hear is people looking at
 5 choice riders to get them their faster and faster
 6 and faster.

7 And I noticed when you did the public
 8 transportation part you didn't have any details,
 9 you only said 35 percent more. The rest of them
 10 had it spelled out, but you got to that one, two
 11 little short lines and one of them said 35 percent.
 12 No details. So I think as regional people you're
 13 totally overlooking the inner city, and those are
 14 the public transportation riders.

15 MR. EVENSON: Thank you for your
 16 comments. Anybody else want to comment?

17 MR. MARK PETERS: Couple questions. I
 18 don't know the difference between --

19 MR. EVENSON: You want to give us your
 20 name for the record?

21 MR. MARK PETERS: Mark Peters from
 22 Milwaukee. The difference between commuter and
 23 light rail is what?

24 MR. EVENSON: Technology. Commuter rail
 25 is basically a traditional heavy locomotive-driven

1 with coaches like you see on a Metro system.

2 MR. MARK PETERS: What we usually think
 3 of as trains?

4 MR. EVENSON: As trains, yeah. Light
 5 trail is the old street car technology souped up to
 6 today's standards. There's some very nice light
 7 rails.

8 THE WITNESS: My other question is simply
 9 in regard to some of the questions that Ms. Stietz
 10 has just raised, others have raised about whether
 11 the needs of the City and urban residents are being
 12 considered and so forth.

13 What is the current makeup of the
 14 Commission, and are any people from those areas
 15 included?

16 MR. EVENSON: The Commission consists of
 17 21. It is individuals specified by state law how
 18 it's made you up; three from each of the seven
 19 counties. One of the members from each county is a
 20 county board supervisor or a county executive
 21 appointed by the County, two of the members are
 22 appointed by the governor; in each case one on his
 23 or her motion, one from a list that the County
 24 gives them. So the staff has nothing to do with
 25 the makeup of the Commission.

1 Today we have -- In Milwaukee County we
 2 have three commissioners. Supervisor Dan
 3 Diliberti, I believe, lives in the City of
 4 Milwaukee in the Jackson --

5 MS. ROSE STIETZ: Not in the inner city.
 6 I live in the city, not the inner city.

7 MR. EVENSON: Excuse me. Excuse me.
 8 Lives in the Jackson Park area, the south side.
 9 William Drew, who is another member on the
 10 Commission, I believe, is a city resident. I think
 11 he lives in the Washington Heights neighborhood.
 12 And Linda Seemeyer, who is the deputy, or the
 13 Director of Administrative Services under Scott
 14 Walker's management in Milwaukee County. And,
 15 frankly, I don't know where she lives. Those are
 16 the three Milwaukee.

17 MR. MARK PETERS: I guess in light of
 18 that my comment would simply be, clearly the needs
 19 of the central city are not met. There's nobody
 20 there to speak for them. That seems pretty clear.

21 MR. EVENSON: I think -- I don't want to
 22 get into a debate on this particularly, because I
 23 don't think it's going to get us anywhere, but the
 24 Commission really exists to sponsor a process. And
 25 most of our work, almost all of our work is really

1 done by a number of different advisory committees,
2 and those committees are structured differently
3 depending on upon what we do. And we try to be as
4 inclusive as possible in putting all of the
5 represented interests on advisory committees.

6 MR. MARK PETERS: The final question then
7 would be if inner city residents or advocates for
8 that were interested in getting input about these
9 issues where would they go?

10 MR. EVENSON: What do you mean? When you
11 say "getting input" what do you mean? Serving on a
12 committee?

13 MR. MARK PETERS: Or giving input to the
14 appropriate committee.

15 MR. EVENSON: Every one of our projects,
16 like the freeway study, has input possibilities
17 galore, whether it's -- And the advisory committee
18 makes a recommendation. They send us out. We had
19 a number of hearings, and there was plenty of time
20 for input. And we got a lot of input on the
21 freeway study, for example. That's one way to do
22 it.

23 We operate the web site that takes e-mail
24 input if you want e-mail, you can send us a letter,
25 you can call us up by phone. You know, whatever

1 technique works we try to use to get as much input
2 as we probably can.

3 MS. ROSE STIETZ: How many non-choice
4 rides do you have on the committee?

5 MR. EVENSON: Which committee are you
6 talking about?

7 MS. ROSE STIETZ: The regional committee.

8 MR. EVENSON: The Regional Commission?

9 THE WITNESS: Yes. How many non-choice
10 riders do you have?

11 MR. EVENSON: I don't know. I guess that
12 they probably all have automobiles.

13 THE WITNESS: Good guess.

14 MR. EVENSON: What's your point?

15 MS. ROSE STIETZ: They can't understand
16 it. They can't understand the situation of a
17 non-choice rider.

18 MR. EVENSON: Why is that so difficult?
19 I can understand it.

20 THE WITNESS: Do you take the bus?

21 MR. EVENSON: Occasionally.

22 MS. ROSE STIETZ: Could you park your car
23 for a week and take the bus for a week, and then
24 come back and tell me you understand it?

25 MR. EVENSON: I used to ride the bus.

1 When I first worked for the Commission I used to --
2 MS. ROSE STIETZ: No, you just park your
3 car and take the bus. Don't take your car out for
4 a week, just park your car for a week. Don't take
5 it anywhere. And then come back and say you
6 understand non-choice riders.

7 MR. EVENSON: Could I do that?

8 MS. ROSE STIETZ: Yes.

9 MR. EVENSON: I could, sure.

10 MS. ROSE STIETZ: Would you?

11 MR. EVENSON: Sure.

12 MS. ROSE STIETZ: Okay.

13 MR. EVENSON: Give me an opportunity,
14 I'll do it.

15 MS. ROSE STIETZ: Okay. Give me a week
16 and I'll check in with you.

17 MR. EVENSON: I mean, I don't think this
18 is so mysterious. I grew up in the central city of
19 Kenosha. You know, I rode buses all the time as a
20 kid. I know what it's like. This isn't so
21 difficult to understand.

22 MS. ROSE STIETZ: But it's difficult to
23 live.

24 MR. EVENSON: Well, it's difficult to
25 live. What would you have us do?

1 MS. ROSE STIETZ: Get some a non-choice
2 riders on your committee.

3 MR. EVENSON: But what would that change?

4 THE WITNESS: They could tell you the
5 facts of life. Milwaukee has the most, the biggest
6 population, and yet we're planning for all of these
7 six counties besides Milwaukee County. I mean --

8 MR. EVENSON: There's planning going on
9 for Milwaukee County.

10 THE WITNESS: But when we looked at the
11 regional plan, was it three-fourths of the widening
12 was going to happen in Milwaukee County. The other
13 six counties all said, "Yeah, we want it," but
14 Milwaukee County is getting the burden of it all.
15 I mean, and we don't have the input, because they
16 said, "Well, six of them agreed. Why doesn't
17 Milwaukee County agree?" Milwaukee County is
18 getting the burden of everything else. And if it
19 looks like Milwaukee County is fighting you, you
20 should look at why Milwaukee County is fighting.

21 MR. EVENSON: I don't look at anybody
22 fighting anybody. I don't view it that way. I
23 view it as a process to try to seek a consensus.

24 If you think for one minute we're going
25 to ignore the position of the City of Milwaukee,

1 and the Milwaukee County Board of Supervisors on
2 the freeway city, think again.

3 MS. ROSE STIETZ: I heard it downtown,
4 and it was like almost against widening and all of
5 that was like 100 percent to zero in support of it.
6 And the only two people in the room that I heard
7 supported it were the two people from the Planning
8 Commission.

9 That's why I say I get really frustrated,
10 because I come and I heard that that day, I heard
11 it before, and I heard people say, "we don't want
12 this," and then I come here and then, "we think you
13 should reaffirm it." Isn't there anybody
14 listening?

15 MR. EVENSON: The current plan doesn't
16 include freeway widening. Shouldn't we reaffirm
17 it? Wouldn't you say, "yes, go ahead and reaffirm
18 it?" Wouldn't that be your view point?

19 MS. ROSE STIETZ: No, because what you're
20 talking about still isn't the hitting the
21 non-choice riders in Milwaukee County.

22 MR. EVENSON: What would you have us --
23 Help me out. What would you have us do to help the
24 non-choice rider?

25 MS. ROSE STIETZ: Have some non-choice

1 people on your committee that can really explain
2 and really help guide you.

3 MR. EVENSON: Why can't you explain it to
4 me now?

5 MS. ROSE STIETZ: Because I'm a choice
6 rider. I'm not a non-choice rider. You've got to
7 have people who are affected be on your committee,
8 and if you don't it's going to not -- I mean,
9 everybody can talk, but only the people who are
10 non-choice riders day, by day, by day, by day are
11 the only ones that can really, really tell you
12 where it's at, and I'm not one of those. I have my
13 car outside, and I'm going to go home. Thanks.

14 MR. EVENSON: Okay. Anybody else want to
15 comment? Anybody else?

16 MR. MARK PETERS: I would simply affirm
17 what she just said. To say that the people who are
18 on the Board can understand the positions of the
19 non-choice riders I think is silly. You wouldn't
20 say you don't need anyone from Waukesha County,
21 because the other counties can understand their
22 position. You wouldn't do that. You have equal
23 representation. But from this very key demographic
24 you have no representation whatsoever.

25 MR. EVENSON: Well, I don't think I need

1 to be a farmer to understand the problems a farmer
2 has.

3 MR. MARK PETERS: Oh, I think you do.

4 MR. EVENSON: When urban development
5 moves in --

6 MR. MARK PETERS: Just like you need to
7 be a woman to understand the problems of women, you
8 need to be African American to be understand the
9 problems of African Americans. If you believe you
10 can understand those things without input from
11 those people --

12 MR. EVENSON: You're talking about a
13 transportation infrastructure here. We're not
14 talking about all of the problems that any of us
15 face in our daily lives.

16 I think I can understand the
17 needs of people who have to get to work,
18 who have to get to school, who have to get
19 to day care, who have to change trips, who
20 have a lot of problems. You don't to have
21 to be a rocket scientist to understand that
22 there's a planning process that has to go on
23 to try to address those problems.

24 MR. MARK PETERS: So in light of that
25 what has the Commission identified as the biggest

1 ways to help these non-choice riders with their
2 problems?

3 MR. EVENSON: More transit service of
4 various kinds.

5 MR. MARK PETERS: You mean more buses
6 coming more often?

7 MR. EVENSON: Yes, that's part of it.
8 More routes. We work with the WETAP program to try
9 to find directed service, you might say, or
10 tailored service to meet the groups, or to meet the
11 needs of those who are particularly needy with
12 child care or whatever it is.

13 MR. MARK PETERS: Okay. What about
14 safety on those bus lines? She was just saying
15 it's unsafe --

16 MR. EVENSON: Yeah.

17 MR. MARK PETERS: -- to take the bus at
18 night here and so forth.

19 MR. EVENSON: You know, that's a good
20 point. I would say the, you know, the transit
21 operators -- we're not operators of the system. We
22 recommend that they look at safety problems and
23 they take appropriate actions. We're not the only
24 game in town on planning and implementation. We
25 have a certain responsibility. We get handed -- As

1 we said, we hand these things off to the transit
2 operators, to the highway agencies to follow
3 through. We're system planners. We don't have all
4 the answers to every problem that a highway or
5 transit agency gets.

6 MR. MARK PETERS: It would simply seem to
7 me that if for no other reason than public
8 relations you would want to get some of these
9 non-choice riders represented so you could say to
10 people like that, you know, "We are listening, we
11 have that input."

12 It almost seems to me like there's a
13 defensiveness when that issue comes up that would
14 lead me to believe that they probably have a good
15 point.

16 MR. EVENSON: The state law specifies how
17 our Commission is made up. I can't change that. I
18 can't tell the governor --

19 MR. MARK PETERS: Then they should
20 contact their state representatives if they want
21 that changed?

22 MR. EVENSON: That's right. Exactly
23 right.

24 Any other comments? Any other
25 comments? If not, it's almost quarter to

1 seven. I'll declare the public hearing
2 closed. Close the record. Thank you very much
3 for your attendance.

4 (Proceedings concluded at 6:43 p.m.)

5 * * * * *

1 STATE OF WISCONSIN)
2) SS:
3 COUNTY OF MILWAUKEE)
4

5 I, LINDA J. SAARI, a Registered Merit
6 Reporter and Notary Public in and for the State of
7 Wisconsin, do hereby certify that the above proceedings
8 were recorded by me on the 27th day of February, 2003,
9 and reduced to writing under my personal direction.

10 I further certify that I am not a
11 relative or employee or attorney or counsel of any of
12 the parties, or a relative or employee of such attorney
13 or counsel, or financially interested directly or
14 indirectly in this action.

15 In witness whereof I have hereunto set my
16 hand and affixed my seal of offices at Milwaukee,
17 Wisconsin, this 6th day of March, 2003.

18
19 _____
20 Notary Public
21 In and for the State of Wisconsin

22 My Commission expires December 14, 2003.
23
24
25

SIGN-IN ROSTER

Public Information Meeting and Hearing
Review of Regional Transportation Plan for Southeastern Wisconsin
February 27, 2003

Hearlove Place, Auditorium
3229 N. Dr. Martin Luther King, Jr. Drive
Milwaukee, Wisconsin

Name	Address	Community
Katherine Nilles	4848 N. Lyndale Ave	Glendale
Dana Spencer	4550 St.	
Peter M. Mullen	2300 N. Dr. M.L.K., Jr. Dr.	State
Dave Windsor	941 N. Brookway	City of Milwaukee
Rose Stierle	P.O. Box 1250	Deerfield
Mark Peters	714 W. B. L. H. Ave	Milwaukee

Commission Staff

Philip C. Evenson Executive Director
Albert A. Beck Principal Planner
David M. Jolicoeur Engineer
Patrick A. Pittinger Senior Planner

Appendix A-4

OPENING REMARKS AND PRESENTATION BY COMMISSION STAFF AT EACH PUBLIC INFORMATION MEETING AND HEARING

Welcome to this public meeting and hearing on the review of the regional transportation plan for southeastern Wisconsin. My name is _____. I am the _____ of the Southeastern Wisconsin Regional Planning Commission. I will now briefly review the format for today's meeting and hearing. The session has three parts: the first part consisted of the open house that was held here this afternoon from 4:00 to 6:00 p.m. at which the public had an opportunity to review information regarding the current regional transportation plan and an opportunity to ask questions of study staff; the second part of the session will consist of a presentation on the regional transportation plan and its implementation to date; and, the third part of the session will be the public hearing, with statements from those of you that are present this evening who may wish to offer formal comments on the plan.

As you entered the room here tonight, you had an opportunity to fill out a speaker registration form on which you could indicate your desire to be heard. If anybody needs a speaker registration form at this time, please raise your hand and a study staff member will give you a speaker registration form, and when you have one filled out to speak, also raise your hand and they will pick those forms up. After the presentation, those of you who wish to be heard will be called upon to make your statements in the order in which the forms have been submitted. Your statement will be taken down by study staff and recorded. The statements will be documented in the record of public comments. We will now provide to you a presentation on the regional transportation plan and its implementation to date.

[Staff Presentation]

It is now time to receive comments. This hearing is intended to receive your comments concerning the preliminary plan. I want to emphasize that the purpose of the hearing is to hear your comments, and not to be a question and answer period. There was an opportunity to meet with study staff and to review study materials earlier, and study staff will be available after the hearing this evening to answer additional questions.

We ask that you keep your comments to about ____ minutes. You will be notified when you have about one minute remaining. We want everyone to have an opportunity to express himself or herself this evening, and if you don't have enough time to provide your comments in the ____ minutes allowed, you may have an opportunity to speak again. If time permits, you will be allowed to speak a second time after all persons that have registered to speak have had an opportunity to do so. When you provide your comments, please come up to the front and use the microphone so that the court reporter and everyone else in the room can hear your comments.

I would also like to point out that comments may also be provided in writing. Forms for this purpose, which may be submitted this evening or mailed to the address on the form, are available from study staff at the entrance to the room. The public comment period on the plan extends through March 11, 2003, and written comments may be provided to the Commission through a variety of other methods. For contact information such as a mailing address and an e-mail address, please see the study newsletter available at this meeting

[Public Comment Portion of Meeting]



Review of Regional Transportation Plan for Southeastern Wisconsin



February 2003

1



Outline of Presentation

- **Introduction**
- **Review of regional transportation plan recommendations**
- **Review of implementation of regional transportation plan to date**
- **Consider reaffirmation of regional transportation plan**



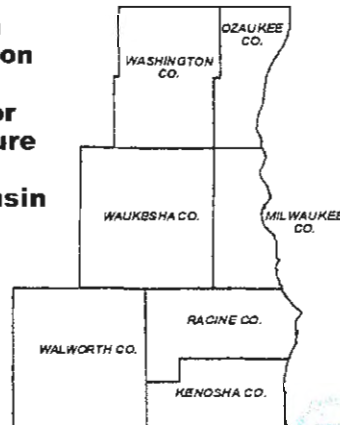
2



Introduction

- **The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official areawide planning agency for the land use and infrastructure development in the seven county Southeastern Wisconsin Region.**

- Transportation
- Flood management
- Sewerage
- Parks and open spaces
- Environmental corridors
- Natural areas
- Urban and rural development



3



Introduction (continued)

- **With respect to transportation, the Commission has the following responsibilities for the seven county Region:**
 - Consider current transportation needs
 - Consider future transportation needs
 - Recommend an advisory long-range regional transportation plan of actions to address those needs
- **By law, the plans of the Regional Planning Commission are advisory to State, county, and municipal governments.**

4



Introduction (continued)

- **No recommendation of the regional transportation plan can proceed directly to implementation.**
 - **Public transit 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.**
 - **The responsible State, county, or municipal government determines whether and how each arterial street and highway recommendation may proceed to implementation.**

5



Introduction (continued)

- **Over the last few years, the Commission has been involved in a number of studies which, when completed, may result in refinement, amendment, and additions to the recommendations of the regional transportation plan.**
 - **Regional freeway system reconstruction study**
 - **Corridor transit study of extending Chicago-based Metra commuter rail from Kenosha to Racine and Milwaukee.**
 - **Milwaukee Downtown Connector study considering light rail and bus guideway technology.**

6



Introduction (continued)

- **During these studies, questions have been raised, and comments have been made, concerning:**
 - **The continued commitment of the Regional Planning Commission to the existing recommendations in the regional transportation plan.**
 - **The degree to which regional transportation plan recommendations have been implemented.**



Introduction (continued)

- **This purpose of the present series of public information meetings and hearings is to:**
 - **Provide information about regional transportation plan.**
 - **Review plan implementation to date.**
 - **Receive comment on the regional transportation plan.**
 - **Consider reaffirmation of the recommendations in the regional transportation plan.**



Regional Transportation Plan Recommendations

- **The regional transportation plan for the seven counties in southeastern Wisconsin has three principal elements:**
 - Public transit
 - Transportation systems management
 - Arterial streets and highways
- **The current regional transportation plan was adopted in 1997 and has a design year of 2020.**

9



Regional Transportation Plan Recommendations (continued)

- **Regional transportation plan is designed to serve the existing development pattern, and to promote the attainment in the future of a more centralized regional land use settlement pattern.**
 - Encourage stabilization and revitalization of the urban centers of the Region.
 - New urban development to occur as infill and redevelopment in existing urban centers, and in defined urban growth areas.
 - “Smart” land use growth at regional and neighborhood levels.

10



Regional Transportation Plan Recommendations (continued)

■ Public Transit Plan Element

- The regional transportation system plan recommends the substantial improvement and expansion of transit service in the Region, including major increases in the levels of rapid and express transit service, as well as increases in the level of local transit service.
- In total, the plan proposes an approximately 70 percent increase by 2020 in transit service as measured by daily vehicle-miles of bus service.

11



Regional Transportation Plan Recommendations (continued)

■ Rapid Transit



- Service throughout the day in both directions, with convenient service frequencies of 5 to 30 minutes in peak travel periods and 30 to 60 minutes in off-peak periods.
- Stops every 3 to 5 miles to increase accessibility and facilitate reverse commuting.
- Relatively high overall travel speeds averaging 25 miles per hour, about twice typical local transit speeds.
- Proposed rapid transit service is nearly 4 times current service.

12

Regional Transportation Plan Recommendations (continued)



Express Transit

- Buses operating over a grid of 12 limited-stop routes in Milwaukee and Waukesha Counties. Express service is also proposed between the Kenosha and Racine urbanized areas.
- Service throughout the day with convenient service frequencies of 10 minutes during peak periods and 20 to 30 minutes during off-peak periods.
- Stop spacing of about every one-half mile.
- Proposed express service is nearly 4 times current service.

13

Regional Transportation Plan Recommendations (continued)



Local Transit

- Recommended improvement in local transit service frequency and extension to developing areas.
- Recommended 35 percent expansion of local transit service.

14



Regional Transportation Plan Recommendations (continued)



- **Upgrading to Rail Transit or Bus Guideways**
 - Recommended consideration through the conduct of corridor transit alternatives analysis studies of the upgrading of bus rapid transit service to commuter rail and bus express transit service to light rail or bus guideways.
 - Studies underway of commuter rail in Kenosha-Racine-Milwaukee corridor and of bus guideway and light rail in Milwaukee downtown connector study.

15



Regional Transportation Plan Recommendations (continued)

- **Transportation Systems Management Plan Element**
 - Encourage more efficient use of the existing transportation system.
 - Obtain maximum practicable capacity from existing transportation facilities.
 - Promote and enhance alternatives to the automobile.
 - Seven measures are proposed:
 - Freeway traffic management
 - Arterial curb-lane parking restrictions
 - Traffic engineering
 - Advanced traffic management technology
 - Travel demand management promotion
 - Detailed land use planning and site design
 - Transit systems service enhancement

16



Regional Transportation Plan Recommendations (continued)

- **Arterial Street and Highway System**
 - System preservation: maintaining existing facilities
 - 3,074 route-miles of preservation of existing facilities, representing about 85 percent of the total planned arterial system in the year 2020.
 - System improvement: widening existing facilities with additional lanes
 - 414 route-miles of widened and improved facilities, representing about 11 percent of the total planned arterial system in the year 2020.
 - System expansion: constructing new facilities
 - 124 route-miles of new arterial facilities, representing about 4 percent of the total planned arterial route-miles in the year 2020.
- Arterial street and highway improvement and expansion are added to the plan as measures of last resort, addressing traffic volume and congestion which will not be alleviated by proposed public transit, systems management, or land use measures.

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Review of Implementation to Date of Year 2020 Regional Transportation Plan

- **Public Transit**
 - Between 1995 and 2001 transit vehicle-miles of service in southeastern Wisconsin increased by over 20 percent. Transit vehicle-miles of service declined about 4 percent in year 2002 and are expected to decline another 4 percent in 2003. The estimated amount of transit service expected to be provided in 2003 still represents an increase in transit service of about 12 percent since 1995.
 - Implementation of rapid transit linking Ozaukee and Milwaukee Counties and Washington and Milwaukee Counties.
 - Expansion of rapid and express transit linking Milwaukee and Waukesha Counties.
 - Expansion of local transit service by each transit operator: Milwaukee County, City of Waukesha, Waukesha County, Cities of Racine and Kenosha.
 - County-wide shared-ride public taxi service implemented in Ozaukee and Washington Counties.

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Review of Implementation to Date of Year 2020 Regional Transportation Plan (continued)

- **Arterial Streets and Highways**
 - 81 miles, or 15 percent of the proposed 538 miles of arterial street widening or new surface arterial facilities have been implemented and are open to traffic.
 - Other planned surface arterial improvements and extensions are in the process of being implemented, including preliminary engineering, final engineering design, or construction.

19



Summary and Conclusions – Review and Reaffirmation of Regional Transportation Plan

- **Reasonable progress towards plan implementation of adopted year 2020 regional transportation system plan.**
 - 12 percent expansion of transit through 2003, representing implementation of 16 percent of planned expansion through year 2020 (7,600 of planned 46,500 new bus-miles of transit service).
 - Implementation of 15 percent of planned surface arterial improvement and expansion (81 of 538 miles)
- **Appropriate to reaffirm year 2020 regional transportation system plan and to extend design year to 2025, providing a continuing 20-year timeframe for the plan and its forecasts.**

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Appendix B

**WRITTEN COMMENTS RECEIVED BY THE COMMISSION REGARDING
THE REGIONAL LAND USE AND TRANSPORTATION PLANS DURING THE FORMAL
PUBLIC COMMENT PERIOD: FEBRUARY 10, 2003 THROUGH MARCH 11, 2003**

Public Transit

- The plan proposes a 70% increase in transit service over 25 years, as measured by daily vehicle-miles of bus service. How will this be implemented given cuts by Milwaukee County and proposed state cuts?
- How does this level of service compare to other metro-areas of our size around the country? Comparison should be made, not just based on length of transit service, but also on frequency of service.
- Are we offering our population the competitive array of transportation options that other cities of our size are planning?

Local Transit

County reductions in bus routes, stops and frequency will make it harder to reach the goals in the 2020 plan. Ways to meet this challenge should be included in the updated plan.

Upgrading to Rail Transit or Bus Guideways:

Rail Transit has the advantage of offering new access points to a transportation system. Opening new corridors, based on the availability of unencumbered track lines, has clear advantages:

- Encourages smart growth and transit oriented development
- Provides better service for the handicapped and those who can't afford to own and maintain cars
- Diversifies our transportation infrastructure to make the population less dependent on one form of transportation.
- Takes cars and buses off the road if well planned.

Arterial Street and Highway System

- Adopt a plan that emphasizes system preservation or a fix it first attitude.
- Adding road infrastructure imposes high costs for maintenance of the system over the life of the road and those lifetime costs should be figured into the plan for new lanes.
- Studies of mobile source air pollution and health of the population along the road corridors should be considered in long-range plans. Local hot spots should be identified and monitored, rather than relying on regional air quality measures.
- See what California is doing in this regard at <http://www.southlandreports.com/22703Story1.htm>

Submitted by:
Russette Williams
Sierra Club
Conservation Program Coordinator
414-453-3127

1) NEIGHBORHOODS: You must provide details of exactly where and how reconstruction and other transportation plans will affect our neighborhoods. We know, for example, that almost half the businesses to be torn down for freeway reconstruction are in low-income neighborhoods, and many of the homes and businesses are in minority communities - yet SEWRPC has said publicly that it did not consider all options to reduce the number of homes and businesses to be torn down. We also don't know whether SEWRPC looked at the harm which could come to neighborhood businesses if traffic is diverted off our local streets and on to the freeway. Many of our communities also will be forced either to put up with the noise of increased freeway traffic or be surrounded by ugly noise barriers. SEWRPC also did not tell us what other effects of the freeway reconstruction process would be, or discuss whether and how these would affect our communities. Before the reconstruction - or any other - project goes forward, we need to know exactly how our communities will be affected and what options could have been considered to reduce those effects, and we must be involved in making decisions on how to address those issues.

2) TAXES: Any SEWRPC plan must evaluate what tax base reductions will occur - and whether, as in the case of Freeway Reconstruction, those will disproportionately effect communities like the City and County of Milwaukee, which have far more minority and low-income families than the other SEWRPC counties. Any SEWRPC plan also must evaluate what increased local taxes - such as for maintaining local roads onto which traffic is diverted during freeway reconstruction - are likely to occur, and which communities are likely to be hardest hit by those increases.

3) TRANSIT: Our communities depend on transit for access to employment, education, health care and recreation. The Regional Transportation Plan shows that almost one-third of African-Americans in Southeast Wisconsin, and many other minority persons, have no access to a motor vehicle (data which SEWRPC inexplicably left out of the Freeway Reconstruction proposal). While the proposals do discuss possible future expansions of transit, they do not guarantee that those increases will actually occur - and in fact the Regional Transportation Plan Review shows a recent decrease in bus service. The proposals do not evaluate prioritizing and implementing transit improvements before additional freeway and other road reconstruction and expansion occurs. They do not discuss what efforts are being made or are necessary to obtain dedicated funding for transit. The proposals also do not discuss whether, as we believe, spending \$6.2 billion on freeway expansion will lead to even greater reductions in mass transit funding.

4) HOUSING: There is no question that metropolitan Milwaukee - particularly the Milwaukee suburbs - are extremely segregated. However, the SEWRPC land use plan simply does not discuss race, much less the interferences of race, housing, employment and transportation. The SEWRPC plan must do more than encourage compact development. They must seriously look at Wisconsin's Smart Growth law and develop methods to require all areas, and especially suburban communities, to provide a fair share of affordable housing, and to guarantee fair housing for all the region's residents.

5) EMPLOYMENT: Any analysis of the benefits of a SEWRPC project which claims to increase jobs for low-income and minority residents must look seriously at the accessibility and type of those jobs. For example, while the Freeway Reconstruction study says that freeway widening

2



NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE
Milwaukee Branch
3500 NORTH 36TH STREET
MILWAUKEE, WI 53206
(414) 871-1000 FAX (414) 871-1091
Jerri Ann Hamilton, President

March 11, 2003

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

RE: Freeway Reconstruction AND Review of Regional Transportation Plan

Dear Mr. Evenson,

I am writing to you as President of the National Association for the Advancement of Colored People - Milwaukee Branch. Our organization, the oldest civil rights organization in the United States, represents the interests of African American residents in Milwaukee.

Because of the overlap between issues involved in Freeway Reconstruction and in the Regional Transportation Plan Review, a single letter is being sent to you to be included in the comments for both proposals and to be addressed by the Commission.

With respect to Freeway Reconstruction, SEWRPC should respect and adopt the votes of the Milwaukee County Board and the City of Milwaukee against widening the freeway in Milwaukee. As you know, Milwaukee is home to three quarters of all minorities and low income families, and more than 85% of all African-Americans in the SEWRPC region. Neither SEWRPC nor the Study Advisory Committee - which do not include organizations representing our communities - should be allowed to ignore or override the votes of our City and County.

We also insist that in developing, revising or amending any plan, and before sending any plan to the Wisconsin Department of Transportation, you actively solicit participation from and involve low-income and minority persons. This means more than trying to "sell" a SEWRPC proposal to our communities. It means seriously involving low-income and minority communities in the decision-making process.

In addition, the Freeway Reconstruction proposal and the Regional Transportation Plan (and any other SEWRPC plans) must be amended to consider seriously the issues that affect our communities.

will increase jobs for low income and minority residents, it is not clear that those jobs will be accessible by public transportation, will pay living wages or will have any benefits. Any SEWRPC plan also should make all efforts to provide road building and other construction jobs to low income and minority residents in proportion to their population in our community.

6) HEALTH AND POLLUTION: Any SEWRPC plan must look seriously at the possible health and pollution effects of any increased automobile traffic, and the planning process needs to include public health experts. For example, Southeastern Wisconsin has one of the worst ozone pollution problems in the country AND asthma rates among African-Americans that are much higher than those among whites. Although SEWRPC claims that ozone levels will decrease as cars get cleaner, the U.S. E.P.A. says that despite emissions improvements over the years, ozone pollution from motor vehicles has not gone down because people drive more. In addition, SEWRPC did not look at the issue of whether people in low-income and minority communities drive older, dirtier cars and therefore whether the problems will be worse in our neighborhoods. SEWRPC also must seriously evaluate other health effects, such as studies showing increased cancer rates and increased rates of other respiratory diseases among persons who live close to freeways - and develop ways to reduce those effects.

We urge SEWRPC to make serious efforts to obtain and listen to community input, and to address the needs of low income and minority communities, in any further actions it takes.

Very truly yours,

Jerri Ann Hamilton
Jerri Ann Hamilton
President

3

REC'D
MAR 10 1968

Philip Evenson, Executive Director
SEWRPC
W239N1812 Rockwood Dr.
PO Box 1607
Waukesha, WI 53187-1607

We are writing on behalf of Women and Poverty Public Education Initiative. Our organization represents low-income single parents residing in central city Milwaukee.

First, we believe Milwaukee residents have spoken through the votes of the Milwaukee County Board and the Common Council of the City of Milwaukee against widening the freeway in Milwaukee. Since Milwaukee is home to three-quarters of all minorities and low-income families, and more than 85% of all African-Americans in the SEWRPC region, neither SEWRPC nor the Study Advisory Committee—which does not include organizations representing our communities—should be allowed to ignore or override the votes of our City and County.

In addition, the Freeway Reconstruction proposal and the Regional Transportation Plan (and any other SEWRPC plans) must be amended to seriously consider the issues that affect our communities:

- communities-yet SEWRPC has said publicly that it did not consider all options to reduce the number of homes and businesses to be torn down.

- We urge SEWRPC to make serious efforts to obtain *and listen to* community input, and to address the needs of low-income and minority communities, in any further actions it takes.

Jean Verbet
Executive Director

RECEIVED
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SEWRPO OF

PUBLIC INFORMATION MEETING AND HEARING ON
REGIONAL TRANSPORTATION PLAN FOR SOUTHEASTERN WISCONSIN

Name Key Snyder
~~Address~~ Nov. 4, 2003 Tue.
 Mailing Address 1935 N. Prospect Ave #16
Ripon, Wisconsin 53202
C.S. N.Y. Community 400 Minn
 Comments sketches, essays, and letters

[illegible]

Written comments may be recorded on this sheet, and on any attached pages as may be necessary, and left at the registration table or given directly to a SEWRPC staff member. Additional comments will be accepted through March 11, 2003, and may be sent to the SEWRPC offices, W219 N4182 Rockwood Drive, P.O. Box 1647, Waukegan, Wisconsin 53187-1647. Comments may also be submitted via fax (847) 237-1123 or e-mail at comment@sewrpc.net.

The Wild Coast Project, Illinois, is a major issue for the world's local steps in Illinois.
Thank you.
Richard A. Kowalski

Elbow Sucker ^{Fireweed}
I suggest a northern siberian type on the Good Hope Road between Hwy
E 43 and 44 41 to complete an outer loop around Milwaukie. Much of this
will go around Milwaukie, rather than thru it, especially if the Marquette
interchange is being redone.

Page 1

On the western and southwestern routes on the old Milwaukee Road, I suggest revitalizing the Milwaukee Road "Corridor" between Milwaukee and Watertown and extend it to Madison. I suggest both a series of commuter trains serving the western suburbs and state capitals, i.e. Milwaukee, Janesville, Watertown, Watiles, Marshall, & Pewaukee, Hartland, Racine, Kenosha, Watertown, Watiles, Marshall, & Janesville, Madison. Madison is planning a local RR commuter system. Have the two cities of Milwaukee and Madison combine commuter RR systems.

Southwestern Routes
I suggest a new route from Milwaukee to Waukegan, Whitefish, Janesville, Beloit, & Rockford, Ill. There is no service between these cities & Milwaukee. I also suggest a commuter service from Milwaukee to Stoutland, Union Grove, Burlington, Elkhorn, Delavan & Janesville. This would serve all the counties of the lower tier in the S.E.W.R.P.C. districts. Many commuters in Rock, Walworth, Racine counties can go either to Milwaukee or Chicago. Commuters can transfer trains to Chicago at Stoutland, on the British line. What with the suburbs of Milwaukee, Madison and Chicago merging into each other, there needs to be a better R.R. commuter system to handle the commuters going between these cities.

I'm against tearing up the Rte tracks between Milwaukee,
 West Bend, Fond du Lac for bike paths!!! How can you have fast,
 frequent Rte computer service between major cities if the tracks are torn
 down for bike paths! I suggest widening highway shoulders for bike
 paths, designating existing state parks directly along Rte. DNR to
 back this great difference up. If Wisconsin and Milwaukee don't get a
 good Rte transportation system, you might as well turn the lights off all
 over Wisconsin!!! The E. & W. RR is better suited for commuter service. The
 160 mph passenger rail line being built is more convenient to use.

page 2

Page 2

WRITTEN COMMENT

PUBLIC INFORMATION MEETING AND HEARING ON
REVIEW OF REGIONAL TRANSPORTATION PLAN FOR SOUTHEASTERN WISCONSIN

February 27, 2003
United Community Center, Middle School Gymnasium
920 S. 9th Street
Milwaukee, Wisconsin

Name Gus Ricca

Affiliation _____

Mailing Address 1910 E. Jarvis Street

Shorewood

Wisconsin WI 53211

Comment The Interstate Highways should not be widened or double-decked in Milwaukee County. Truck Freight should be routed around downtown Milwaukee. The State should seriously advocate rail Freight to ease highway congestion. Commuter rail and Light Rail are most favorable for Milwaukee Transit.

Written comments may be recorded on this sheet, and on any attached pages as may be necessary, and left at the registration table or given directly to a SEWRPC staff member. Additional comments will be accepted through March 11, 2003, and may be sent to the SEWRPC offices, W219 N1812 Rockwood Drive, P.O. Box 1607, Waukesha, Wisconsin 53187-1607. Comments may also be submitted via fax (262) 547-1103 or e-mail at regplan@sewrpc.org.

Thank you

WRITTEN COMMENT

PUBLIC INFORMATION MEETING AND HEARING ON
REVIEW OF REGIONAL TRANSPORTATION PLAN FOR SOUTHEASTERN WISCONSIN

February 27, 2003
United Community Center, Middle School Gymnasium
920 S. 9th Street
Milwaukee, Wisconsin

Name William F. Modre

Affiliation _____

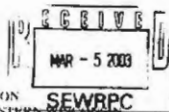
Mailing Address 4260 S. Victoria Circle

New Braun, WI 53151

Comment ADDITIONAL LANE MILES SHOULD NOT BE BUILT! IT WILL ONLY ENCOURAGE SPRAWL, INCREASE POLLUTION AND DESTROY FARMLAND AND HABITAT WHILE RELIEVING CONGESTION FOR A MAXIMUM OF ONLY 5 YEARS! THE PLAN SHOULD HAVE A STRONG RECOMMENDATION OF NOT ONLY COMMUTER RAIL, BUT URBAN RAPID MASS TRANSIT TO ENCOURAGE PEOPLE, BUSINESSES AND INDUSTRY TO LOCATE MORE CENTRALLY - PREFERABLY, SUBWAYS, SECOND CHOICE = LIGHT RAIL.

Written comments may be recorded on this sheet, and on any attached pages as may be necessary, and left at the registration table or given directly to a SEWRPC staff member. Additional comments will be accepted through March 11, 2003, and may be sent to the SEWRPC offices, W219 N1812 Rockwood Drive, P.O. Box 1607, Waukesha, Wisconsin 53187-1607. Comments may also be submitted via fax (262) 547-1103 or e-mail at regplan@sewrpc.org.

Thank you



We are sick and tired of constantly being fed-cha! by widening the Freeways. It will eliminate the congestion. I have lived in Milwaukee since the late 50's and my son became a driver in the late 70's so we have much exposure to the system and are fairly confident when we say widening the Freeway will not eliminate the congestion. The congestion will return—only sooner—as we have not improved the distribution of vehicles. We have only made the roads wider up to the roads leading outwards where they are lane reduced again, in other words, we have made a giant parking lot by widening the Freeway. This kind of thinking is what has gotten us into problems in the past and now. Let's start to be innovative. Let's get politics and big business out of the Freeway design and let the people help.

Looking at the Freeways leading from downtown to the Zoo Interchange, analyze the traffic destinations. There are three distinct flow directions (to and from) during the rush hours. Traffic from (1) #1 is the Western communities such as Waukesha, Rosemead, Oconomowoc and points west. TL #2 is the Southwest with Franklin, Kales Corners, Mukago, Hwy. 43 West and even parts of northern New Berlin. TL #3 is those from the Northwest communities such as Lomax/Sussex, Monksville Falls, Stouffer, Hatfield and West Bend among others.

Ask yourself this question. If I want to go from downtown Milwaukee to Kales Corners, why do I have to go west on 94 then south on 894 to go northwest? Yes, my other alternative route of going south on 94/43 then west on 894 is no better. If I want to go to West Bend, why do I have to go west on 94 then north on 45 before I can start going direct towards my home? There are better direct routes but we have not efficiently upgraded them. Forest Home Avenue could be a direct southwest route to the Southwest. Ford Du Lac Avenue could be a direct route to the Northwest. Picturing both TL #2 and #3 off the '44 West route and there is no need to "undue" this section. Yes, safety issues such as left side ramps should be eliminated and also transit improvement should be done and I will touch on that later.

TL #2 would use an improved Forest Home Avenue by completing it with a link to the 94/43 Freeway in the area of Lupton Avenue or some point north of that. Redesign all of Forest Home Avenue from Hwy. #3 at minimum to the '44/43 ramps into a 6 lane divided Freeway with ramps at major intersections. Possibly go as far as Mukago. This would be direct route to the Southwest.

ALTERNATIVE TO RAIL, PLANNED NEW PROPOSALS

Both Forest Home Avenue and Ford Du Lac Avenue would still be improved as described with this connection:

They still would be improved to 6 travel lanes. During non-rush hours, they would be four travel lanes and two parking lanes. During the rush hours, there would be six lanes with NO parking strongly enforced 1/2 hour before and thru rush hours. And I don't mean just ticketing the illegally parked vehicles, I mean towing them immediately. NO BUS, ARMS OR BUSES.

Normal speed limits during non-rush hours and higher limits during rush hours. GET THE TRAFFIC THRU. Lights are adjusted to the speed limits of non-rush/rush hours.

Finish extending 794 south from Lupton Avenue to Oak Creek at minimum. Raise the speed limit to 50 MPH. Remove the 1800 ramps and direct those drivers to the Howard Avenue ramps.

Establish the truck route around Milwaukee. Good Hope should be improved to be the route connecting Hwy. 43 on the East to 45/41 on the West. All thru trucks are to use this route. This will add 11 miles of extra travel to trucks but take much congestion from the downtown interchange. Going from south to north, the route would be 94 northbound, 894 west and north, 45 north, Good Hope Avenue east to 43 Northbound.

All improvements to Ford Du Lac Avenue, Hwy. 46 West, Forest Home Avenue and 794 South should include the design and space allocation of roadways and associated transfer areas to accept Mass Transit even if they are not installed immediately. Planning for Mass Transit must be included now.

Our suggestions for a Mass Transit system are comprised of the following:

- A bus system that extends SW to Mequonville Falls, W to Waukesha, SW to Mukago, S to Oak Creek.
- A bus system that travels on an overhead captive roadway yet has the ability to travel at ground level at destinations for pickup and distribution.
- A High Technology system. Rail Electric, Diesel/Electric, Hybrid Gas/Petrol.
- Publicly used buses on a captive roadway (such as those). Or rubber tired buses equipped with rail trucks that travel on overhead captive rails and rubber tires at ground level.
- Along the overhead routes, limited stop passenger only.

Find Duane Avenue must be finished into a 6 lane Freeway from the existing ramp off of 43 N to the Northwest link into 45/41. There already is the entrance ramp and there is some completed Freeway on the west side. Finish the middle. TL #3 now has an efficient direct route to the Northwest.

ADVANTAGES

The widening design presently proposed will not be needed as a greatly improved distribution system will reduce the traffic loads on all present Freeways.

Drivers in the Southwest community will save between 1.4 and 2.1 miles of one-way travel depending on their normally used route. 1.4 miles if they use 96 W then 894 S. 2.1 miles if they used 43 S then 894 W.

Drivers in the Northwest will save 4.4 miles of one-way travel.

Drivers heading West will benefit in better travel times by having much less congestion.

Hwy. 43 southbound will benefit and so will 894 west in better travel times.

Some traffic may be taken off Hwy. 43 northbound as those living along Sherman and 76th St. north may now take 894 Ave. then exit north to their homes instead of traveling north on 43 then west on other routes.

DISADVANTAGES

There will be displacement of people and properties along both these routes, but there also would have been some displacement relative to the "widening" idea. But, making these direct efficient routes will provide better traffic distribution and improved traffic flow on all routes.

NEXT IMPORTANTLY, LETS GET POLITICS AND BUSINESS OUT OF THE ROAD DECISIONS THAT NEED TO BE MADE FOR THE FUTURE. DESIGN AND BUILD ROADS AND MASS TRANSIT TO WHAT IS NEEDED AND EFFICIENT. DESIGN AND BUILD TO WHAT IS THE NEED FOR THE FUTURE. MAKE MASS TRANSIT SO EFFICIENT AND ATTRACTIVE THAT PEOPLE WILL USE IT. OUR SUGGESTIONS PROVIDES WITH A GOOD PROPER, FAST TRAVEL AND GOOD LUCKY SYSTEM. ALL THIS WITHOUT HAVING TO GET OFF THE VEHICLE YOU GOT ON FIRST. IT CAN DROP YOU OFF NEAR WHERE YOU WALK AND HOW SHORTLY YOU LIVE IN KENOSHA OR LENA THEN TRAVELLING A CONGESTED ROADWAY.

SEWRPC's plan gives us two additional lanes of travel. This plan gives you twelve additional lanes of travel. Think of it - two versus twelve. And some of it already in place.

Respectfully,

Robert H. Weiland Sr.

Robert H. Weiland Sr.
2008 W. Dr. Vernon Ave.
Milwaukee, WI 53208-4263
414-364-2046

Robert H. Weiland Jr.

Robert H. Weiland Jr.
1875 E. Dr. Vernon Ave.
Milwaukee, WI 53208-4264
414-364-2047



February 24, 2003

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

RE: Hearings on the Review of the Regional Transportation Plan

Dear Mr. Evenson:

I am writing to express my concerns about the hearings which I just learned that SEWRPC plans to hold this week on the Review of the Regional Transportation Plan for Southeastern Wisconsin. Although I am aware that one of this week's hearings is on the north side and one on the south side of Milwaukee, it is not clear that SEWRPC actively solicited the involvement of low-income and minority communities.

As you are aware, federal regulations make it clear that "[e]ven 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."¹ In addition, the transportation planning process requires SEWRPC to provide "public involvement opportunities and consider[] the results thereof, including . . . soliciting input from affected minority and low-income populations in considering alternatives during the planning and development of alternatives and decisions."² Finally, "in order to avoid discrimination against LEP [Limited English proficient] 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."³

¹49 C.F.R. §21.5 (7).

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

³DOJ Guidance to Recipients on Special Language Services to Limited English Proficient (LEP) Beneficiaries, 66 Fed. Reg. 6733-6747 (Jan. 22, 2001).

801 E. Buffalo St. Ste. 200
Milwaukee, WI 53202-3731
TEL: 414-733-8000 FAX: 414-272-0087
e-mail: info@aclu-wis.org
www.aclu-wis.org

Pursuant to the Wisconsin Open Records Act, I request that you provide me with documentation regarding each location or publication in which you provided notice of these hearings (including publications relied on by, and accessible to, low income and minority communities) and the date that information was provided; whether that notice and a summary of the issues was provided in languages other than English (including, but not necessarily limited to, Spanish and Hmong); whether that notice was sent to individuals and organizations whom you know have an interest in this process (including, but not limited to, those who testified or submitted comments on freeway reconstruction at hearings held by SEWRPC, counties, or municipalities; those who filed a civil rights complaint against the Wisconsin Department of Transportation in 1998; those who attended the recent WisDOT environmental justice training; etc.) Please also inform me of any other efforts SEWRPC made to actively solicit the participation of low-income and minority communities.

Thank you for your prompt attention.

Sincerely,

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



March 10, 2002

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

TRANSMITTED VIA FAX ONLY: (262) 547-1103

RE: Review of Regional Transportation Plan

Dear Mr. Everson:

I am writing to comment on the Regional Transportation Plan. Please also include the letter I sent you on December 16, 2002 regarding the freeway reconstruction proposal as part of the record on this issue, as most of that letter is equally relevant in evaluating the Regional Transportation Plan. Environmental justice and civil rights are critical issues that SEWRPC must more meaningfully address than it has in the past.

In developing, revising or amending any plan, and before sending any plan to the Wisconsin Department of Transportation, SEWRPC must actively solicit participation from and involve low-income and minority persons in all affected communities, including low-income and minority communities in cities such as Racine or Kenosha. It also means that SEWRPC must do more than try to "sell" a SEWRPC proposal to these communities. The Commission must as seriously involve low-income and minority communities in the decision-making process as it involves other interests, such as the business community. It also means seeking out and involving persons who speak Spanish, Hmong, and other languages besides English.

In addition, the Regional Transportation Plan must be amended to seriously consider the issues that affect low income and minority communities. There is no question that any SEWRPC plan must consider the effects of particular projects on low-income and minority neighborhoods. This includes a wide range of issues, including, but 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,

227 E. Main Street, Suite 123
Milwaukee, WI 53202-5273
(414) 272-0182 FAX (414) 272-0183
aclu@liberty.net
http://www.aclu.org

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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.¹

This is a wide and detailed spectrum of effects which must be considered for any SEWRPC project, but which does not even appear to be mentioned in the Regional Transportation Plan.

With respect to land use and housing patterns, as we have noted previously the SEWRPC land use plan is simply inadequate. Although there has been some recent public debate about the extent to which segregation persists within the city of Milwaukee, census data from 2000 makes it clear that the suburbs - both within Milwaukee County, and outside the county - are overwhelmingly white. Nor is race simply a proxy for income in metropolitan Milwaukee: in 2000 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 (\$41,949) live.² Yet even though this and other data is readily available, SEWRPC's land use evaluation inexplicably fails to identify racial disparities in housing patterns, and in fact does not even mention race, much less discuss methods to overcome segregation. Further, facially non-discriminatory requirements employed by many suburban communities, such as minimum lot or building sizes, may have a discriminatory effect on minority communities. In addition, although SEWRPC has claimed that it relied on "Smart Growth" principles to develop the regional plan, it does not appear to have considered the actual language of Wisconsin's Smart Growth law. This statute requires that by 2010 communities address a housing element, which includes, among other elements, that local governments:

shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and 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

{66.1001(2)(b), Stats. Thus, to adequately address the housing needs of low income and minority residents, it is imperative that SEWRPC include in its plans a process to require evaluation of what affordable housing needs exist, what barriers exist to meet those needs in each community, and what communities will do to overcome those barriers.

¹ FHWA's *Guide to Address Environmental Justice in Minority Populations and Low-Income Populations* (U.S. Dept. of Transportation, 2000).

² *Separate and Unequal: The Neighborhood Gap for Blacks and Hispanics in Metropolitan America*, by the Lewis Mumford Center (SUNY-Albany, Oct. 14, 2002). Sources of Neighborhood Inequality for Metropolitan Milwaukee (MMSA).

Any SEWRPC plan also must address mass transit. There is no question that minority and low-income communities disproportionately depend on transit for access to employment, education, health care and recreation. The Regional Transportation Plan shows that almost one-third of African-Americans in Southeast Wisconsin, and many other minority persons, have no access to a motor vehicle. While the proposals do, commendably, discuss possible future expansions of transit, they do not guarantee that those increases will actually occur or be sustained - and in fact the Regional Transportation Plan Review shows a recent decrease in bus service. The plan does not evaluate prioritizing and implementing transit improvements before freeway and other road reconstruction and expansion occurs. Such an evaluation - and actual expansion of transit - is critical to ensure that low-income and minority communities receive their fair share of benefits from transportation programs.

With respect to employment, any analysis of the benefits of a SEWRPC project which claims to increase jobs for low-income and minority residents must explicitly evaluate whether those jobs are accessible by mass transit. It also must consider the types of jobs available to these communities, and whether those jobs are different from the jobs available to non-minority or upper income communities. In addition, any SEWRPC plan should explicitly adopt a goal that all efforts - including recruiting and training workers and developing disadvantaged businesses - to provide road building and other construction jobs and contracts on planned projects to low-income and minority residents in proportion to their population in the affected communities.

Transportation planning must also evaluate public health effects of various programs and proposals. The planning process should seek out and include public health experts who can meaningfully evaluate the possible health and pollution effects of any increased automobile traffic, and whether those effects would disproportionately be borne by low-income or minority communities. This may include such issues as high asthma rates among minorities in Southeast Wisconsin; possible cancer rate increases among persons living closer to freeways; and rates of other respiratory diseases among vulnerable populations. Such an evaluation must also consider whether people in low income and minority communities drive older, dirtier cars and therefore whether the problems will be worse in specific neighborhoods. The evaluation also must address what practices could result in improvements in health and environmental conditions.³

³ See, e.g., Friedman, M.S., et al., "Impact of changes in transportation and commuting behaviors during the 1996 Summer Olympic games in Atlanta on air quality and childhood asthma," *JAMA* 2001; 285:897-905 (concluding that "[e]fforts to reduce downtown traffic congestion in Atlanta during the Olympic Games resulted in decreased traffic density, especially during the critical morning period. This was associated with a prolonged reduction in ozone pollution and significantly lower rates of childhood asthma events. These data provide support for efforts to reduce air pollution and improve health via reductions in motor vehicle traffic.")

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Again, SEWRPC make meaningful efforts to comply with civil rights and environmental justice laws, rules and policies, in any plans it develops or revises and in any actions it takes.

Sincerely,

Karen L. Rucker
Staff Attorney
Poverty, Race & Civil Liberties Project



December 16, 2002

DEC 17 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,¹ 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."² 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.³

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

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

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

³*Id.*, p. 10.

201 E. Buffalo St., Suite 325
Milwaukee, WI 53202-5774
(414) 272-4032 • FAX (414) 272-0182
e-mail: Liberty@aclu.wis.org
http://www.aclu.wis.org

highway construction and for public transit.⁴ By 1972, Milwaukee's mass transit system - then operated by a private company - was in financial crisis. The costs of abandoning mass transit,

highway construction and for public transit.⁵ 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.⁶ 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 undelimited 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.⁷

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," 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

⁴*Id.* pp. 10-12.

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

⁶*Id.*, p. 24-25.

⁷*Ensuring Diversity: Housing in Southeast Wisconsin*, by Public Policy Forum (Feb. 2002), p. 1.

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

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.⁹

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.¹⁰

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."¹¹ 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 1996.¹²

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 700 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 30th St. rail corridor; and a 21% expansion of bus service in Milwaukee and Waukesha counties "targeted at

⁹*Freeway Task Force Report*, p. 12.

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

¹¹*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.

¹²*Id.*

getting workers to jobs in the two counties.¹³ 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.¹⁴ Both employers and employees frequently cited public transportation problems as a major problem.¹⁵

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.¹⁶ 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.¹⁷ 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.¹⁸ Yet, as discussed

¹³*Id.*, p. S-1.

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

¹⁵*Id.*

¹⁶*Removing Transportation Barriers to Employment*.

¹⁷In 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.

¹⁸For 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, 34% took the bus, and 18% walked to work. In census

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.²¹ Racial isolation is particularly severe for African Americans.²² Not 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.²³

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.²⁴ 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/Hispanic, 45.5% of workers relied on public transportation.

²¹ *Embracing Diversity*, p. 2. The two "less white" municipalities are the city of Waukesha, which is 87% white, and Mequon, which is 93% white.

²² 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.

²³ 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.

²⁴ *Southeastern Wisconsin Regional Freeway Reconstruction Study and Preliminary Recommendations 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 FTY 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.²⁵

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 49th 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).²⁶

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.²⁷ Ozone can cause childhood asthma,²⁸ a disease which affects nearly 100,000 Wisconsin children under age 18, which is far more common in southeastern Wisconsin,²⁹ and which is far more prevalent among blacks than whites.³⁰

²⁵ *Disadvantaged Business Enterprise Plan, FTY 2003* (Wis. Dept. of Transportation), p. 1.

²⁶ *Racial gap in pay narrows, but disparity among blacks, whites remains sharp, census shows*, by Dennis Chaplin and Vikki Cruz (Milwaukee Journal Sentinel, Sept. 25, 2002), citing data analysis by the Mumford Center.

²⁷ *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-severe nonattainment classification. (Los Angeles is the only community listed in the most serious "extreme" nonattainment classification.)

²⁸ *Study Shows Link Between Ozone and Asthma: 10-year long USC study demonstrates a one, found to show its cause asthma in children* (UNHS, Feb. 2, 2002); see also, e.g., *Premature research shows link between air pollution, asthma*, by Andy Fell (Deadline 100 Davis, Oct. 13, 2000).

²⁹ *Wisconsin Medicaid (HMO) Comparison Report 1996/1999* (Wis. DHS), citing Children's Health System, Milwaukee, *Illness Against Asthma* (April 2000).

³⁰ *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 Act of 1964³¹ 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,"³² "[r]efuse to 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,"³³ "[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,"³⁴ 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."³⁵

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.³⁶

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.³⁷

³¹ 42 U.S.C. §2000d.

³² 49 C.F.R. §21.5 (1)(ii).

³³ 49 C.F.R. §21.5 (1)(iv).

³⁴ 49 C.F.R. §21.5 (1)(vi).

³⁵ 49 C.F.R. §21.5 (1)(viii).

³⁶ 49 C.F.R. §21.5 (3).

³⁷ 49 C.F.R. §21.5 (7).

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These civil rights protections apply to programs administered by the Federal Highway Administration (FHWA).³⁸

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."³⁹ 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.⁴⁰

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 Order⁴¹ 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

³⁸ 23 C.F.R. §200.7.

³⁹ 23 U.S.C. §109(b).

⁴⁰ 42 U.S.C. §101(p)(1).

⁴¹ *FHWA Actions to Address Environmental Justice in Minority Populations and Low-Income Populations*, Order 6640.23 (Dec. 2, 1998).

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low-income populations in considering alternatives during the planning and development of alternatives and decisions.⁴⁶

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.⁴⁷

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.⁴⁸

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

⁴⁶Id.

⁴⁷Id.

⁴⁸Id.

inadequate evaluations mean that the situation has simply not been remedied.⁴⁹

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."⁵⁰ 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 reconstruction 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.⁵¹ 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

⁴⁹It 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 410 persons who provided comments specific to the preliminary freeway plan, 46 persons supported the plan, 25 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.

⁵⁰23 C.F.R. §450.212(a)(6).

⁵¹*Southeastern Wisconsin Regional Freeway Reconstruction Study and Preliminary Recommended Plan* (Oct. 1980), 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,⁵² 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.⁵³ 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.

⁵²For example, no public hearings were held in the largely Latino neighborhoods on the near south side of Milwaukee.

⁵³SEWRPC 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" 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 expansion 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 Wis. 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 those briefings the Commission or its consultant 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.

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.⁵⁴ 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.⁵⁵

In a letter dated June 5, 2002, the ACT 11 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.⁵⁶

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."

⁵⁴*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.

⁵⁵Id., Table 9.

⁵⁶DOT Guidance to Recipients on Special Language Services to Limited English Proficient (LEP) Beneficiaries, 65 Fed. Reg. 6134 (Jan. 27, 2000).

proposed to be widened.⁴⁰ In defining "proximity," SEWRPC states that census blocks "within one-half mile south of a mile adjacent to the freeway system, or bisected by a freeway system, are considered as located in proximity to the freeway system."⁴¹ Yet nothing in the study explains or justifies 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,⁴² 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 County⁴³ - where 87% of the region's African-Americans, 77% of its minorities, and 75% of its poor families reside.⁴⁴

Third, although most of SEWRPC's studies evaluate freeway widening segment by segment (not the 127 miles as a whole)⁴⁵ - 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.⁴⁶

⁴⁰*Evaluation of the Impacts . . . on Minority and Low Income Populations*, p. 7.

⁴¹*Id.*

⁴²The 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.

⁴³*Design, Evaluation and Consideration of Freeway System Reconstruction Alternatives* (SEWRPC Planning Report No. 47), Map 6-1.

⁴⁴*Evaluation of the Impacts . . . on Minority and Low Income Populations* (Calculations derived from Table 4).

⁴⁵See, e.g., *Design, Evaluation and Consideration of Freeway System Reconstruction Alternatives*.

⁴⁶Notably, 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*.

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.⁴⁷ 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 Redesign Guided by Freeway Reconstruction.

Factors which must be included in evaluating the effect of transportation projects on minority and low-income communities include "disruption or disruption of community cohesion or a community's economic vitality, . . . adverse employment effects, displacement of persons, business, farms, or nonprofit organizations, . . . [and] isolation, exclusion or separation of minority or low income individuals within a given community or from the broader community."⁴⁸ Although SEWRPC's evaluation of the effect of freeway reconstruction on minority and low income residents includes an assessment of whether they group 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. Indeed, 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."⁴⁹

However, 82% of the total expected residential relocations and 65% of the business relocations - and 92% of the residential relocations and 100% of the business relocations - are in Milwaukee County, where the vast majority of the region's minority and low income families live.⁵⁰ 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.⁵¹

⁴⁷*Evaluation of the Impacts . . . on Minority and Low Income Populations*, Table 4.

⁴⁸FHWV *Environmental Justice Order*.

⁴⁹*Evaluation of the Impacts . . . on Minority and Low Income Populations*, p. 8.

⁵⁰*Id.*, compiled from Tables 1-13.

⁵¹The 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. *Southwestern Wisconsin Regional Freeway Reconstruction Study and Preliminary Recommendation Plan* (Overview pp. 15-16). Apparently the city of Milwaukee - where even greater numbers of poor

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 the low for "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.⁵²

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 91-97% minority, yet there is no analysis of whether or how relocation could affect those communities.⁵³

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.⁵⁴ 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.

⁵²For example, SEWRPC uses as its denominator for low-income concentration, all those with "above average" - i.e., more than 7.5% - of low income persons, but does not identify which tract 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.

⁵³*Id.*, p. 7.

⁵⁴*Id.*, pp. 4-7.

3. The Planning Process Failed to Adequately Consider the Transportation Needs and Circumstances of Low Income and Minority Residents in its Considering 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)."⁵⁵ 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, foot walking."⁵⁶

As discussed above, in metropolitan Milwaukee minorities are far less likely than whites to have driver's licenses or automobiles, and far more likely to rely on public transportation - facts which obviously affect the benefits these communities are likely to receive from freeway reconstruction. These concerns were clearly recognized and addressed in the EPA process - but are largely ignored by the current evaluation. Instead, in stark contrast to the detailed analysis which provides 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."⁵⁷ This omission occurred even though data on transportation patterns and methods from the 2000 census is publicly available.⁵⁸ 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 commuter demand

⁵⁵23 C.F.R. §3450.208(f)(2)(i)(3).

⁵⁶Wis. 1001(2)(c), Stats.

⁵⁷*Evaluation of the Impacts . . . on Minority and Low Income Populations*, p. 21. (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 get to work, school, or other locations, and what improvements and protections are necessary for this population.)

Health and Family Services is aware, asthma is the most common chronic childhood illness.²² It affects nearly 100,000 Wisconsin children under age 18, a majority of whom live in southeastern Wisconsin.²³

²²Not 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.²⁴

A correlation between elevated ambient ozone levels and increases in daily hospital admission rates, as well as mortality, has also been reported.²⁵ 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.²⁶

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.²⁷

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 compound.

²⁸Shows link between ozone pollution, asthma, by Andy Fell (Dateline T.C. Davis, Oct. 13, 2000)

²⁹Notably, neither the Wis. Dept. of Health and Family Services nor any public health organization was included in the freeway reconstruction Study Advisory Group.

³⁰Wisconsin Medicaid HMO Comparison Report.

³¹Green Book: Criteria Pollutants: Ozone (U.S. E.P.A., Air Quality Planning & Standards; 40 C.F.R. §50.10.

³²1997 Air Quality Management Plan, Chapter 2, by South Coast Air Quality Management District.

³³Bad Air Means Poor Health, Study Says, by Associated Press (Milwaukee Journal-Sentinel, Nov. 12, 2002), citing a study by Health Affairs.

³⁴Multiple Air Toxics Exposure Study-II, by South Coast Air Quality Management District (2000).

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which create smog.³⁵ 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."³⁶ 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.³⁷

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 in to address the needs of those communities. It is critical that the Commission cease any further efforts to press

³⁵SEWRPC's own documentation indicates that NO_x 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 6-20.

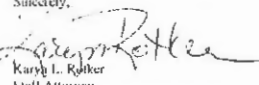
³⁶Plain English Guide to the Clean Air Act: Mobile Sources.

³⁷Id. SEWRPC argues that freeway widening will not induce increased traffic because it claims, "the pollution is one of many possible causes of decentralization, and is generally not considered a significant one compared to rising affluence, cost of living, and 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 are choosing to live farther from urban centers - when commuting times remain short - do not represent travel induced or facilitated by freeway expansion, and if one so studies, it does support a position which conflicts with the E.P.A.'s conclusion.

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

Sincerely,


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

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Southeastern Wisconsin Regional Planning Commission

Staff Memorandum

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

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 those 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 select 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 meetings continue. Six of the seven County Boards continue the

Region acted on the preliminary plan in 2002, but Commission staff continued to meet with the Milwaukee County Board to discuss 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. These 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.sewscap.org/freewaystudy). These two reports are entitled, "Record of Public Comments: Regional Freeway System Reconstruction Study for Southeastern Wisconsin, Volume One: 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.

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 Marquette Elementary School in Milwaukee, and a Goodstart Industries Community Center in Waukegan. All public meetings and hearings were publicized through paid advertisements in numerous newspapers, including the Milwaukee Community Journal, the Milwaukee County Journal, 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 Hispanic American Friendship Association, the Lao Family Center, the United Community Center, and the National Association of Minority Contractors. Wisconsin Chapter. Each of those 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 Hispanic Chamber of Commerce of Wisconsin, the Council for the Spanish Speaking, Inc., the African American Chamber of Commerce of Greater Milwaukee, Inc., the Hispanic American Friendship Association, the Lao Family Center, the United Community Center, and the National Association of Minority Contractors. Wisconsin Chapter. Each of those 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.

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 communities, representatives of minority-owned businesses, the Hispanic 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 Transformation 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 particularity 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 Hispanic 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.

1. 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 9/16 to 1/2 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 believed 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 9/16 to 1/2 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 completed 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 relocations on minority and low income populations. The text on pages 3 through 6 and Table 3 through 11 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 in 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 system 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 those 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

Percentages 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			
Minority/Low Income Group	Percent of Total Population that is Minority/Low Income	Percent of Total Population in Areas Located in Proximity to Freeways Proposed to be Widened that is Minority/Low Income	Percentage Difference
Black/African American Persons	26.5	27.4	
American Indian and Alaskan Native Persons	1.3	1.2	
Asian and Pacific Islander Persons	3.1	2.9	
Other Minority Persons	5.1	4.9	
Hispanic Persons	8.8	11.2	
Families in Poverty	11.7	11.9	

Table 1 (continued)

Entire Southeastern Wisconsin Region

Minority/Low Income Group	Percent of Total Population that is Minority/Low Income	Percent of Total Population in Areas Located in Proximity to Freeways Proposed to be Widened that is Minority/Low Income	Percentage Difference
Black/African American Persons	14.3	18.1	
American Indian and Alaskan Native Persons	0.3	1.1	
Asian and Pacific Islander Persons	2.2	2.9	
Other Minority Persons	2.6	4.3	
Hispanic Persons	6.4	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 I-94 miles of freeway. City of Milwaukee Common Council Resolution No. 011779 dated April 23, 2002. The Common Council opposed the widening of 19 miles of freeway, including I-94 between the Zoo and Marquette Interchanges, and of I-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 I-94 between Mitchell Boulevard and Hawley Road.

On pages 11 and 15 of the December 16 letter, the ACLU stated that it is feared 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 freeway impacts on Milwaukee County, particularly those associated with the proposed additional lanes, far exceed the freeway 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 these average affects to low income and minority 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, these 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	168	50	218

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	Region	Milwaukee County	Percent of Region's Minority or Low Income Population that is Located in Milwaukee County
Black/African American Persons	275,803	240,113	87.0
American Indian and Alaskan Native Persons	19,819	11,301	56.8
Asian and Pacific Islander Persons	42,170	26,330	62.5
Other Minority Persons	70,395	48,227	68.5
Hispanic Persons	126,294	82,866	65.6
Families in Poverty	35,408	26,484	74.8

While the ACLU's statements regarding the location 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 1 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 in 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

Residential Relocations - Region				
Minority or Low Income Group	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	Percent of Region's Minority or Low Income Population that is Located in Milwaukee County
Black/African American Persons	216	28	13.4	
American Indian and Alaskan Native Persons	216	75	36.5	
Asian and Pacific Islander Persons	216	74	35.3	
Other Minority Persons	216	39	18.1	
Hispanic Persons	216	25	10.2	
Total Minority Persons	216	54	29.0	
Families in Poverty	216	57	26.4	

Residential Relocations - Milwaukee County

Minority or Low Income Group	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	Percent of Region's Minority or Low Income Population that is Located in Milwaukee County
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	36	20.3	
Hispanic Persons	177	18	10.2	
Total Minority Persons	177	141	79.1	
Families in Poverty	177	57	32.2	

Commercial/Industrial Relocations - Region

Minority or Low Income Group	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	Percent of Region's Minority or Low Income Population that is Located in Milwaukee County
Black/African American Persons	21	2	9.5	
American Indian and Alaskan Native Persons	21	7	33.3	
Asian and Pacific Islander Persons	21	5	23.8	
Other Minority Persons	21	4	19.0	
Hispanic Persons	21	2	9.5	
Total Minority Persons	21	18	85.7	
Families in Poverty	21	16	76.2	

Minority or Low Income Group	Relocations in Census Blocks with Above Regional Concentration of Minority or Low Income Persons		
	Total Relocations in All Areas	Average Concentration of Minority or Low Income Persons	Percent of Relocations in Census Blocks with Above Regional Average Concentration of Minority or Low Income Persons
Blacks/African American Persons	20	2	10.6
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	5	5.0
Families in Poverty	20	12	60.0

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

	Estimated Value of Land and Buildings to be Acquired Under Precapitalization Plan (optional)	Percent of Total County and Hudson Localized Property Value Affected by Precapitalization Plan (optional)
	Due to Design and Design-Related Safety Improvements	Due to Design and Design-Related Safety Improvements
	Due to Additional	Due to Additional
	Total	Total
Albany County	\$63.5	\$140.5
Albany County	\$143.7	\$122.8
		0.31
		0.09
		0.18

Total year 2013 Milwaukee County and Hispanic equalized property value is \$40,906 million and \$112.64 million, respectively.

- Milwaukee County, like several important jurisdictions in the area, is facing the following:
 - Much of the tax base in Milwaukee County—and over 70 percent of the revenue 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 (9 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 0.4 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 about 4.0 percent annually from inflation.
 - The property tax base impact may be significant in actual dollars for some businesses, for example, Adco 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.

Category	Percentage
1. General	100%
2. Specific	100%
3. General	100%
4. Specific	100%
5. General	100%
6. Specific	100%
7. General	100%
8. Specific	100%
9. General	100%
10. Specific	100%
11. General	100%
12. Specific	100%
13. General	100%
14. Specific	100%
15. General	100%
16. Specific	100%
17. General	100%
18. Specific	100%
19. General	100%
20. Specific	100%
21. General	100%
22. Specific	100%
23. General	100%
24. Specific	100%
25. General	100%
26. Specific	100%
27. General	100%
28. Specific	100%
29. General	100%
30. Specific	100%
31. General	100%
32. Specific	100%
33. General	100%
34. Specific	100%
35. General	100%
36. Specific	100%
37. General	100%
38. Specific	100%
39. General	100%
40. Specific	100%
41. General	100%
42. Specific	100%
43. General	100%
44. Specific	100%
45. General	100%
46. Specific	100%
47. General	100%
48. Specific	100%
49. General	100%
50. Specific	100%
51. General	100%
52. Specific	100%
53. General	100%
54. Specific	100%
55. General	100%
56. Specific	100%
57. General	100%
58. Specific	100%
59. General	100%
60. Specific	100%
61. General	100%
62. Specific	100%
63. General	100%
64. Specific	100%
65. General	100%
66. Specific	100%
67. General	100%
68. Specific	100%
69. General	100%
70. Specific	100%
71. General	100%
72. Specific	100%
73. General	100%
74. Specific	100%
75. General	100%
76. Specific	100%
77. General	100%
78. Specific	100%
79. General	100%
80. Specific	100%
81. General	100%
82. Specific	100%
83. General	100%
84. Specific	100%
85. General	100%
86. Specific	100%
87. General	100%
88. Specific	100%
89. General	100%
90. Specific	100%
91. General	100%
92. Specific	100%
93. General	100%
94. Specific	100%
95. General	100%
96. Specific	100%
97. General	100%
98. Specific	100%
99. General	100%
100. Specific	100%

Percent of All County Blacks in County Region with Above Regional Average Composition of Minority Population, 2000						
County/Region	Black/African American	American Indian and Alaskan Native	Asian and Pacific Islands	Other Minority	Hispanic	Total Minority Population,
Missaukee County	29.9	24.4	22.8	18.3	20.1	33.1
Region	12.2	15.1	14.6	12.9	15.5	17.2

Percent of County Blacks in County Region Adjusted to be Truncated by a Freeway Segment Proposed to be Widened with Above Regional Average Composition of Minority Population, 2000						
County/Region	Black/African American	American Indian and Alaskan Native	Asian and Pacific Islands	Other Minority	Hispanic	Total Minority Population,
Missaukee County	14.6	15.1	15.8	11.8	12.9	17.4
Region	9.9	11.3	11.2	7.1	2.2	11.3

Percent of Census Blocks in County/Region Adjacent to Any Freeway Segment with Above Regional Average Concentrations of Minority Populations, 2000

<u>County/Region</u>	<u>Black African American</u>	<u>American Indian and Alaskan Natives</u>	<u>Asian and Pacific Islander</u>	<u>Other Minority</u>	<u>Hispanic</u>	<u>Total Population</u>
Milwaukee County	13.6	15.1	14.4	11.2	13.0	13.2
Region	6.7	9.5	9.1	6.3	7.5	9.5

Another analysis compiled 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 low income and minority persons. The analysis further demonstrated that the majority of the relocations in census blocks with above regional average concentrations with minority and low income population concentrations are not related to the proposed additional lanes, but to the design and design-related safety improvements (see Table 7 below).

Residential Relocations: Henique

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 Plans
	Due to Birth- and Design- Related Safety Improvements	Due to Additional Lanes	Total Under Preliminary Plans	
Black/African American Persons	21	8	29	13.4
Asian or Indian and Alaskan Native Persons	69	9	78	36.1
Asian and Pacific Islander Persons	54	20	74	34.1
Other Minority Persons	9	10	19	8.8
Hispanic Persons	26	9	35	16.2
Total Minority Populations	44	10	54	25.0
Studies in Poverty	54	3	57	26.4

Residential Relocations- Milwaukee County

Minority or Low Income Group	Relocations in Census Tracts with Above- Regional Average Concentrations of Minority or Low Income Persons				Percent of Total 177 Residential Relocations
	Due to Design and Design- Related Safety Improvements	Due to Preliminary Land Use Plans	Total Under Preliminary Recommendations	Under Preliminary Plan	
Black/African American Persons	21	1	28		15.8
American Indian and Alaskan Native Persons	82	9	71		40.1
Asian and Pacific Islander Persons	42	17	59		33.3
Other Minority Persons	29	28	57		31.5
Hispanic Persons	22	9	31		17.5
Total Minority Population	44	10	54		30.5
Families in Poverty	53	3	56		31.6

Commercial/Industrial Refrigeration Region

Minority or Low Income Group	Beliefs in Causes, Effects with Above Regional Average Considerations of Minority or Low Income Persons				Percent of Total 31 Considerations
	Due to Design and Design Related Factors	Due to Additional Factors	Total Under Preliminary Plan	Total Under Preliminary Plan	
Black/African American Persons	2	2	2	6.5	
American Indian and Alaskan Native Persons	1	1	1	27.6	
Asian and Pacific Islander Persons	4	1	5	16.1	
Other Minority Persons	3	1	2	9.7	
Hispanic Persons	2	-	2	29.0	
Total Minority Population	12	5	17	52.2	
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			
	Due to Design and Design-Related Safety Improvements	Due to Additional Lane	Total Under Preliminary Plan	Relocations Under Preliminary Plan
Black/African American Persons	2	2	2	100
American Indian and Alaska Native Persons	4	4	4	200
Asian and Pacific Islander Persons	3	1	4	200
Other Minority Persons	1	1	1	50
Hispanic Persons	4	4	4	200
Total Minority Populations	14	12	26	500
Families in Poverty	8	5	13	650

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 13.1 percent and 6.5 percent, respectively. These percentages are about the same as the percentage of census blocks in the Region—13.2 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—13.1 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, 38 residences or 49 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 blocks 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, 10, or 13 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 within 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 3.0 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 32.1 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 of 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 8 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, 51, or 73 percent, of the residences and 4, or 50 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 1.6 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 66 residences and three businesses estimated to need to be acquired under the preliminary plan within census blocks with above regional average concentrations (more than 1.6 percent of total population) of Other Minority persons, 36, or 54 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 0.5 percent of total population) of Hispanic persons is 16.2 percent

and 20.0 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—20.0 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 0.5 percent of total population), 6, or 67 percent, would be located within census blocks with between 0.5 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 within 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 0.5 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 23.0 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—23.0 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 40 percent, would be located within 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 businesses 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 30.4 percent and 15.2 percent, respectively. The percentage of census block groups within the

Region with above regional average concentrations of low income families is 33.5 percent. Thus, the percentage—30.4 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—33.5 percent—of census block groups within the Region with above regional average concentrations of low income families, while the percentage—15.2 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—13.8 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 ACTJ 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. These 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 correlated in much greater detail, and additional census, demographic, 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 the subsequent studies and during actual reconstruction.

On pages 16 and 17 of the December 16 letter, the ACTJ 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 ACTJ 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 to 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 systems 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 BI 94 freeway in the BI 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 BI 94 freeway within the BI 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 appropriate. Two 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 in the Milwaukee Downtown Transit Connector Study. Upon completion of such studies, the local units of government concerned, specifically the transit operators concerned, WEDOT and the Commission would have to affirm the study findings, determine to pursue guideway

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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 72,000 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 near 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.

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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 40 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 forecasts of future freeway traffic congestion assumes the full implementation of the regional land use and transportation plans, including the recommended 80 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 plan's 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 WEDOT 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.

- 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 90 minutes - than for residents of central city areas with above regional average concentrations of low income and minority populations - a 13.9 percent increase in jobs accessible within 90 minutes.
- The "Evaluation of the Impacts of the Preliminary Recommended Freeway System Reconstruction Plan on Minority and Low Income Populations in Southeastern Wisconsin"

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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 these 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 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—10.9 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 findings 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

Jobs Accessible within 10 Minutes				
Location	Rebuild As Is Alternative	Total	Jobs Accessible Preliminary Recommended Plan	Increase in Jobs Accessible Number Percent
Total of Central City Locations	237,808	334,800	36,100	6.1
Total of Suburban Locations	187,305	188,800	700	0.4

Jobs Accessible within 20 Minutes				
Location	Rebuild As Is Alternative	Total	Jobs Accessible Preliminary Recommended Plan	Increase in Jobs Accessible Number Percent
Total of Central City Locations	1,427,500	3,570,800	143,100	10.2
Total of Suburban Locations	888,100	757,000	68,000	10.9

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Table 8 (continued)

Jobs Accessible within 30 Minutes				
Location	Rebuild As Is Alternative	Total	Jobs Accessible Preliminary Recommended Plan	Increase in Jobs Accessible Number Percent
Total of Central City Locations	2,938,800	7,270,800	443,000	15.9
Total of Suburban Locations	1,994,800	3,981,200	786,000	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 quality 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 these 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 these minority community leaders to draft a recommendation for the freeway reconstruction study regarding minority participation. That recommendation will be written and forwarded to the Study Advisory Committee for its consideration. With respect to the comment of not only the minority community leaders contacted during the freeway reconstruction study, but also input from the Marquette Interchange DBE Advisory Committee and the 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 construction.

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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 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.

- 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.

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- 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's) *Planning Guide to the Clean Air Act* and other reports (Freeway Task Force Report—Milwaukee Department of City Development, June 1992).

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 forecast 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 size 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 7,500 square feet. Large multi-family detached housing units and 5,000 square feet for two family structures. Including 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 expansion or to develop as proposed under the preliminary recommended plan.

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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—did not only alleviate 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.

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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 \$6.75 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 ways 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 I-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 31 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 13,000 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 41 percent of Milwaukee residents is made on the freeway system. Over 50 percent of daily traffic on the Milwaukee County freeway system is made by Milwaukee County residents, and another 40 percent of Milwaukee County freeway system 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 I-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

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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 contradicted 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 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.

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 Nitrogen Oxides (NO_x)—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 Nitrogen Oxides (NO_x) 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.

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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 (WDNR) 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_x emissions were from transportation sources. In the case of both VOC and NO_x, 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_x, 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.

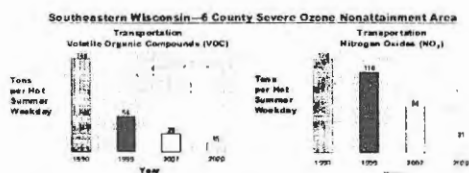
Table 9
Forecast Future Year 2020 7 County Southeastern Wisconsin Region Transportation System Air Pollutant Emissions by Freeway Reconstruction Alternatives

Freeway Reconstruction Alternative	Year 2020 Forecast Air Pollutant Emissions (Tons per Day Summer Weekday)			
	Volatile Organic Compounds	Nitrogen Oxides	Carbon Monoxide	Carbon Dioxide
Design and Design-Related Safety Improvements Only	20.5	25.8	217.3	19,726.5
Preliminary Plan Design and Design-Related Safety Improvements and Additional Lanes	20.5	26.8	217.3	19,730.5

Historic, current, and forecast future VOC and NO_x 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, primarily due to new motor vehicle

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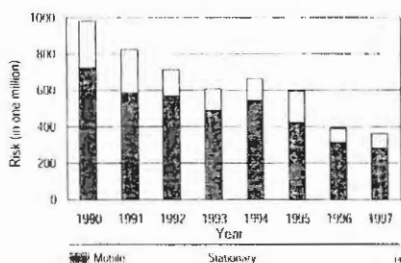
standards for air pollutant emissions. The recent forecasts (shown below) prepared by the Commission have been reviewed and approved by U.S. Department of Transportation (USDOT), Wisconsin DOT, the USEPA, and the WisDOT.



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.

Trends in Cancer Risk at Burbank



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 in reducing toxic air pollution and the associated cancer risk in our area. Population 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 - in the future, that have been reviewed and approved by the USDOT, the WisDOT, the USEPA, and the WisDOT.

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.

Finally, 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 documents that *Final Freight & Goods by the Urban Air Act* is out of date and the statement referenced by the ACLU as not valid second, as was also previously stated, the USEPA's ranking of the issue as that for reviewed and approved of the Commission's transportation system ozone-related emissions forecasts.

Fourth, with respect to the statement by the ACLU that transportation system NO_x emissions in southeastern Wisconsin did not decrease significantly from 1990 to 1999, and a conclusion was a significant future decrease in forecast, the forecast future decrease is largely related to environmental standards set for new vehicle emissions and low sulfur fuels. It was only in recent years that the USEPA concluded that NO_x 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 a further advancement in technology beyond what is already mandated by the U.S. Congress.

Fifth, regarding the comments in the ACLU letter of the possibility that central city residents are subject to higher levels of transportation system ozone-related health problems due to the age and/or type of vehicles operated by central city residents, WisDOT never monitoring data indicates higher ozone levels along the shoreline of Lake Michigan than in Kenosha or 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 WisDOT - 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.

- 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 31 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 a diversity of 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, will

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.

13. 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 Rights 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.

4/3/13



State of Wisconsin \ DEPARTMENT OF NATURAL RESOURCES

Jim Doyle, Governor
Scott Hassett, Secretary

101 S. Webster St.
Box 7921
Madison, Wisconsin 53707-7921
Telephone 608-266-2621
FAX 608-267-3579
TTY 608-267-6857



March 19, 2003

Kenneth Yunker,
Southeastern Wisconsin Regional Planning Commission
W239 N1812 Rockwood Drive
P.O. Box 1607
Waukesha, WI 53187-1607

RE: Review and Reaffirmation of Year 2020 Regional Transportation System Plan and Extension of Plan Design Year to 2025

Dear Mr. Yunker,

The Wisconsin Department of Natural Resources Bureau of Air Management would like to take the opportunity to provide comments to the Southeastern Wisconsin Regional Planning Commission's Review and Reaffirmation of Year 2020 Regional Transportation System plan and Extension of Plan Design Year to 2025 document. The purpose of our response is to reiterate and remain consistent with prior comments on Southeastern Wisconsin Freeway Study and Transportation Conformity for Year 2025.

This Review & Reaffirmation document indicates in the Introduction that it marks the second time the Regional Transportation Plan: 2020 has been conducted and serves as an interim extension between developing a new regional transportation plan. Although we accept the reasoning for plan extension, we would not want to see the extension extend to the end or beyond the valid three-year period. We are encouraged that the Commission has initiated reevaluation of the regional land use and transportation plans and view it as the beginning stages for plan updates. We remain supportive of the regional land use plan, which recommends attainment of a centralized regional settlement pattern and seeks to reverse current land use development trends. The regional land use plan also seeks to efficiently and effectively support urban services, such as water, sewer, and public transit and influence effects on development by protection and preservation of remaining Primary Environmental Corridors and Prime Agricultural Lands. We strongly agree with the document statement under Land Use Plan section (on page 2), that decentralized development results increases to both the number and the length of trips required to serve such development than for comparable centralized development.

Specific comments on Review and Reaffirmation of Year 2020 Regional Transportation System plan and Extension of Plan Design Year to 2025 include:

- It is unclear if it is the Commission's position that the transportation plan should promote implementation of the land use plan in the opening paragraph under Transportation System Plan (on page 5). The paragraph reads: The regional transportation system plan is designed to serve the regional land use plan and not a projection of current land use development trends toward further decentralization of population, employment, and urban land uses. Thus, if transportation facilities

and services do indeed shape land use development, implementation of the transportation system plan should promote implementation of the land use plan, which recommends a desirable pattern of future land use with respect to travel requirements. Our position of transportation and land use connection stems from the recognition that future land use will determine the amount and spatial distribution of travel and needed future transportation facilities and services and, in turn, that the transportation system is a determinant of the land use pattern forming a framework for urban development. * (Taken from Regional Transportation Plan 2020, Chapter 1). A clarification statement is needed on what land use patterns are actually occurring and transportation's response since the adoption of the two regional plans.

- The Land Use Plan calls for reversing current decentralized land use development trends. How do current, updated land use inventories compare to the land use plan? What public land use tools are being used within the SEWRPC area to promote a more orderly and economic regional development pattern?
- Expand narrative definition of performance measures to establish congestion problems. Are these measures related to Levels of Service (LOS)?
- No status of plans for Milwaukee-Economowoc; Milwaukee-West Bend, and Milwaukee to Saukville Commuter Rail lines is provided.
- The document states that an alternative analysis study of underway in the Milwaukee CHD and corridors to the west and north, but no additional information is provided. The Milwaukee Connector is limited to downtown and UWM areas and was to select a preferred alternative in June of 2002. No information is provided on the west and north studies mentioned and no statement is provided on status or preferred alternative for Milwaukee Connector.
- We recommend that the plan identify the current financial challenges faced with funding transit expansion and suggest that during the next planning cycle that alternative, regional approaches be analyzed for consideration that will provide the necessary support for the transit system service. It is important to note that the cost difference between the total plan and revenues is \$39 million, but of that difference almost 70% or \$27 million is attributed to a transit-funding shortfall.
- Identify the principle reasons for decline in transit service.
- Does the existing transportation demand model maintained by SEWRPC have the capabilities of modeling the impact of exclusive busways/high occupancy-vehicle facilities to compare the ridership difference with expanding transit services in mixed traffic? Can this level of analysis be conducted prior to a corridor study?
- On page 25 under Review of Adopted Year 2020 Regional Land Use Plan, Ozaukee County is omitted from list of counties that have endorsed and adopted the plan to serve as a guide for land use planning and development decisions within their counties. There is no explanation for the omission.
- The communities listed on page 25 as completing land use plans do not mention if they meet requirements of Wisconsin's Comprehensive Planning Law.

- Transit Graphs Figure 4, page 34 should show red Planned Expansion line for years 1995-2003. Table 3 on page 33 should include an Existing 2000 column with data showing increase in transit miles. This will be helpful to analyze progress when the plan is updated, especially regarding express and rapid transit service.
- The description under Public Transit (page 32) refers to Map 12 (page 36) as "proposed" year 2025 public transit element of the regional transportation plan but remains labeled "potential".
- The Department will not support the amendment of the regional transportation plan for the inclusion of widening 127 miles of freeway with additional lanes as outlined under System Improvement: Widening Existing Facilities (page 22).

Thank you for the opportunity to provide comments and look forward to participating in future formal plan updates. Please let us know if you need any clarification on comments.

Sincerely,

Joyd Egan
Joyd Egan, Director
Bureau of Air Management

cc: Ken Leonard/WISDOT, Pat Trainer/WISDOT, Dwight McComb/FHWA Madison, Gloria L. McCutcheon/DNR-SER, Lakshmi Sriharan/DNR-SER, Jerry Medinger/DNR-SER



Appendix C

**OPINION/EDITORIAL PIECES AND NEWS ARTICLES
CONCERNING THE REGIONAL LAND USE AND TRANSPORTATION PLANS**

Residents can comment on transportation plans

Residents can comment on the region's long-range transportation plans at three public hearings this week.

The Southeastern Wisconsin Regional Planning Commission will hold hearings on its regional transportation plan Wednesday at the Downtown Transit Center, 909 E. Michigan St., and Thursday at two locations simultaneously: Heartlove Place, 3229 N. King Drive, and the United Community Center, 920 S. 9th St.

Recommendations in the plan, which is not binding on state and local governments, call for expanding local roads and bus service and for studying light rail and commuter rail. Two studies under way — of rebuilding all area freeways and of extending Chicago's Metra commuter trains from Kenosha to Racine and downtown Milwaukee — are not yet included.

Each session will consist of an open house at 4 p.m., a presentation at 6 p.m. and public comments at 6:30 p.m.

Milwaukee Journal Sentinel

February 25, 2003

Appendix D

**COMMISSION ANNOUNCEMENTS REGARDING THE REVIEW AND
REAFFIRMATION OF YEAR 2020 REGIONAL LAND USE AND TRANSPORTATION PLANS
AND EXTENSION OF PLAN DESIGN YEAR TO 2025 AND PUBLIC INFORMATION
MEETINGS AND HEARINGS HELD FEBRUARY 26, 2003 AND FEBRUARY 27, 2003**

Commission News Release

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION
 2625 N. 1512 Rockwood Drive • P.O. Box 1607 • Waukesha, WI 53187-1607
 TELEPHONE (262) 547-6721
 FAX (262) 547-1103



News Release

FOR IMMEDIATE RELEASE

February 19, 2003
 Release No. 03-01

For more information
 contact Kenneth R. Yunker
 Assistant Director, at
 (262) 547-6721 ext.
 kyunker@sewrpc.org

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION TO REVIEW REGIONAL TRANSPORTATION PLAN FOR SOUTHEASTERN WISCONSIN AT PUBLIC MEETINGS AND HEARINGS

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official area-wide planning agency for the physical infrastructure of the seven-county Southeastern Wisconsin Region, including transportation, flood management, and sewerage, and as well parks and open space, environmental corridors, and natural areas. With respect to transportation, the Commission is responsible to consider current and future transportation needs of the seven-county Region and recommend an advisory long-range regional transportation plan of actions to address those needs. The regional transportation system plan has three principal components: public transit, transportation systems management and arterial streets and highways.

By law, the plans of the Regional Planning Commission are strictly 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.

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News Release No. 03-01
 February 19, 2003
 Page 2

Over the last few years, the Commission has been involved in a number of studies to refine, amend, and add to the recommendations of the regional transportation plans. These efforts include:

- Regional freeway system reconstruction study
- Corridor transit study of extending Chicago-based Metra commuter rail from Kenosha to Racine and Milwaukee
- Short-range transit improvement studies for Ozaukee and Waukesha Counties and the City of Waukesha

As part of these studies, the recommendations of the regional transportation plan have been presented and discussed. The final recommendations from each of these above studies could result in a need to amend, and add to, the regional transportation plan. During the studies, questions have been raised and comments have been made concerning the recommendations in the regional transportation plan, including with respect to the continuing commitment of the Regional Planning Commission to the recommendations in the regional transportation plan and, as well, questions concerning the degree to which those regional transportation plan recommendations have been implemented. Suggestions have been made that the Commission hold meetings to review the recommendations of the regional transportation plan, describe the degree of plan implementation to date, and reaffirm the Commission's commitment to pursuing implementation of those recommendations. The current regional transportation plan recommends in particular the substantial expansion of public transit, and improvements to the surface arterial street system.

The Commission has initiated a review and reaffirmation of the recommendations of the current regional transportation plan, including a review of the degree of plan implementation to date. As part of this review and reaffirmation, a series of public information meetings and hearings have been scheduled. Citizens are invited to attend the public information meetings and hearings to learn more about, and to comment on, the regional transportation plan for southeastern Wisconsin. The purpose of the three public meetings and hearings is to review the recommendations of the current regional transportation plan, describe plan implementation to date, reaffirm the Commission's commitment to the implementation of the regional transportation plan, and to obtain public comment on the regional transportation plan and the

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News Release No. 03-01
 February 19, 2003
 Page 3

progress of plan implementation. Each session will begin with a meeting in "open house" format from 4:00 p.m. to 6:00 p.m., and provide an opportunity to meet one-on-one or in small groups with staff to receive information, ask questions, and provide comment. A presentation will be made by staff at 6:00 p.m., followed at 6:30 p.m. by a public hearing providing a forum for public comment in "town hall" format. The Commission has prepared a Newsletter which summarizes this review of the regional transportation plan. The Newsletter is available on the Commission web site—www.sewrpc.org/regtransplan—or in hard copy from the Commission.

In addition to providing comments at the public meetings and hearings, written comments may also be submitted. Written comments should be received no later than Tuesday, March 11, 2003. To ask questions, or to submit written comments, or to request a Newsletter on this review of the Regional Transportation Plan, please contact:

Southeastern Wisconsin Regional Planning Commission
 W239 N1512 Rockwood Drive
 P.O. Box 1607
 Waukesha, Wisconsin 53187-1607
 Phone: (262) 547-6721 Fax: (262) 547-1103
 E-mail: regtransplan@sewrpc.org

[Note: Attached to this press release are the dates and locations of the scheduled three public meetings and hearings and the Newsletter which announces the public meetings and hearings and provides information regarding the recommendations of the regional transportation plan -- including public transit and arterial street and highway elements of the plan and the implementation of the plan to date.]

PUBLIC INFORMATION MEETINGS AND HEARINGS ON THE REGIONAL TRANSPORTATION PLAN

Date	Building/Room	Location
February 26, 2003	Downtown Transit Center, Harbor Lights Room	909 E. Michigan Street, Milwaukee, WI
February 27, 2003	Heartlove Place, Auditorium	3229 N. Dr. Martin Luther King Jr. Drive, Milwaukee, WI
February 27, 2003	United Community Center, Middle School Gymnasium	920 S. 9 th Street Milwaukee, WI

Review of Regional Transportation Plan for Southeastern Wisconsin



NEWSLETTER

February 2003

INTRODUCTION

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official areawide planning agency for the physical infrastructure of the seven county Southeastern Wisconsin Region, including transportation, flood management, and sewerage, and as well parks and open spaces, environmental corridors, and natural areas. With respect to transportation, the Commission is responsible to consider current and future transportation needs of the seven-county Region and recommend an advisory long-range regional transportation plan of actions to address those needs. By law, the plans of the Regional Planning Commission are strictly 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.

Over the last few years, the Commission has been involved in a number of studies to refine, amend, and add to the recommendations of the regional transportation plans. These efforts include:

- Regional freeway system reconstruction study
- Corridor transit study of extending Chicago-based Metra commuter rail from Kenosha to Racine and Milwaukee
- Short-range transit improvement studies for Ozaukee and Waukesha Counties and the City of Waukesha

As part of these studies, the recommendations of the regional transportation plan have been presented and discussed. The final recommendations from each of these above studies could result in a need to amend, and add to, the regional transportation plan. During the studies, questions have been raised and comments have been made concerning the recommendations in the regional transportation plan, including with respect to the continuing commitment of the Regional Planning Commission to the recommendations in the regional transportation plan and, as well, questions concerning the degree to which those regional transportation plan recommendations have been implemented. Suggestions have been made that the Commission hold meetings to review the recommendations of the

Figure 1

PUBLIC INFORMATION MEETINGS AND HEARINGS

Three public information meetings and hearings have been scheduled in the month of February. The table below lists the dates and locations of the upcoming meetings. The first part of the meetings between 4:00 p.m. and 6:00 p.m. will be of an "open house" format and provide an opportunity to meet one-on-one or in small groups with study staff to receive additional information, ask questions, and provide feedback and input on the regional transportation plan. A presentation will be made by staff at 6:00 p.m., followed at 6:30 p.m. by a public hearing providing a forum for public comment in "town hall" format.

Date	Location
February 26, 2003	Downtown Transit Center, Harbor Lights Room, 909 E. Michigan Street, Milwaukee
February 27, 2003	Heartlove Place, Auditorium, 3229 N. Dr. Martin Luther King, Jr. Drive, Milwaukee
February 27, 2003	United Community Center, Middle School Gymnasium, 920 S. 9th Street, Milwaukee

regional transportation plan, describe the degree of plan implementation to date, and reaffirm the Commission's commitment to pursuing implementation of those recommendations.

The purpose of this Newsletter is to summarize the recommendations of the regional transportation plan and to reaffirm the commitment of the Regional Planning Commission to recommending the implementation of these actions by the responsible State, county, and local unit of government. The Commission routinely reviews and reaffirms the regional transportation plan every three years with the last reaffirmation completed in the year 2000. The remainder of this newsletter summarizes:

- The recommendations of the regional transportation plan.
- The extent of implementation of the plan since 1995, the base year of the regional transportation plan.
- The Commission's reaffirmation of the regional transportation plan.

Three public informational meetings and hearings have been scheduled at the end of the month of February to provide information about, and to receive comment on, the regional transportation plan (see Figure 1 on previous page).

RECOMMENDATIONS OF THE SEWRPC REGIONAL TRANSPORTATION PLAN

The Commission's regional transportation system plan has three principal components: public transit, transportation systems management, and arterial streets and highways. The plan was developed in 1997 and has a design year of 2020. The three components of the regional plan are described in the following sections.

Public Transit

The regional transportation system plan calls for the substantial improvement and expansion of transit service in the Region, including major increases in the levels of rapid and express transit service, as well as increases in the level of local transit service, as shown in Table 1. The plan proposes the development of a true system of rapid and express transit routes integrated with local transit service. In total, the plan proposes an approximately 70 percent increase in transit service as measured by daily vehicle-miles of bus service, from the 65,000 vehicle-miles of such service provided on an average weekday in the plan base year of 1995 to 111,500 vehicle-miles in the plan design year 2020. The transit recommendations are shown in graphic summary form on Maps 1 and 2.

Rapid Transit

The proposed rapid transit service would consist of buses operating over freeways between the Milwaukee central business district and outlying portions of the Milwaukee urbanized area and beyond, with service provided south to Racine and Kenosha, southwest to Mukwonago, west to Waukesha and Oconomowoc, northwest to West Bend, and north to Cedarburg, Grafton, Saukville, and Port Washington. The proposed rapid transit system would include the following: 1) service in both directions, providing for traditional and reverse commuting; 2) intermediate stops to increase accessibility to employment centers and to facilitate reverse commuting from residential areas within central Milwaukee; 3) service throughout the day, with service frequencies of five to 30 minutes in peak travel periods and 30 to 60 minutes in off-peak periods; and 4) relatively high overall travel speeds averaging about 25 miles per hour, about twice typical local bus transit speeds, which average about 12 miles per hour. The proposed rapid transit service is nearly four times the amount of current bus rapid transit service.

Express Transit

The proposed express transit system would consist primarily of buses operating over a grid of 12 limited-stop, higher-speed routes in Milwaukee and Waukesha Counties. The express transit service would include the following: 1) service in both directions during peak and off-peak travel periods; 2) stop spacing of about one-half mile; 3) service frequencies of 10 minutes during peak periods and 20 to 30 minutes during off-peak periods; and 4) overall travel speeds of about 18 miles per hour. Express bus service is also proposed

Table 1

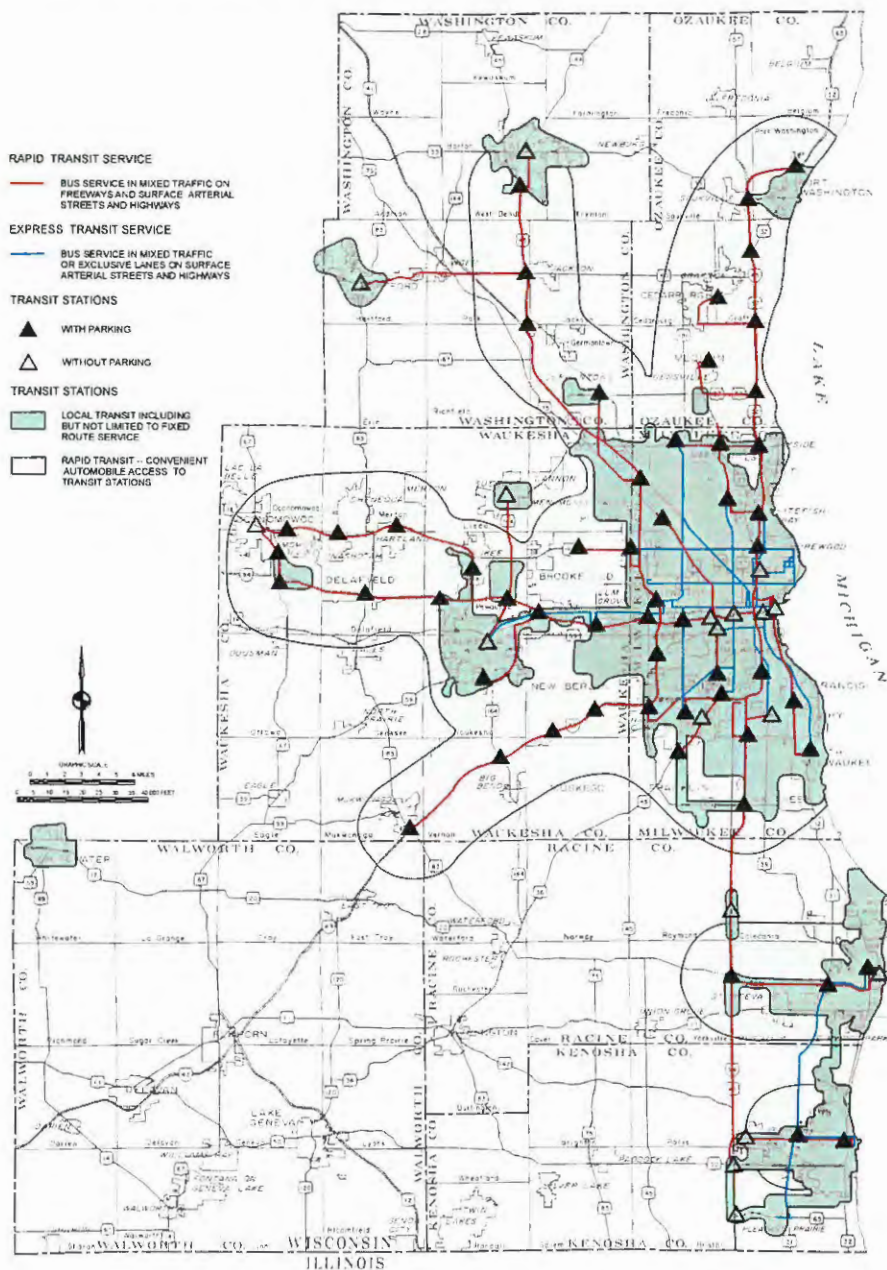
TRANSIT SYSTEM OPERATING CHARACTERISTICS IN THE REGION: 1995 AND 2020 RECOMMENDED PLAN

Transit Service Characteristics	Existing 1995	Recommended Plan
Round-Trip Route Length (miles)		
Rapid Routes.....	523	1,360
Express Routes.....	437	430
Local Routes		
Kenosha Urbanized Area.....	192	210
Milwaukee Urbanized Area.....	1,135	1,530
Racine Urbanized area.....	186	200
Subtotal	1,513	1,940
Total	2,473	3,730
Average Weekday Vehicle Requirements		
Peak Period.....	537	819
Midday Off-Peak Period.....	286	375
Revenue Vehicle-Miles (average weekday)		
Rapid.....	3,800	14,700
Express.....	5,400	21,500
Local.....	55,800	75,300
Total	65,000	111,500
Revenue Vehicle-Hours (average weekday)		
Rapid.....	200	600
Express.....	310	1,400
Local.....	4,730	6,600
Total	5,240	8,600

Source: SEWRPC.

Map 1

**PUBLIC TRANSIT ELEMENT OF THE ADOPTED REGIONAL
TRANSPORTATION SYSTEM PLAN FOR SOUTHEASTERN WISCONSIN: 2020**



Source: SEWRPC.

detailed corridor transit alternatives analysis studies, decisions would be made by the concerned local governments and transit operators whether to provide rapid transit service through buses on existing freeways or through commuter rail, and whether to provide express transit service through buses on surface arterials or through light rail. Such studies are currently underway in the Milwaukee-Racine-Kenosha corridor considering rapid transit commuter rail, and the Milwaukee downtown connector study considering express transit light rail and bus guideway technology.

Transportation Systems Management

The transportation systems management element of the regional transportation plan is intended to encourage more efficient use of the existing transportation system. It includes travel demand management measures to encourage carpooling and transit travel and promote the reduction of vehicular travel. It also includes traffic management measures which seek to obtain the maximum vehicular

between the Kenosha and Racine urbanized areas. All service would be provided by buses operating in mixed traffic over surface arterial streets and highways. The service could be upgraded to buses operating over reserved street lanes as is presently the case along Bluemound Road in Waukesha County. The proposed express service is nearly four times the amount of current express transit service in the seven county Region.

Local Transit

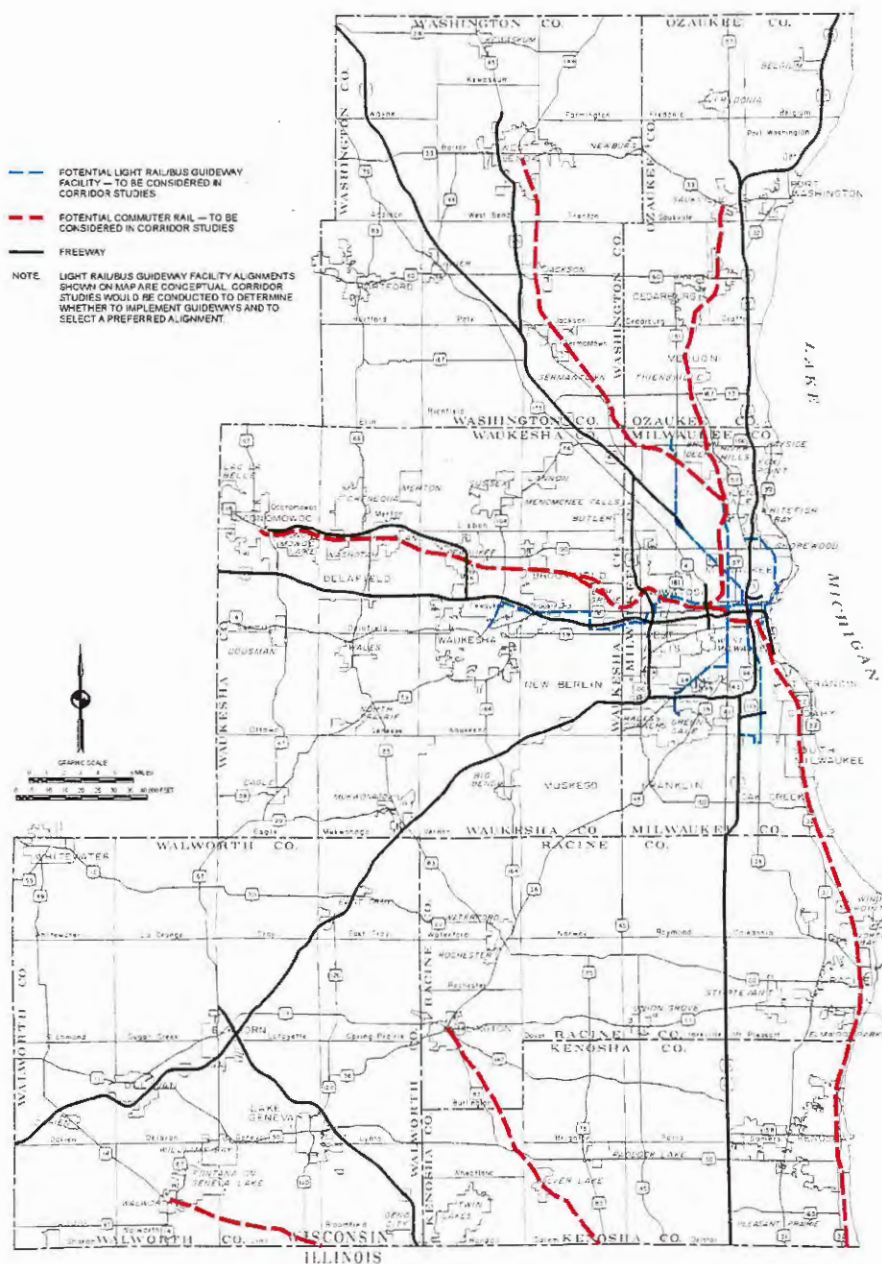
The plan also recommends the expansion of local bus transit service over arterial and collector streets with frequent stops throughout the Kenosha, Milwaukee, and Racine urbanized areas. The plan calls for substantial improvements in the frequency of local transit service provided, particularly on major local routes. The plan holds open the potential to restructure local transit service to provide for transit center-oriented local systems to replace grid-route systems, depending upon detailed local plan implementation studies. The plan recommends the provision of local transit service through shared-ride taxis in the smaller urban areas of the Region. The plan also recommends the continuation of appropriate paratransit services to help meet the needs of disabled individuals in the Region. About a 35 percent expansion of local transit service is recommended under the plan.

Upgrading to Rail Transit or Bus Guideways

The plan recommends that rapid and express transit service initially be provided with buses, but that consideration be given through the conduct of detailed corridor transit alternatives analysis studies to upgrading bus service to commuter rail for rapid transit service and light rail or bus guideways for express transit service. Through these

Map 2

**POTENTIAL LIGHT RAIL/EXPRESS BUS GUIDEWAY
AND COMMUTER RAIL FACILITIES IDENTIFIED IN
YEAR 2020 REGIONAL TRANSPORTATION SYSTEM PLAN**



Source: SEWRPC.

capacity practicable from existing arterial street and highway facilities. The transportation systems management element of the plan includes the following seven measures:

1. **Freeway Traffic Management**
Implementation of an areawide freeway traffic management system, including restricted access of single-occupancy vehicles at ramp meters, preferential access for buses and high-occupancy vehicles, freeway advisory information, and freeway traffic incident management.
2. **Arterial Curb-Lane Parking Restrictions**
Restriction of curb-lane parking as needed during peak periods along about 400 miles, or about 12 percent, of the planned 3,613-mile arterial street and highway system. Local government would consider the proposed curb-lane parking restrictions as traffic volumes and congestion increase, and implement these restrictions rather than considering expansion of highway capacity beyond that envisioned in the plan.
3. **Traffic Engineering**
The use of state-of-the-art traffic engineering practices to assist in achieving efficient traffic flow.
4. **Traffic Management Technology**
The application of advanced traffic management technology, including traveler information for transit and highway travel, and advanced traffic management systems for improved transportation facility operation.
5. **Travel Demand Management Promotion**
A regionwide program to promote travel through ridesharing, transit use, bicycle use, and pedestrian movement, together with telecommuting and work-time rescheduling.

6. **Detailed Land Use Planning and Site Design**

The preparation and implementation by local governmental units of detailed, site-specific neighborhood land use plans to facilitate travel by transit, bicycle, and pedestrian movement.

7. **Transit Systems Management and Service Enhancement Measures**

The enhancement of the quality of transit services by the Region's transit agencies, including improvement of bus speeds through priority systems and signal preemption, promotion of innovative fare-payment systems, and conduct of marketing and public education.

Table 2

**ARTERIAL STREET AND HIGHWAY SYSTEM
PRESERVATION, IMPROVEMENT, AND EXPANSION
BY ARTERIAL FACILITY TYPE BY COUNTY:
2020 REGIONAL TRANSPORTATION SYSTEM PLAN^a**

County	System Preservation (miles)	System Improvement (miles)	System Expansion (miles)	Total Miles
Kenosha				
Freeway	12.0	0.0	0.0	12.0
Standard Arterial	290.3	44.8	8.5	343.6
Subtotal	302.3	44.8	8.5	355.6
Milwaukee				
Freeway	62.4	4.4	0.0	66.8
Standard Arterial	679.9	40.3	10.3	730.5
Subtotal	742.3	44.7	10.3	797.3
Ozaukee				
Freeway	23.2	4.0	0.0	27.2
Standard Arterial	223.9	47.7	7.0	278.6
Subtotal	247.1	51.7	7.0	305.8
Racine				
Freeway	12.0	0.0	0.0	12.0
Standard Arterial	342.0	50.6	21.5	414.1
Subtotal	354.0	50.6	21.5	426.1
Walworth				
Freeway	48.9	0.0	16.7	65.6
Standard Arterial	361.0	36.7	17.8	415.5
Subtotal	409.9	36.7	34.5	481.1
Washington				
Freeway	42.8	0.0	0.0	42.8
Standard Arterial	361.0	43.1	21.5	425.6
Subtotal	403.8	43.1	21.5	468.4
Waukesha				
Freeway	59.0	1.0	5.7	65.7
Standard Arterial	555.7	141.1	15.0	711.8
Subtotal	614.7	142.1	20.7	777.5
Region				
Freeway	260.3	9.4	22.4	292.1
Standard Arterial	2,813.8	404.3	101.6	3,319.7
Total	3,074.1	413.7	124.0	3,611.8

^aEach proposed arterial street and highway improvement and expansion, and, as well, preservation project, would need to undergo preliminary engineering and environmental studies by the responsible State, county, or municipal government prior to implementation. The preliminary engineering and environmental studies will consider alternatives and impacts, and final decisions as to whether and how a planned project will proceed to implementation will be made by the responsible State, county, or municipal government (State for State highways, county for county highways, and municipal for municipal arterial streets) at the conclusion of preliminary engineering.

Source: SEWRPC.

Arterial Street and Highway System

The regional transportation plan recommendations for the arterial street and highway system in the Region in the year 2020 are summarized in Table 2. The plan recom-

mendations for the arterial street and highway system can be divided into three categories: system preservation—the proposed resurfacing, reconstruction, and modernization as needed of arterials to largely the same capacity as exists today; system improvement—the proposed widening of existing arterials to carry additional traffic lanes; and system expansion—the proposed construction of new arterial facilities.

Highway improvements are recommended in the regional transportation plan only as a last resort, that is, to address the congestion which may not be expected to be alleviated by land use, systems management, or public transit measures. The first elements considered for inclusion in the regional transportation plan were the transit and transportation system management elements. The potential of these elements to eliminate congestion was explicitly identified. Highway improvements were then recommended to be added to the regional transportation plan to resolve to the extent practicable the residual existing and probable future traffic congestion.

The year 2020 plan recommended arterial street and highway system capacity improvement and expansion is shown for each county on Map 3.

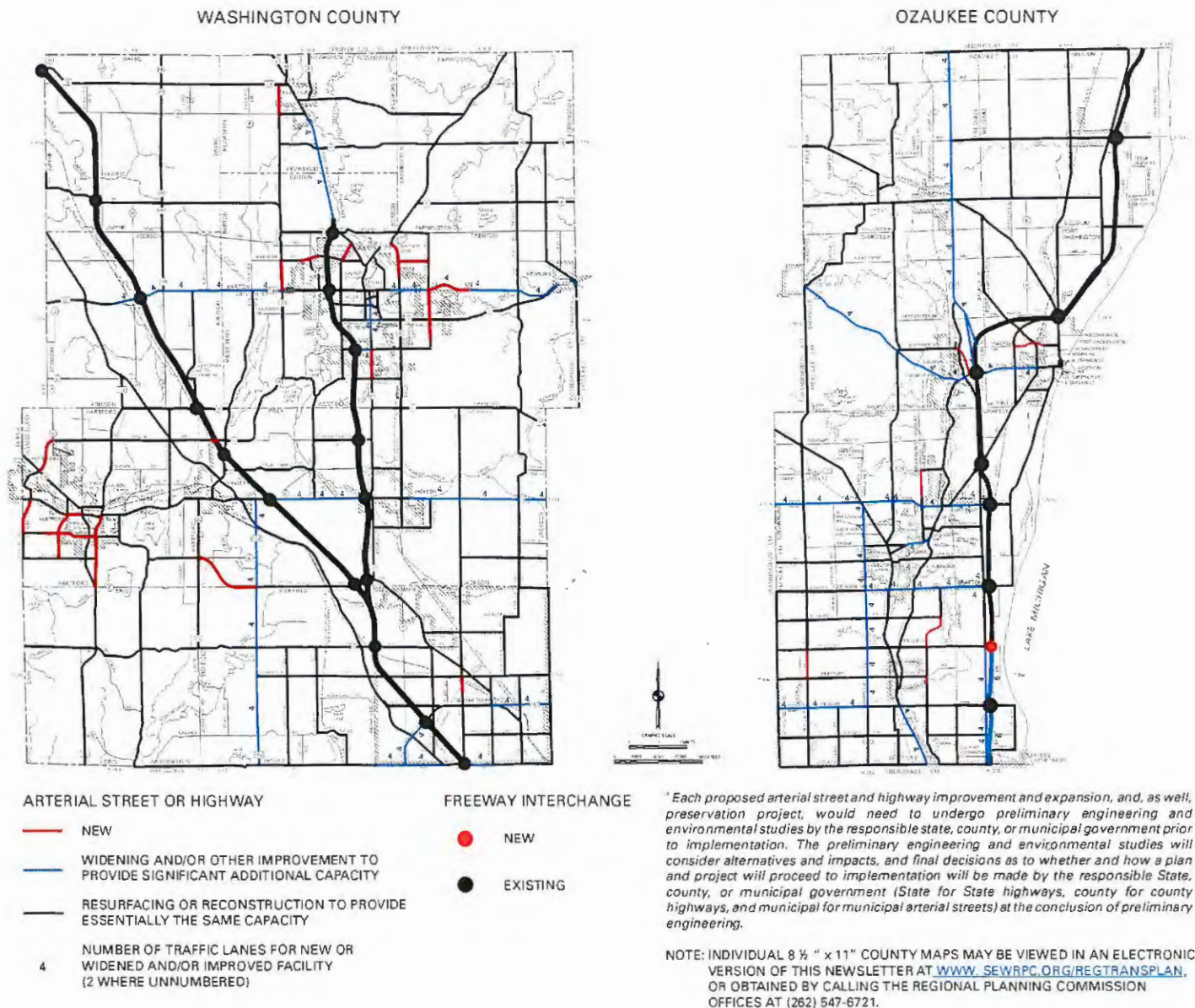
System Preservation: Maintaining Existing Facilities

System preservation consists of all arterial preservation projects required to maintain the structural adequacy and serviceability of the existing arterial system without significantly increasing the capacity of that system. This would include all projects classified as resurfacing and reconstruction for the same capacity. The plan proposes system preservation activities for about 3,074 route-miles of the arterial system representing about 85 percent of the total planned arterial system in the year 2020.

Included in the category of preservation is the reconstruction of the freeway system in Southeastern Wisconsin. The plan recommends the reconstruction and consideration in preliminary engineering and environmental impact studies of modernization of the Southeastern Wisconsin freeway system, particularly the

Map 3

ARTERIAL STREET AND HIGHWAY SYSTEM PLAN ELEMENT FOR KENOSHA, MILWAUKEE, OZAUKEE, RACINE, WALWORTH, WASHINGTON, AND WAUKESHA COUNTIES^a



Source: SEWRPC.

Zoo, Mitchell, Hale, Stadium, and Marquette interchanges, and the reconstruction of freeway interchanges as needed in Kenosha and Racine Counties to urban design standards.

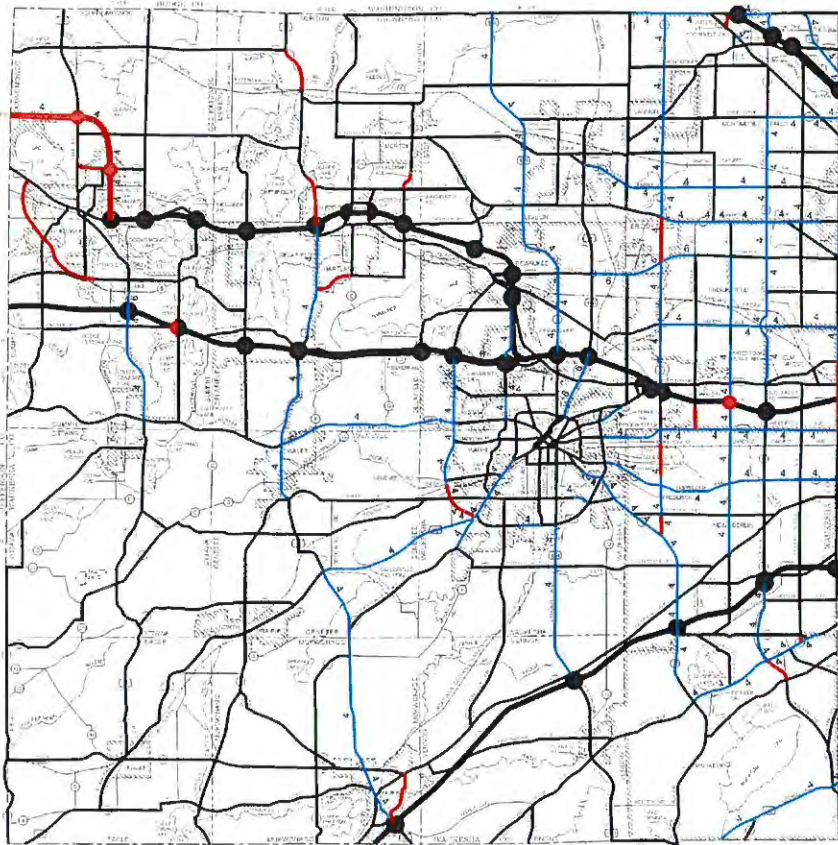
System Improvement: Widening Existing Facilities

System improvement consists of all projects which would significantly increase the capacity of the existing system through street widening to provide additional through traffic lanes. Under the final plan, a total of 414 route-miles of facilities would be widened and improved with respect to traffic carrying capacity, representing about 11 percent of the total planned arterial system.

Map 3 (continued)

WAUKESHA COUNTY

MILWAUKEE COUNTY



ARTERIAL STREET OR HIGHWAY

- NEW
- WIDENING AND/OR OTHER IMPROVEMENT TO PROVIDE SIGNIFICANT ADDITIONAL CAPACITY
- RESURFACING OR RECONSTRUCTION TO PROVIDE ESSENTIALLY THE SAME CAPACITY
- 4 NUMBER OF TRAFFIC LANES FOR NEW OR WIDENED AND/OR IMPROVED FACILITY (2 WHERE UNNUMBERED)

FREEWAY INTERCHANGE

- NEW
- EXISTING

⁴ Each proposed arterial street and highway improvement and expansion, and, as well, preservation project, would need to undergo preliminary engineering and environmental studies by the responsible state, county, or municipal government prior to implementation. The preliminary engineering and environmental studies will consider alternatives and impacts, and final decisions as to whether and how a plan and project will proceed to implementation will be made by the responsible State, county, or municipal government (State for State highways, county for county highways, and municipal for municipal arterial streets) at the conclusion of preliminary engineering.

NOTE: INDIVIDUAL 8 1/2" x 11" COUNTY MAPS MAY BE VIEWED IN AN ELECTRONIC VERSION OF THIS NEWSLETTER AT WWW.SEWRPC.ORG/REGTRANSPLAN, OR OBTAINED BY CALLING THE REGIONAL PLANNING COMMISSION OFFICES AT (262) 547-6721.

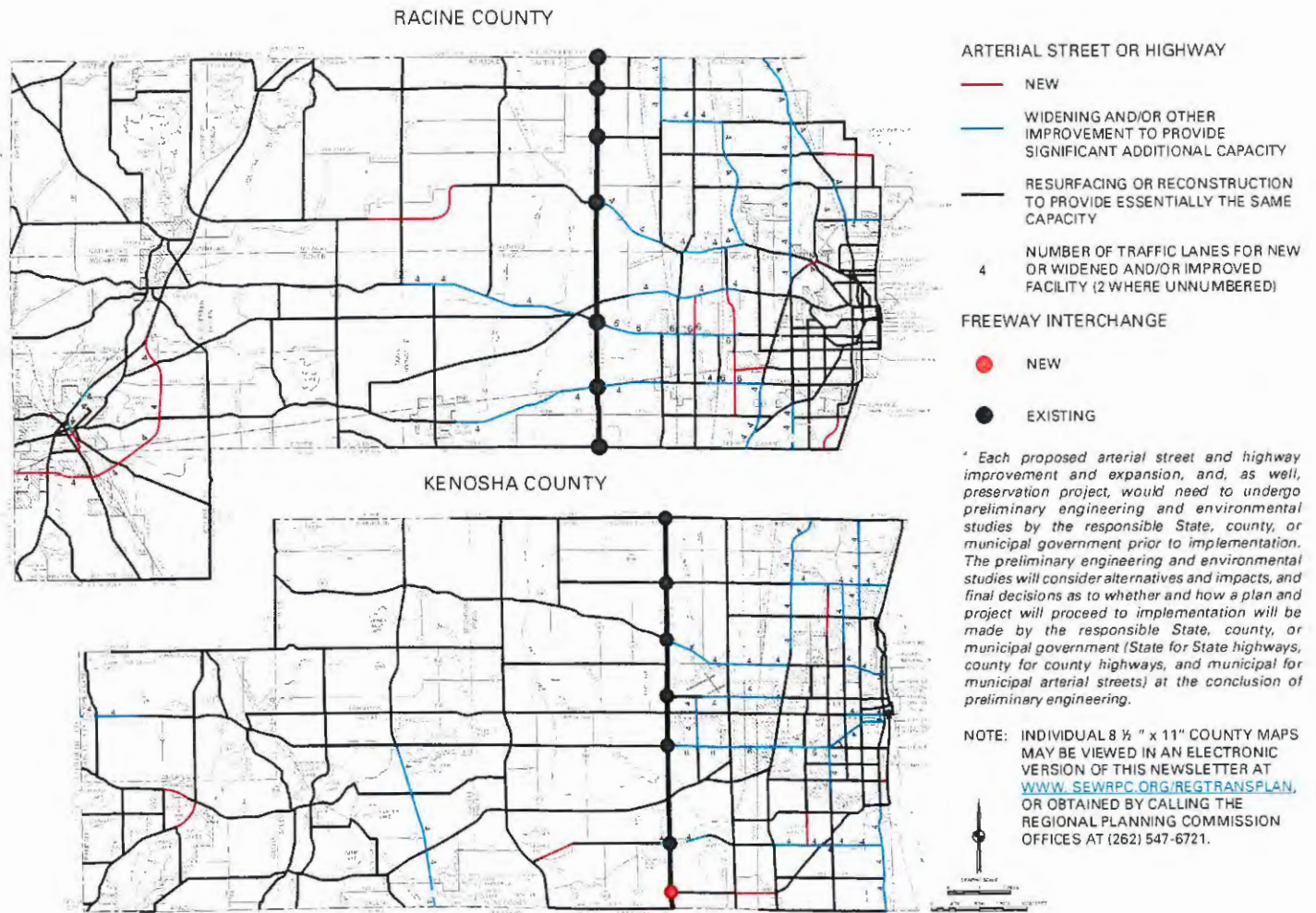
Source: SEWRPC.

The Commission is currently conducting a study of the reconstruction of the freeway system of Southeastern Wisconsin. The preliminary plan for that study recommends the widening of 127 miles of freeway with additional lanes as the freeway system is reconstructed. The regional transportation plan does not include this proposed freeway system capacity expansion. The proposed lanes would need to be included in the final freeway system plan, and the regional transportation plan would need to be formally amended in order for those proposed lanes to be part of the plan.

System Expansion: Constructing New Facilities

System expansion consists of the proposed construction of new arterial streets and highways. The plan would provide for the construction of 124 route-miles of new arterial facilities, representing about 4 percent of the total planned arterial route-miles in the year 2020.

Map 3 (continued)



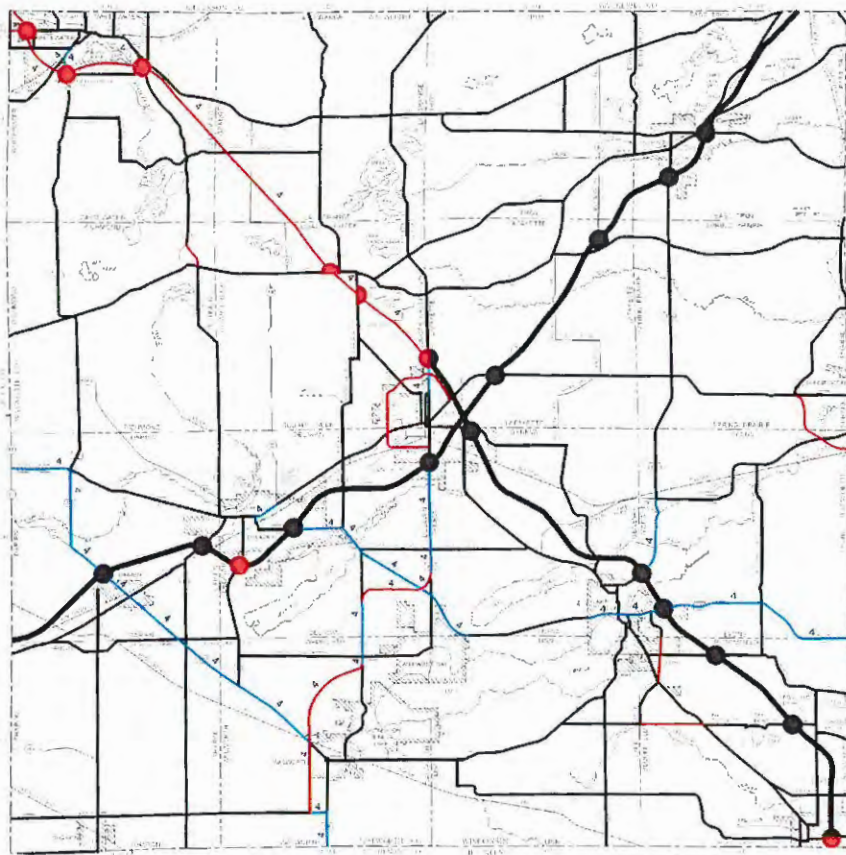
Source: SEWRPC.

REVIEW OF STATUS OF IMPLEMENTATION OF YEAR 2020 ADOPTED REGIONAL TRANSPORTATION SYSTEM PLAN

Review of the implementation of the regional transportation plan since its preparation and completion indicates that the plan is being implemented. With respect to the transit element of the year 2020 plan, approximately a 70 percent expansion of transit service as measured by vehicle-miles of bus service was recommended from the base year of the plan of 1995, with an emphasis on expanding rapid and express bus transit services, and improving local transit services. These recommendations for expanded and improved transit services represented a departure from a historic trend of stable or declining transit service levels within Southeastern Wisconsin since 1982. Between 1995 and 2001 transit vehicle-miles of service in Southeastern Wisconsin increased by over 20 percent from about 65,000 to 80,000 vehicle-miles of service on an average weekday. The bulk of this expansion was implemented between 1997 and 2001. The improvement and expansion of transit service has included the implementation of rapid bus transit services linking Ozaukee County and Milwaukee County, and linking Washington County and Milwaukee County, and the expansion of rapid and express bus services linking Milwaukee and Waukesha Counties. In addition, expansion of local transit service was implemented by each transit operator: Milwaukee County, the City of Waukesha, Waukesha County, and the Cities of Racine and Kenosha. However, it is expected that final estimates of public transit vehicle-miles of service on an average weekday will show a decline in 2002 to 76,000 vehicle-miles of service, and based upon 2003 transit operator budgets and operating plans, a further decline in 2003 to about 72,600 vehicle-miles of service. This expected decline in transit service over the years 2002 and 2003 is principally with respect to the Milwaukee, Washington, and Waukesha County transit systems and includes reductions in service frequency, route restructuring, and selected elimination of routes. The estimated amount of transit service expected to be provided on an average weekday in the year 2003 of

Map 3 (continued)

WALWORTH COUNTY



ARTERIAL STREET OR HIGHWAY

- NEW
- WIDENING AND/OR OTHER IMPROVEMENT TO PROVIDE SIGNIFICANT ADDITIONAL CAPACITY
- RESURFACING OR RECONSTRUCTION TO PROVIDE ESSENTIALLY THE SAME CAPACITY
- 4 NUMBER OF TRAFFIC LANES FOR NEW OR WIDENED AND/OR IMPROVED FACILITY (2 WHERE UNNUMBERED)

FREWAY INTERCHANGE

- NEW
- EXISTING

* Each proposed arterial street and highway improvement and expansion, and, as well, preservation project, would need to undergo preliminary engineering and environmental studies by the responsible state, county, or municipal government prior to implementation. The preliminary engineering and environmental studies will consider alternatives and impacts, and final decisions as to whether and how a plan and project will proceed to implementation will be made by the responsible State, county, or municipal government (State for State highways, county for county highways, and municipal for municipal arterial streets) at the conclusion of preliminary engineering.

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Source: SEWRPC.

about 72,600 vehicle-miles still represents an increase in transit service of about 12 percent 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. In addition, transit fares have generally remained stable, with increases at about the level of general price inflation. Milwaukee County Transit System base fare has increased from \$1.25 in 1995 to \$1.50 in 2003, about a 20 percent increase. The Milwaukee County Transit System average fare per revenue passenger which accounts for changes in the base fare and in price of passes and tickets increased from \$0.79 in 1995 to \$0.86 in 2002, about a 9 percent increase. In comparison, general price inflation from 1995 to 2002 was estimated to increase by about 15 percent. Also, two corridor alternatives analysis studies considering fixed guideway transit as an alternative to bus service are underway in corridors identified in the regional plan. These transit alternatives analyses include the consideration of commuter rail as an alternative to rapid bus service linking the Kenosha, Racine, and Milwaukee areas and the consideration of light-rail or guided bus connector system as an alternative to bus service in the Milwaukee central business district and corridors to the west and north.

With respect to the arterial street and highway element of the plan, approximately 81 miles, or 15 percent, of the proposed 538 miles of arterial street widening or new surface arterial facilities have been implemented and are open to traffic. Other planned surface arterial improvements and extensions are in the process of being implemented, including preliminary engineering, final engineering design, or construction.

SUMMARY AND CONCLUSIONS—REVIEW AND REAFFIRMATION OF REGIONAL TRANSPORTATION PLAN AND EXTENSION OF PLAN DESIGN YEAR TO 2025

The review of the adopted year 2020 regional transportation system plan indicates reasonable progress towards plan implementation. Therefore, it is appropriate that the year 2020 regional transportation system plan is reaffirmed, and the design year for the plans be extended to the year 2025. The extension of the plan design year to 2025 will provide a 20-year time frame for the plan and its forecasts.

EXTENSION OF YEAR 2020 REGIONAL TRANSPORTATION PLAN DESIGN YEAR TO THE YEAR 2025

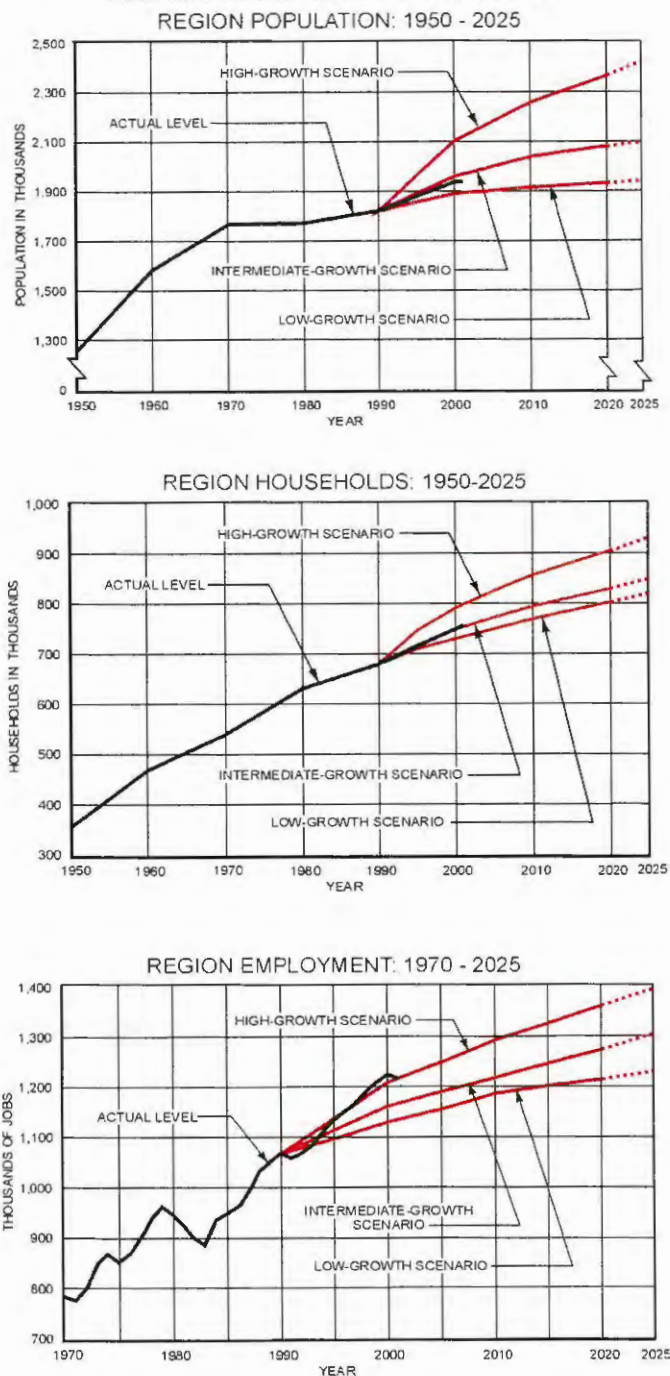
Figure 2 presents the proposed interim extensions of the year 2020 forecasts of population, households, and employment to the year 2025. Comparison of estimated current population, household, and employment levels to forecast levels indicate that the year 2020 forecasts remain valid for long-range planning at both regional and county levels. Estimates of population and households have been closely following forecasts. Estimates of employment have exceeded forecasts due to unprecedented 15 years of economic growth without any significant reversal. However, the economic downturn of recent years may be expected to bring employment estimates more in line with intermediate growth forecasts in the long term, and employment growth over the next 20 years may be expected to be slower due to labor force requirements to be met almost entirely by in-migration rather than growth from existing Region population through increased female labor force participation or movement of population into ages of labor force. The proposed interim forecasts represent an increase from the year 2020 to the year 2025 of about 1 percent in population and 3 percent in households and employment and a continuation of the rates of growth projected through the year 2020. The adopted year 2020 regional land use plan is proposed to be extended as well to the year 2025 with no significant change. The modest increase in population, households, and employment of 1 to 3 percent would be added to the plan largely through additional infill and redevelopment of existing urban centers, with the remainder added to already defined urban growth areas. Based upon consideration of the projected regional demographic and economic growth from the year 2020 to the year 2025, and the extension of the regional land use plan, the incremental transportation needs from the year 2020 to the year 2025 were defined, and incremental changes were proposed to extend the year 2020 plan to the year 2025.

Public Transit

The extension of the public transit element of the year 2020 regional transportation plan to the year 2025 proposes the continuing expansion of the Region's public transit system. The expansion as shown in Table 3 and Figure 3 would be from 111,500 vehicle-miles of service in the year 2020 to 124,700 vehicle-miles of service in the year 2025, or about a 13 percent increase. The expansion of transit service between the years 2020 and 2025 would largely include continuing improvements

Figure 2

ACTUAL AND PROJECTED REGIONAL AND COUNTY POPULATION, HOUSEHOLD, AND EMPLOYMENT LEVELS: 1950-2020



Source: SEWRPC.

in service frequency and, as well, some extension of routes into more completely developed areas.

Transportation Systems Management Element

The transportation systems management element of the plan is intended to encourage more efficient use of the existing transportation system, and includes travel demand management measures to encourage carpooling and transit travel

Table 3

TRANSIT SYSTEM OPERATING CHARACTERISTICS IN THE REGION: 1995 AND 2025 RECOMMENDED PLAN

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Revenue Vehicle-Hours (average weekday)		
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Express	310	1,500
Local	4,730	7,400
Total	5,240	9,600

Source: SEWRPC.

and thereby reduce vehicular travel. It also includes traffic management measures which seek to obtain the maximum vehicular capacity practicable from existing arterial street and highway facilities. The year 2025 interim plan will continue to recommend the transportation systems management measures included in the year 2020 plan.

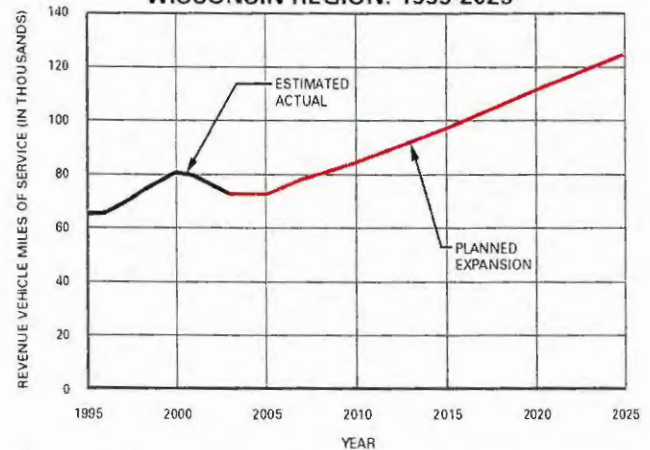
Arterial Street and Highway System

The potential incremental traffic volume, traffic congestion, and needs on the arterial street and highway system from the year 2020 to the year 2025 were reviewed. The incremental traffic volume and traffic congestion was that traffic volume and traffic congestion which would not be alleviated through the proposed public transit or systems management elements of the plan.

The arterial street and highway element of the year 2020 regional transportation plan recommended the expansion of arterial capacity on 538 miles, or about 15 percent of the planned 3,612 mile arterial street and highway system, including 124 miles of new arterials and 414 miles of widened arterials. Based upon the incremental traffic volume and traffic congestion which may be expected between the years 2020 and 2025, an additional 39 miles of arterials may require consideration of capacity expansion after the year 2020 (see Table 4). It is not recommended that these identified 39 miles of arterials be added to the regional transportation plan for recommended capacity expansion. Rather, it is recommended that the Commission work over the next three years with each county and the municipalities in each county to consider the addition to the plan of these 39 miles of arterial capacity expansion.

Figure 3

HISTORIC AND PLANNED VEHICLE MILES OF PUBLIC TRANSIT SERVICE ON AN AVERAGE WEEKDAY IN THE SOUTHEASTERN WISCONSIN REGION: 1995-2025



^a Estimates of average weekday year 2002 and 2003 transit vehicle-miles of service are preliminary, as year 2002 estimates are based upon 11 months of data and year 2003 estimates are based upon transit operator budgets.

Source: SEWRPC.

Table 4

INCREMENTAL ARTERIAL STREET AND HIGHWAY CAPACITY EXPANSION NEEDS BEYOND THE YEAR 2020 TO BE CONSIDERED WITHIN EACH COUNTY

County	Facility Name	Termini	Length (miles)
Milwaukee	S. 13th Avenue	W. Drexel Avenue to W. College Avenue	1.6
	N. 107th Street	W. Brown Deer Road to W. County Line Road	1.0
	Subtotal	--	2.6
Racine	STH 164	STH 36 to Waukesha County Line	5.0
	Subtotal	--	5.0
Walworth	USH 12	CTH P to STH 59	1.0
	STH 120	Grant Street to USH 12	0.7
	Subtotal	--	1.7
Washington	USH 45	Sandy Ridge Road to CTH V	2.0
	STH 60	Wacker Drive to STH 83	0.6
	CTH P	Rusco Road to Paradise Drive	1.0
	CTH Q	Colgate Road to a point one-half mile west-Amy Belle Road	0.5
	Maple Road	CTH Q to STH 175	0.3
	Subtotal	--	4.4
Waukesha	STH 16	Division Street to Riverview Lane	1.3
	STH 74	Waukesha Avenue to Menomonee Avenue	4.7
	STH 164	IH 43 to Racine County Line	4.8
	CTH D	CTH TT to CTH X	1.1
	CTH K	CTH JK to CTH V	4.8
	CTH Q	CTH V to a point one-half mile west of CTH V	0.5
	CTH Y	Hillendale Road to Racine County Line	5.4
	CTH HH	CTH Y to CTH O	2.4
	Subtotal	--	25.0
Total	--	--	38.7

Source: SEWRPC.

Additional Information

An electronic version of the newsletter, the staff memorandum summarized in the newsletter, and the public meeting notice are available at www.sewrpc.org/regtransplan.

For more information:

Kenneth R. Yunker, P.E.
Assistant Director
Southeastern Wisconsin Regional
Planning Commission
(262) 547-6721
Fax: (262) 547-1103
kyunker@sewrpc.org

To provide written comment on the regional transportation plan:

U.S. Mail: PO Box 1607, Waukesha, WI 53187-1607

E-mail: regtransplan@sewrpc.org

Fax: (262) 547-1103

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

W239 N1812 Rockwood Drive
P.O. BOX 1607
WAUKESHA, WISCONSIN 53187-1607

PAID NEWSPAPER ADVERTISEMENTS

PUBLIC INFORMATION MEETINGS AND HEARINGS
SCHEDULED ON REGIONAL TRANSPORTATION PLAN

Citizens are invited to a series of public information meetings and hearings to learn more about, and to comment on, the Regional Transportation Plan for Southeastern Wisconsin. Over the last year, the Southeastern Wisconsin Regional Planning Commission has been conducting studies of the reconstruction of the freeway system of southeastern Wisconsin and of extending Chicago-based commuter rail from Kenosha to Racine and Milwaukee. The final recommendations of these studies when completed could be added to the recommendations of the Commission's regional transportation plan. Suggestions have been made over the last year that the Commission hold meetings to describe the recommendations of the current regional transportation plan, review the degree of plan implementation to date, and reaffirm the Commission's commitment to the implementation of the regional transportation plan, and to obtain public comment on the regional transportation plan and the progress of plan implementation. Each session will begin with a meeting in "open house" format from 4:00-6:00 p.m., and provide an opportunity to meet one-on-one or in small groups with staff to receive information, ask questions, and provide comment. A presentation will be made by staff at 6:00 p.m., followed at 6:30 p.m. by a public hearing providing a forum for public comment in "town hall" format.

Date	Building/Room	Location
February 26, 2003	Downtown Transit Center, Harbor Lights Room	909 E. Michigan Street, Milwaukee, WI
February 27, 2003	Heartlove Place, Auditorium	3229 N. Dr. Martin Luther King, Jr. Drive, Waukesha, WI
February 27, 2003	United Community Center, Middle School Gymnasium	920 S. 9th Street, Milwaukee, WI

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MILWAUKEE JOURNAL-SENTINEL
2/10/03PUBLIC INFORMATION MEETINGS AND HEARINGS
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MILWAUKEE STAR
2/13/03PUBLIC INFORMATION MEETINGS AND HEARINGS
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MILWAUKEE TIMES
2/13/03Horarios de Sesiones de Información Pública
Sobre Plan Regional de Transportación

Ciudadanos están invitados a una serie de sesiones de información para aprender y expresar sus opiniones acerca del Plan Regional de Transportación del área suroeste de Wisconsin. Durante el último año, la Comisión Regional de Planeación del Suroeste ha realizado estudios acerca de la reconstrucción del sistema de carreteras del suroeste de Wisconsin y de la extensión del ferrocarril de pasajeros de Chicago y el cual conectaría Kenosha con Racine y Milwaukee. Las recomendaciones finales de estos estudios podrían ser añadidas a las recomendaciones del plan regional de transporte de la Comisión cuando éstos estén finalizados. Durante el año pasado se hicieron sugerencias de que la Comisión llevara a cabo sesiones para explicar las recomendaciones del plan regional de transporte y también revisar el grado de implementación del plan hasta la fecha, y reaffirmar su compromiso de dedicación con el plan. La intención de las tres sesiones es revisar las recomendaciones del plan regional de transporte, describir el plan de implementación hasta la fecha, reaffirmar el compromiso para con la implementación del plan regional y de obtener comentarios del público sobre el plan regional de transporte y en el progreso del plan de implementación. Cada sesión comenzará con un taller "open house" de 4 p.m. a 6 p.m. y dar la oportunidad de conocerse de una persona más personal base-to-base o en pequeños grupos con los integrantes de la Comisión, hacer preguntas y dar comentarios. Una presentación será hecha por colaboradores a las 6:00 p.m. siguiendo con una sesión pública a las 6:30 p.m. abierta a comentarios del público en un formato de "town hall".

Fecha	Edificio/salón	Dirección
Febrero 26, 2003	Downtown Transit Center salón Harbor Lights	909 E. Michigan Street, Milwaukee, WI
Febrero 27, 2003	Heartlove Place Auditorio	3229 N. Dr. Martin Luther King, Jr. Drive Milwaukee, WI
Febrero 27, 2003	Centro de la Comunidad Unida (UCC) Gimnasio de la escuela media	920 S. 9th Street Milwaukee, WI

Personas con necesidades especiales se les pide que se contacten con las oficinas de la Comisión estableciendo la fecha de la sesión de su preferencia para hacer las debidas acomodaciones.

Información acerca de las recomendaciones del plan regional de transporte—including tránsito y calles y elementos de Highway del plan, la implementación del plan hasta la fecha, y el diseño del plan de la extensión del año puede ser adquirido en la siguiente página de internet: www.sewrpc.org/regtransplan

Además de proveer comentarios en las sesiones públicas, sugerencias escritas pueden ser enviadas. Comentarios escritos deber ser recibidos a más tardar el martes 11 de marzo del 2003. Para hacer preguntas, mandar comentarios escritos, o para pedir una carta de la revisión del Plan Regional de Transportación, favor de contactarse al:

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EL CONQUISTADOR
2/14/03

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MILWAUKEE COMMUNITY JOURNAL
2/14/03

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MILWAUKEE COURIER
2/14/03