CHAPTER 11

TRANSPORTATION ELEMENT

INTRODUCTION

The Transportation Element is one (1) of the nine (9) elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001 (2) (c) of the *Statutes* requires this element to compile goals, objectives, policies, and programs to guide the future development of various modes of transportation in the City of Kenosha. Under the comprehensive planning law, the Transportation Element should incorporate State and Regional transportation plans, and compare City of Kenosha goals, objectives, policies, and programs to those of State and Regional transportation plans.

Modes of transportation addressed in this element include:

- Public transit
- Transportation for persons with compromised mobility and transit-dependent users
- Arterial streets and highways
- Collector and land access streets
- Bicycle and pedestrian facilities
- Railroads
- Air transportation
- Trucking
- Water transportation

In addition, the following comprehensive planning goals related to the Transportation Element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:[1]

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structure.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent citizens and persons with disabilities.

The following section describes transportation goals, objectives, policies, and programs through the plan design year of 2035. Appendix 11-1 provides a brief description of transportation funding programs currently available to the City of Kenosha, which can facilitate the provision of various modes of transportation in Kenosha. An inventory of existing transportation facilities and services is presented in Chapter 4.

[1] *Chapter 1 lists all 14 of the comprehensive planning goals included in Section 16.965 of the Statutes.*

TRANSPORTATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

This section sets forth transportation goals and objectives through the plan design year of 2035. Policies, which are steps or actions to achieve transportation goals and objectives; and programs, which are projects or services intended to achieve transportation policies, are also identified. Goals and objectives were developed using the transportation data inventoried in Chapter 4 and the general planning issue statements and goals and objectives related to transportation identified in Chapter 7. The sources of public input reviewed to identify the transportation issues to be addressed by the goals, objectives, policies, and programs set forth in this element were:

- Kenosha County Café SWOT Analysis
- Applicable State, regional, and County transportation plans
- Planning goals, objectives, principles, and policies from County and local plans
- Input from the nine local comprehensive plan informational meetings
- Public comments obtained via the Kenosha County comprehensive planning website and e-mails

Transportation Issues
The general transportation issues identified in Chapter 7 include improving transit services and accessibility, and providing a variety of transportation choices are considered important to Kenosha residents, particularly in light of the changing age structure of the population and energy concerns. Participants in the visioning process placed a high emphasis on improving public transit services, including the expansion of bus service and the development of the Kenosha-Racine-Milwaukee (KRM) commuter rail as one of the top opportunities for Kenosha. Participants also expressed a desire to expand alternative modes of transportation, including the addition of more bike paths and lanes and providing pedestrian access to open space. Concerns about increased traffic congestion due to development were also expressed.

Overall Transportation Goal and Objectives

Goal:

- Improve transportation infrastructure and land use design to support a range of transportation choices for all citizens.

Objectives:

- Expand and enhance alternative modes of transportation, including public transit services, to meet the needs of transit-dependent elderly citizens and persons with disabilities.
- Maintain and enhance existing transportation infrastructure consistent with the Regional Transportation System Plan.
- Provide opportunities for walking and bicycling to provide an alternative to vehicle travel and to promote a healthy lifestyle.
- Encourage development patterns and designs with transportation infrastructure that minimizes environmental and aesthetic impacts.

Further analysis of public input received during the comprehensive planning process and the transportation facilities and services data inventoried in Chapter 4 refines the general transportation issue into the following more specific transportation issues:

- Multi-Modal Transportation System Issue
- Transit Issue
- Transportation Services for the Elderly and Persons With Disabilities Issue
- Bicycle and Pedestrian Facilities Issue
- Airport Issue
- Inter-regional Transportation Issue
- Streets and Highways Issue

Recommendations have been developed to address each of the transportation issues through the identification of goals, objectives, policies, and programs.

Multi-Modal Transportation System Issue

Public and Advisory committee input has strongly favored providing a variety of transportation choices to meet the needs of all income, age, and special needs groups in the City of Kenosha. This input supports the vision of the Regional Transportation System Plan, which is:

> *"A multi-modal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of residents and support and promote expansion of the City of Kenosha's economy by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the natural environment, minimizing disruption of both the natural and man-made environment, and serving to support implementation of the regional land use plan and minimizing the capital and annual operating costs to the transportation system."*

The Transportation Development Objectives from the 2035 Regional Transportation System Plan are supported by this committee as well. The objectives state that a multi-modal transportation system:

1. Through its location, capacity, and design, will effectively serve the existing regional land use pattern and promote the implementation of the Regional Land Use Plan, meeting and managing the anticipated travel demand generated by the existing and proposed land uses.
2. Is economical and efficient and best meets all other objectives while minimizing public and private costs.
3. Provides appropriate types of transportation needed by all residents of the Region at an adequate level of service; provides choices among transportation modes; and provides inter-modal connectivity.
4. Minimizes disruption of existing neighborhood and community development, including adverse effects upon the property tax base.
5. Serves to protect the overall quality of the natural environment.
6. Facilitates the convenient and efficient movement of people and goods between component parts of the Region.
7. Reduces accident exposure and provides for increased travel safety.
8. Minimizes the amount of energy consumed, especially non-renewable energy sources such as fossil fuels.

Source: SEWRPC.

The City of Kenosha Transportation Element incorporates the goals, objectives, policies, and programs recommended under a number of transportation issues to develop a multi-modal transportation system to serve the anticipated land use development pattern recommended in the Land Use Element; meet the current and projected transportation needs of all residents in an efficient and equitable manner; and encourage implementation of the vision and objectives of the Regional Transportation System Plan.

Goal:

- Provide an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent residents, persons with disabilities, and the elderly.

Objectives:

- Support creation of a Regional Transit Authority (RTA) and provision of dedicated funding for public transit services.
- Work to ensure consistency between State, Regional, County, and local land use and transportation plans so that the transit services, bicycle and pedestrian facilities, and the arterial street and highway network are appropriately sized and located to serve residents.
- Develop methods to promote interconnection between all transportation modes and systems available within the County and the Region.

Policies:

- Consider each transportation issue developed under the Kenosha Transportation Element to be an important element when programming and budgeting for transportation improvements.
- Continue to develop and invest in the streetcar, as appropriate, to support density in the core City of Kenosha area.

Programs:

- Implement the policies and programs set forth under each transportation issue of the Kenosha Transportation Element, subject to the availability of funding.
- Support policies and programs that promote the development of the Kenosha-Racine-Milwaukee (KRM) commuter rail.
- Continue to help develop and support implementation of the Wisconsin Department of Transportation's *Connections 2030*[2] plan, the Regional Transportation System Plan, the County Jurisdictional Highway System Plan, and county and transit development plans.
- Continue to encourage or sponsor transportation-related events such as "Walking School Buses," Bike to Work weeks, and "Try Transit" days (free rides) to encourage residents to use alternative means of transportation.
- Work with school districts to encourage walking and biking to schools through methods such as the Safe Routes to School program.
- Provide technical assistance to employers interested in establishing programs to encourage commuting by transit, carpooling, biking, or walking, or by telecommuting from home.
- Continue to develop joint marketing strategies between the Kenosha Area Transit, Western Kenosha County Transit, and the Metra.
- Prepare and implement City of Kenosha neighborhood plans, small area plans, and bicycle and pedestrian plans to provide a coordinated system of bicycle and pedestrian trails, collector streets, and local land access streets.
- Upgrade transit and Metra station for multi-modal use.

Transit Issues

Fixed-route urban public transportation in Kenosha consists of the Kenosha Area Transit; the Kenosha-Racine-Milwaukee Commuter Bus, operated by Wisconsin Coach Lines, Inc. which currently includes one route that operates between downtown Kenosha, Racine, and Milwaukee; and the Metra, which offers commuter rail service between the City of Kenosha and Chicago.

Concerns have been expressed regarding the need for more equitable funding of transit services, so that taxpayers have access to transit services they help fund. Establishment of a permanent Regional Transit Authority (RTA) to provide regional management and funding of transit services would be one option to help assure that all residents have access to public transit, appropriate for their area (urban or rural), with connections to other components of the transit system.

A variety of transportation choices, including the potential development of a Kenosha-Racine-Milwaukee (KRM) commuter rail service and expanded bus service, were identified as important to the quality of life and economy for the City of Kenosha in the SWOT analysis, Kenosha Café, and in other forms of public input gathered during the planning process. The Land Use Element addresses this need, in part, through compact land use development patterns and development concepts, such as transit oriented developments (TOD), which are conducive to the use of public transit.[3] The recommendations of the Regional Transportation System Plan, which connect medium and high density areas of the Region to the Region's major activity centers, have been incorporated into the Transportation Element to efficiently serve the anticipated land use development pattern recommended in the Land Use Element. This element also incorporates the recommended transit service improvements set forth in the

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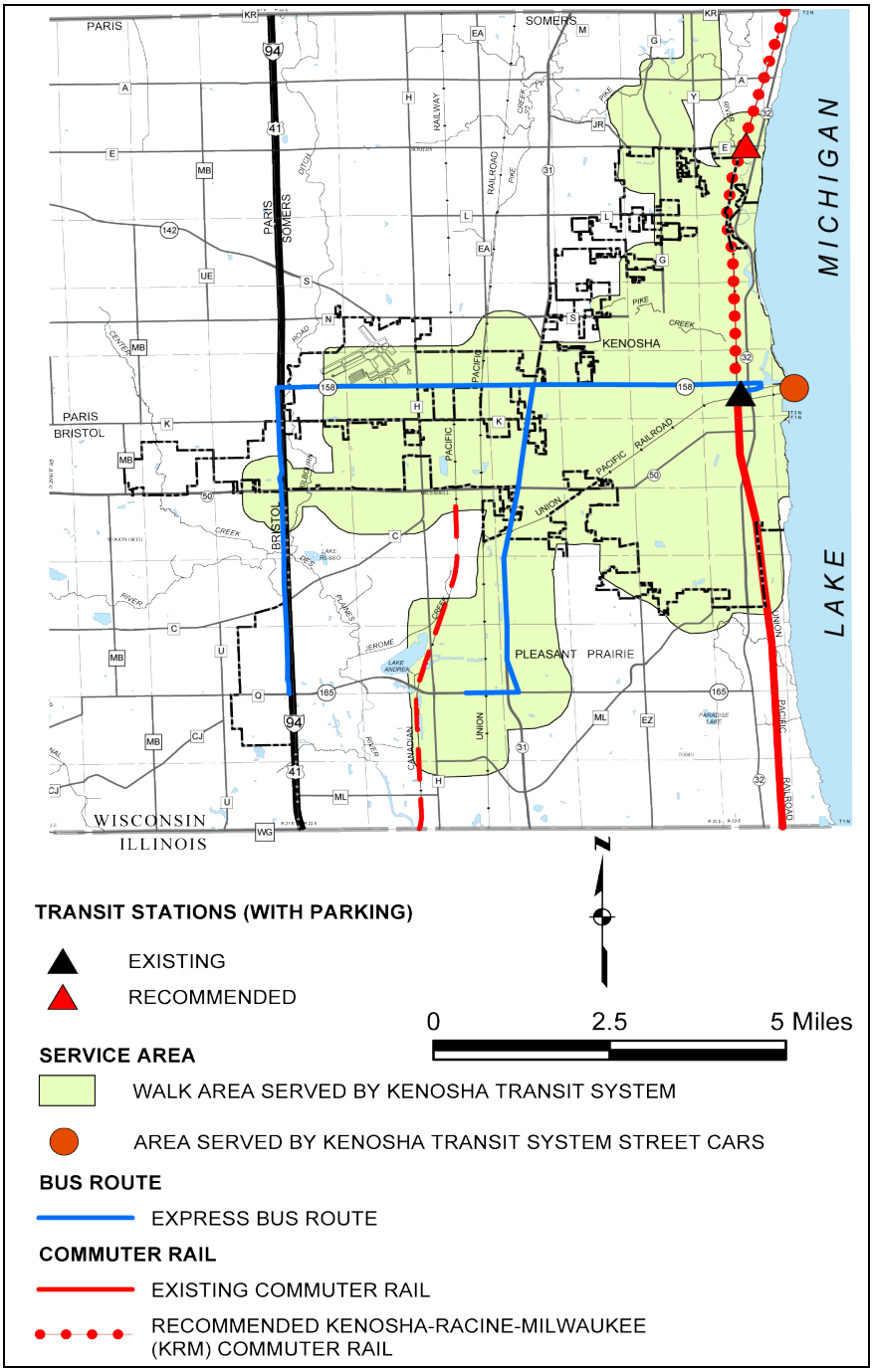
[2] *WisDOT is developing a long-range transportation plan for the State entitled* Connections 2030. *The plan will address all forms of transportation in the State over a 25-year planning period, including highways, local streets, air, water, rail, bicycle, pedestrian, and transit. The overall goal of the plan is to identify a series of policies to aid transportation decision-makers when evaluating programs and projects. A draft plan was released by WisDOT in November 2008.*

[3] *An urban area with a residential density of at least four dwelling units per acre is considered capable of supporting transit.*

Kenosha County transit system development plan[4], with the modifications made by the 2035 Regional Transportation System Plan. The Public Transit Element of the Regional Transportation System Plan is shown on Map 11-1.

MAP 11-1

PUBLIC TRANSIT ELEMENT OF THE 2035 REGIONAL TRANSPORTATION SYSTEM PLAN AS IT PERTAINS TO KENOSHA COUNTY



Source: SEWRPC.

[4] *The* Kenosha Area Transit System Development Plan: 1998-2002 *is currently being updated. The anticipated publication date is 2009. Modifications to the existing plan are reflected in this Chapter.*

The Public Transit Element of the Commission's adopted Regional Transportation System Plan for the year 2035 recommends improved and expanded rapid transit connections from eastern Kenosha County to Milwaukee and through Milwaukee to the other urban centers of Southeastern Wisconsin, and improved and expanded local transit service in eastern Kenosha County, focusing on the City of Kenosha. Implementation of the recommendations set forth in the Transit Element will result in a doubling of transit service Region-wide over the plan design period, including a 204 percent increase in rapid transit revenue vehicle-miles, a 59 percent increase in local transit revenue vehicle-miles, and the institution of new express transit services. These increases will provide for enhanced transit service levels on the City of Kenosha Area Transit System (KATS), including more attractive peak and non-peak service frequency levels and faster connections to employment centers located along STH 31 in eastern Kenosha County and in both Racine and Milwaukee Counties. The plan also identifies the potential to upgrade rapid and express bus services to guide transit services, including from Kenosha through eastern Kenosha County to downtown Milwaukee. The specific long-range plan recommendations for Kenosha County include the following:

- *The provision of rapid transit service between eastern Kenosha County and the Milwaukee Central Business District (CBD).* The plan envisions a new commuter rail line passing through eastern Kenosha County over tracks owned by the Union Pacific Railroad and providing service between Kenosha and downtown Milwaukee. As shown on Map 11-2, page 7, this new service would connect with the existing Metra service which ends in Kenosha and serves the Chicago area. The new commuter rail route would be designed to provide bi-directional service to allow Kenosha County residents to travel to jobs in Milwaukee County, as well as travel by residents of Milwaukee and Racine Counties to jobs in Kenosha County and Northeastern Illinois. Connections would also be available via local and express bus services to major employment centers in eastern Kenosha County and around the IH 94-STH 50 freeway interchange.

- *The provision of express bus service between downtown Kenosha and commercial and industrial development in eastern Kenosha County.* The express routes would directly serve various industrial, office, and commercial developments including the Business Park of Kenosha, the LakeView Corporate Park, and the IH 94 and STH 50 interchange area.

- *Local transit service improvements on the City of Kenosha transit system*, including extending service throughout the Kenosha urbanized area; increasing the frequency of local service on weekdays to between 15 and 30 minutes during peak periods and to 30 minutes during the middle of the day, and on Saturdays to between 30 and 60 minutes; extending service periods on weekdays and Saturdays to at least 10:30 p.m. at 60-minute intervals; and adding Sunday service at 60-minute intervals. Existing local City of Kenosha bus routes would be modified and new shuttle bus routes created to connect with the KRM commuter rail line to take passengers to and from the industrial, office, and commercial developments identified above.

- *Increase the use of the streetcar* as a development and transportation tool for the core area of the City of Kenosha.

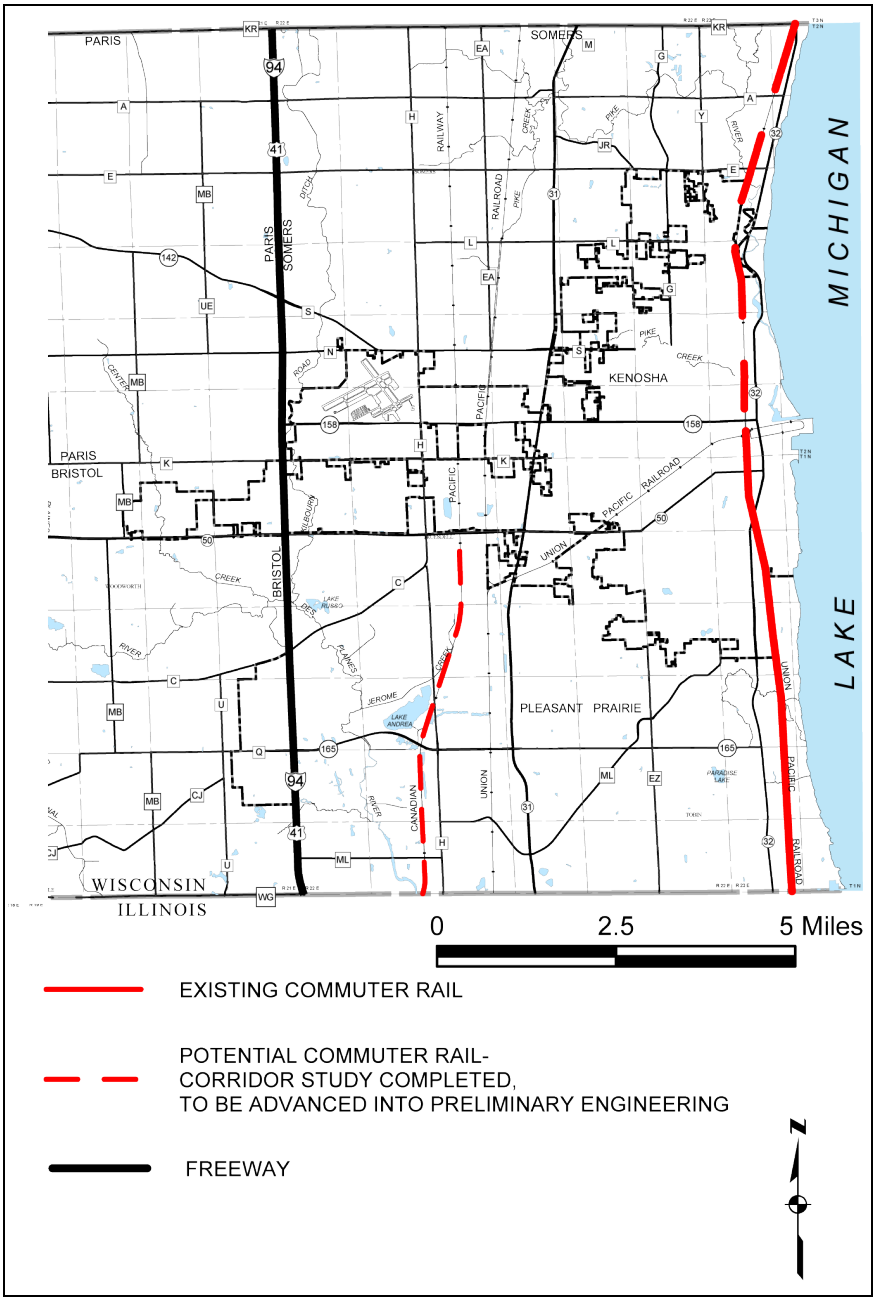
SEWRPC prepares a short-range transit plan for each transit operator which refines the recommendations of the Regional Transportation System Plan and provides recommendations to be considered for implementation over a five-year period. The 2010-2014 transit development plan (TDP) for the City of Kenosha transit system is the most recent TDP for the Kenosha area, and is in the process of being updated by SEWRPC and the City of Kenosha.

Goal:

- Provide for a public transportation system in Kenosha that efficiently serves City of Kenosha residents and businesses and the anticipated land use development pattern set forth on Map 9-6 in Chapter 9 (Kenosha Land Use Plan Map: 2035), where economically feasible.

MAP 11-2

RECOMMENDED COMMUTER RAIL SERVICE IN KENOSHA-RACINE-MILWAUKEE CORRIDOR



Source: SEWRPC.

Objectives:

- Encourage land use development patterns that can be efficiently served by public transportation, such as Transit-Oriented Development,[5] where applicable, shown on Figure 11-1, page 8.
- Encourage new transportation options that relieve congestion and reduce fuel consumption.

[5] *Transit-Oriented Development (TOD) refers to a compact, mixed-use development whose internal design is intended to maximize access to a transit (bus or rail) stop located within or adjacent to the development. Commercial uses and medium- to high-density residential uses are located near the transit stop, and the layout of streets and sidewalks or pedestrian pathways provides convenient walking and bicycling access to the transit stop.*

- Provide cost-effective public transportation options to all residents of Kenosha, including transit-dependent residents.
- Promote a strong economy within the City of Kenosha through an efficient public transportation system.
- Promote the establishment of the KRM commuter rail.
- Support continued operation of the Kenosha Area Transit and the METRA Commuter Rail System.
- Consider transit service and accessibility for all major development projects in Kenosha.

FIGURE 11-1

EXAMPLE OF A NEIGHBORHOOD DEVELOPMENT PLAN INCORPORATING TRANSIT-ORIENTED DESIGN PRINCIPLES

Source: Vandewalle & Associates and SEWRPC.

Policies:

- Integrate the Regional Transportation System Plan and applicable capital improvement programs.
- Ensure the Kenosha Area Transit meet the Public Transit Service Standards set forth in the Regional Transportation System Plan and the needs of Kenosha residents and businesses.
- Increase connectivity between the Kenosha Area Transit, Western Kenosha County Transit, Wisconsin Coach Lines intercity route, and the Metra rail.

Programs:

- Review the recommended transit service improvements set forth in the forthcoming Kenosha Area Transit System Development Plan 2010-2014 and subsequent updates and implement desired recommendations.

- Continue to improve public transportation for persons with disabilities and the elderly to increase access to jobs and community activities.
- Expand the park-ride lot (transit station with parking as shown on Map 11-1, page 5) located at the Kenosha Station to accommodate additional ridership and parking, subject to the availability of funding.
- Promote the location and design of public transit stops to minimize walking distance to and from major trip generators, to provide protection from inclement weather, and to promote convenient access to feeder bus service where appropriate.
- Allocate a mix of residential, industrial, and commercial land use categories identified on Map 9-6 in Chapter 9 (Kenosha Land Use Plan Map: 2035) to develop a land use pattern that can be efficiently served by public transit.
- Develop educational materials regarding TODs for local promotion.
- Continue to upgrade Kenosha Area Transit buses by purchasing new buses with bike racks and provide bike parking and/or lockers at park-ride lots.
- Support the development of joint marketing strategies between the Kenosha Area Transit and other transportation service providers, including the Western Kenosha County Transit System, the Metra, and Wisconsin Coach Lines.
- Encourage making buildings more accessible to transit users (and other pedestrians) by locating buildings closer to the street.

Transportation Services for the Elderly and Persons with Disabilities Issue

The need for transportation options and connectivity between transportation services within Kenosha and neighboring Counties will increase as the number of City of Kenosha residents aged 65 and older increases and transportation options such as public transportation are relied on for access to destinations of necessity such as health care, and to reduce isolation and provide opportunities for education, recreation, entertainment, volunteering, and employment. Public transportation options will be relied upon by persons with disabilities, as well as other transit-dependent users such as low-income households, and must be suited to meet their transportation needs in an efficient and equitable manner.

In accordance with the requirements of the Americans with Disabilities Act of 1990, para-transit service for persons with disabilities should be available to complement the fixed – route bus and demand responsive public transit services provided within the City of Kenosha. In addition to the major public transportation systems that are equipped to transport the disabled, para-transit services for persons with disabilities and the elderly in the City of Kenosha are currently provided by the Kenosha Achievement Center, Inc. (KAC) through the "Care-A-Van" program and Kenosha Area Family and Aging Services, Inc. (KAFASI) through the "Volunteer Escort Service". The service hours and frequency of these services may need to be increased as the elderly population of the City of Kenosha increases over time to ensure efficient and equitable transportation choices are available to persons with disabilities and the elderly. Steps to increase connectivity between different modes of transportation, such as the two public bus transit systems, the Wisconsin Coach Lines bus rapid transit route, and the Metra commuter rail should also be addressed. Infrastructure design such as bus stop location and accessibility should be taken into consideration to increase access to the Wisconsin Coach Lines bus rapid transit route for persons with disabilities and the elderly.

Goal:

- Provide transportation services for persons with disabilities, the elderly, and other transit dependent users.

Objective:

- Ensure efficient and cost-effective public transportation options are available to persons with disabilities and the elderly, as well as other transit dependent riders.

Policies:

- Increase connectivity between the Kenosha Area Transit, the Western Kenosha County Transit, the Pleasant Prairie Discovery Bus, the Wisconsin Coach Lines bus rapid transit route, and the Metra commuter rail.
- Ensure all transit stops are readily and conveniently accessible to persons with disabilities and the elderly.

- Encourage the location and design of public transit stops to minimize walking distance to and from major trip generators, to provide protection from inclement weather, and to promote safe and convenient access for persons with disabilities and elderly residents, as well as other transit dependent users.

Programs:

- Continue operation of transportation services for persons with disabilities and elderly residents through operation of the Care-A-Van, Volunteer Escort, and similar programs.
- Update the Kenosha County Public Transit and Human Service Transportation Coordination Plan as needed to provide transportation services to persons with disabilities in the City of Kenosha and remain eligible for Federal Transit Administration (FTA) programs .
- Study the development of a transportation service outreach program designed for persons with disabilities and the elderly. Materials, schedules, brochures, and advertising should be designed with consideration to the changing cognitive abilities and visual acuity of the elderly. Organizations such as Badger Association for the Blind and Visually Impaired could be consulted to provide guidance.
- Continue to support and encourage the Kenosha County Division of Aging and Disability Services to improve transportation access and resources for persons with disabilities.
- Investigate current, successful transportation programs for persons with disabilities and the elderly, such as the Independent Transportation Network[6], that would be appropriate for Kenosha and complement existing transportation programs.
- Develop a program to gather information on desired services and transportation needs that are not being met by existing transit and transportation systems for persons with disabilities and the elderly as well as other transit dependent riders relying on transit services. Include seniors, persons with disabilities, and other transit dependent users in the planning of program development.
- Study allowing the use of personal vehicles, such as electric personal assistive mobility devices, on trails for the elderly and persons with disabilities.

Bicycle and Pedestrian Facilities Issue

The Transportation Element is intended to provide for safe accommodation of bicycle and pedestrian travel, encourage bicycle and pedestrian travel as an alternative to personal vehicle travel, and to provide a variety of transportation choices. The compact land use development pattern envisioned under the Land Use Element is conducive to bicycle and pedestrian facilities and connectivity, and encourages the addition of bicycle lanes and pedestrian facilities such as sidewalks. In addition, residential development concepts encouraged through the Land Use Element, such as conservation subdivisions, can be designed with pedestrian access to open space amenities that are preserved as part of the development. Figure 11-2, page 11, shows an example of a conservation subdivision layout with pedestrian access to open space and connections to a trail network.

The bicycle and pedestrian element of the regional transportation plan support the type of bicycle and pedestrian facilities and connectivity envisioned by Kenosha County. The bicycle and pedestrian facility element of the regional plan is intended to promote safe accommodation of bicycle and pedestrian travel, and to encourage bicycle and pedestrian travel as alternatives to motor vehicle travel. The regional plan recommends that bicycle accommodation be provided on all arterial streets, except freeways, as those streets are constructed or reconstructed, or, where appropriate, resurfaced. Bicycle accommodation could include marked bicycle lanes, widened outside travel lanes, widened shoulders or separate bicycle paths. The bicycle way system element of the 2035 regional transportation system plan for Kenosha County is shown on Map 11-3, page 12. The regional plan recommends that local governments prepare bicycle system plans for their jurisdictions that would supplement and refine the regional plan.

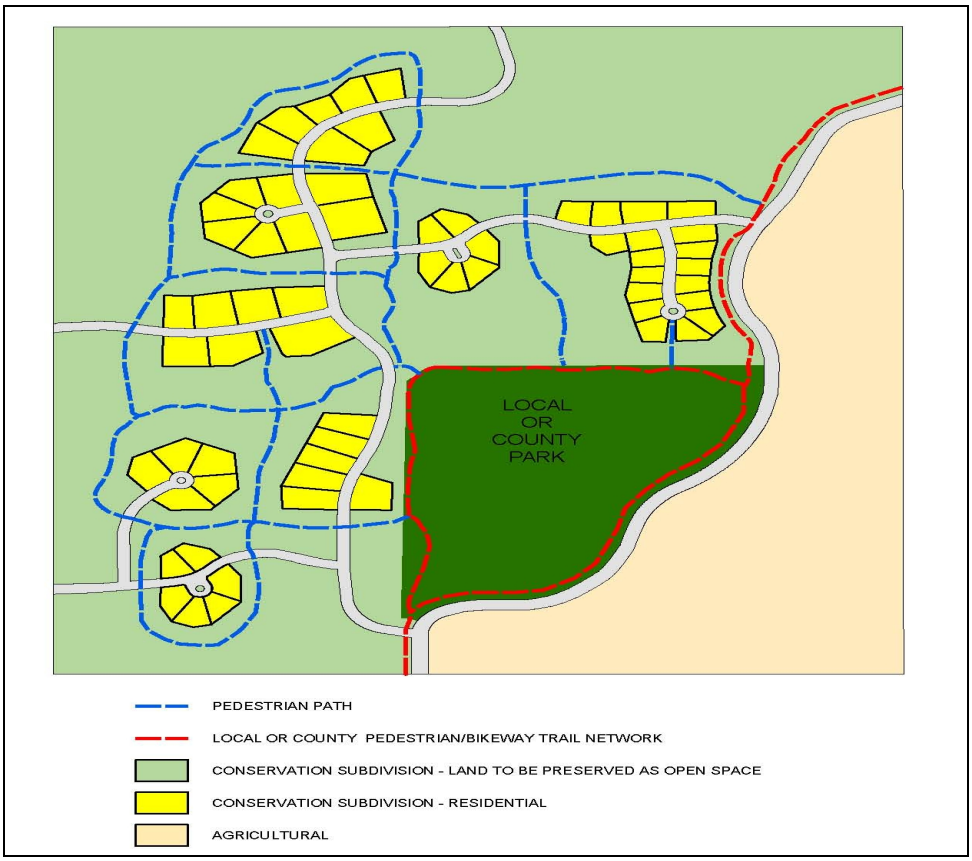
The City of Kenosha has adopted a bicycle plan as shown on Map 11-4, page 13, that further refined the Regional Plan. Developed in 2005, the *City of Kenosha Bicycle and Pedestrian Facilities Plan* provides a blueprint for improving the pedestrian and bicycle routes in the City of Kenosha for the purposes of improving safety; meeting increased needs of bicyclists and pedestrians, particularly in the wake of new development; improving the clarity

[6] *The Independent Transportation Network (ITN) is a non-profit, membership organization dedicated to helping seniors (65 years of age and older) and people with visual impairments with their transportation needs. The ITN transports these community members 24 hours a day, seven days a week anywhere within an ITN service area using private automobiles and both volunteer and paid drivers. The ITN currently operates in cities throughout the Country.*

and sense of route marking; and providing an understanding of the laws, rights, and responsibilities of bicyclists, pedestrians, and motorists. Existing bikeways in Kenosha County are inventoried in Chapter 4, while existing and recommended bicycle ways identified by local governments as of 2008 is now on Map 11-5, page 14.

FIGURE 11-2

PEDESTRIAN ACCESS TO OPEN SPACE IN A CONSERVATION SUBDIVISION



Source: SEWRPC.

The pedestrian facilities portion of the Bicycle and Pedestrian Element of the Regional Transportation Plan is envisioned as a policy plan, rather than a system plan. It proposes that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities adopt and follow recommended standards with regard to the development of those facilities, particularly within urban neighborhoods. The regional plan provides standards for sidewalks. The City of Kenosha meets or exceeds the regional recommendations.

Goal:

- Provide for bicycle and pedestrian facilities in Kenosha that safely and efficiently serve the anticipated land use development pattern set forth on Map 9-6 in Chapter 9, (Kenosha Land Use Plan Map: 2035).

Objectives:

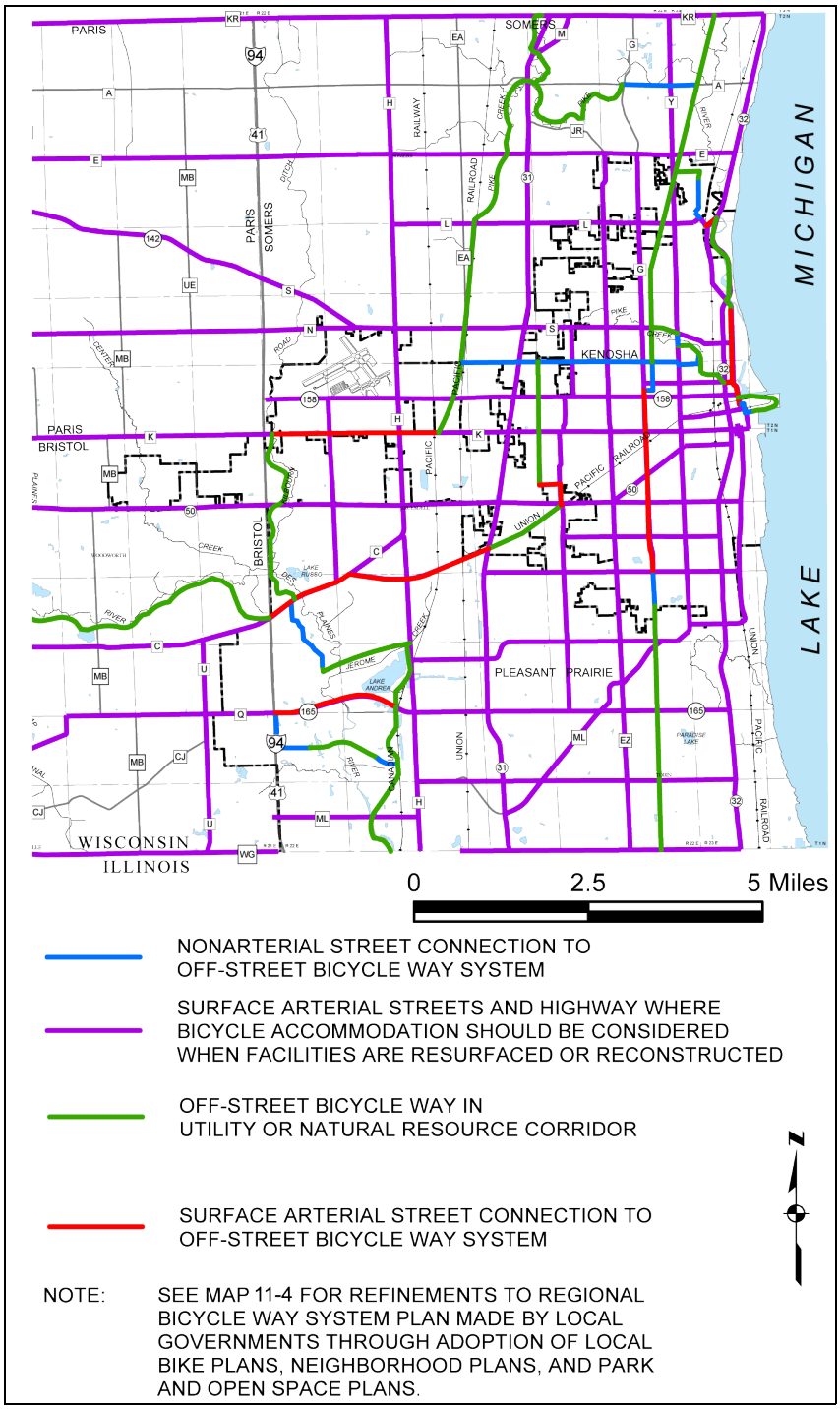
- Promote options for bicycle and pedestrian travel as an alternative to personal vehicle travel.
- Provide opportunities for walking and bicycling as part of everyday planning to provide an alternative to vehicle travel and to promote a healthy lifestyle.
- Maintain and enhance existing transportation infrastructure to include bicycle and pedestrian facilities consistent with the Regional Transportation System Plan.
- Encourage development patterns with transportation infrastructure that minimizes environmental impact, relieves congestion, and reduces fuel consumption and air pollution.

Policies:

- Provide bicycle facilities in local plans that refine the regional plan.
- Provide sidewalks or pedestrian pathways in developed areas.

MAP 11-3

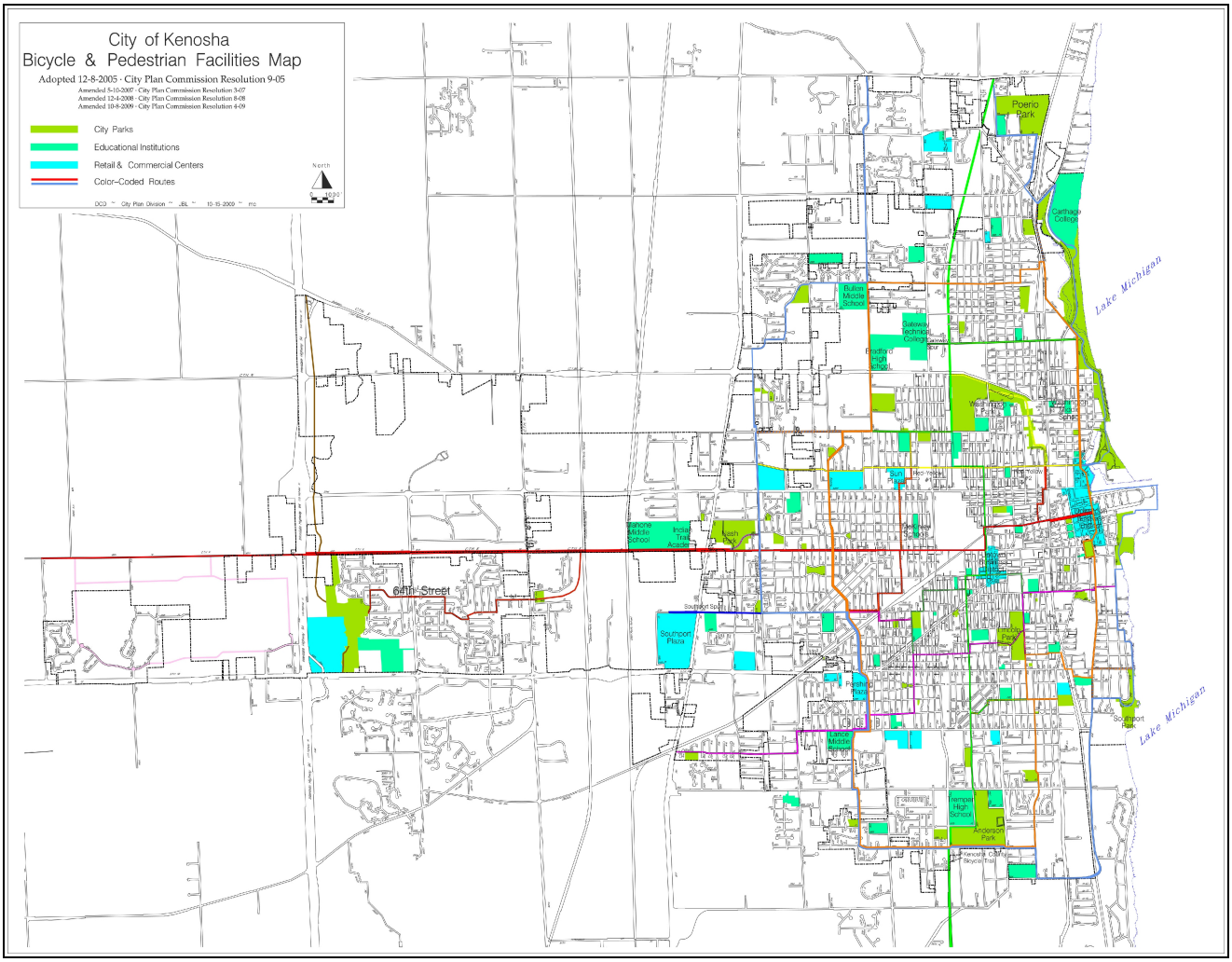
BICYCLE WAY SYSTEM ELEMENT OF THE 2035 REGIONAL TRANSPORTATION SYSTEM PLAN AS IT PERTAINS TO EASTERN KENOSHA COUNTY



Source: SEWRPC.

MAP 11-4

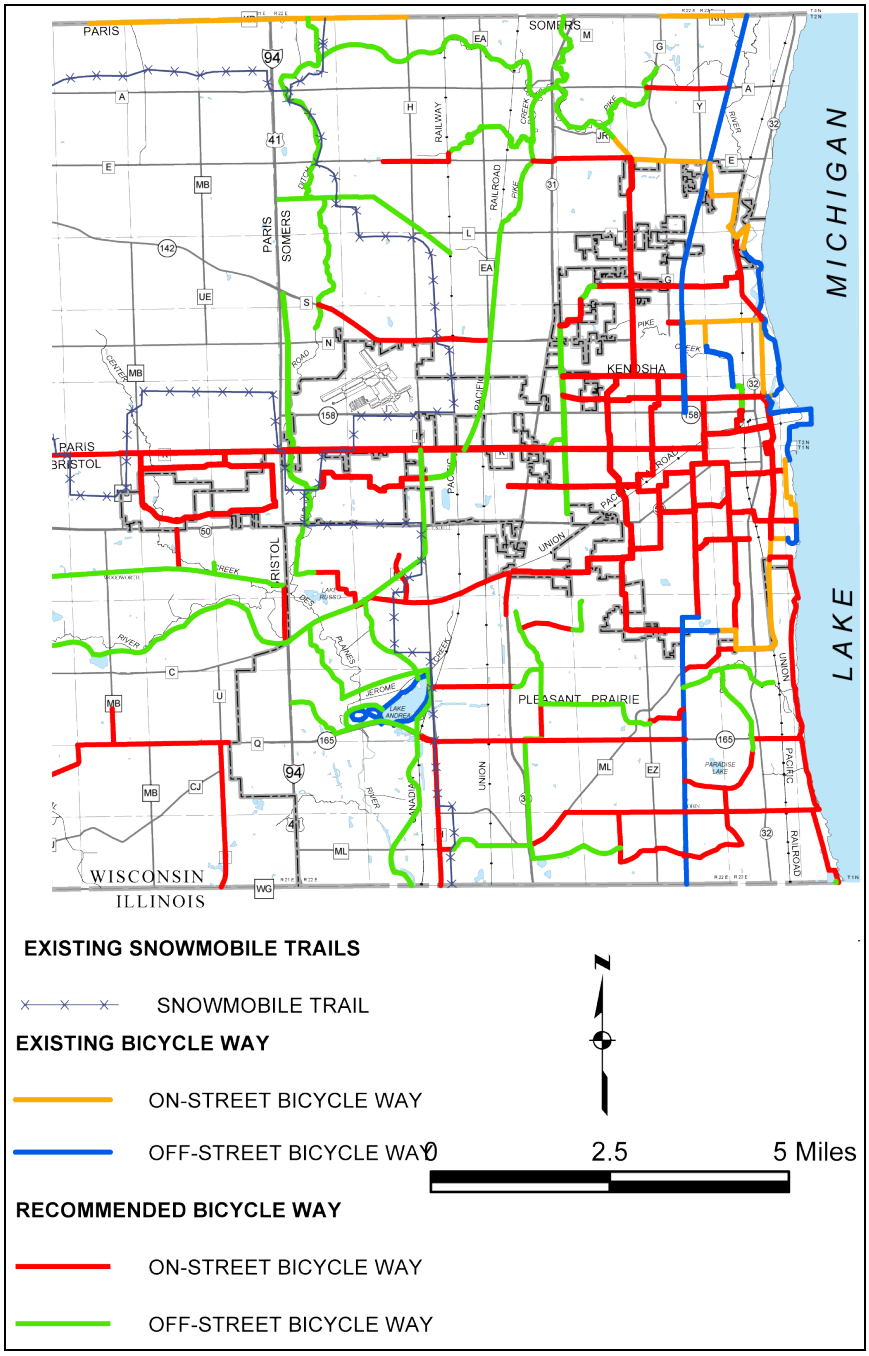
CITY OF KENOSHA BICYCLE & PEDESTRIAN FACILITIES MAP



Detailed maps are available at: http://www.kenosha.org/departments/development/pdf/BikeTrail.pdf

MAP 11-5

EXISTING AND RECOMMENDED BICYCLE WAYS IDENTIFIED IN COUNTY AND LOCAL GOVERNMENT PLANS AND OTHER EXISTING TRAILS: 2008



Source: Local Governments, Kenosha County, and SEWRPC.

Programs:

- Continue to accommodate bicycle travel on arterial streets and highways through bicycle lanes, widened outside travel lanes, widened and paved shoulders, or separate bicycle paths in conformance with the Regional Transportation System Plan.
- Identify "missing links" or opportunities to provide additional links to connect local bikeways and activity centers to the existing bicycle/pedestrian path network.
- Continue to study and identify funding sources to expand the existing bicycle/pedestrian path network to provide connections between urban centers and significant natural features and park and open space amenities, such as the Chiwaukee Prairie, Lake Michigan, and County and major parks.
- Continue to determine specific locations for bike and pedestrian trails and identify potential links to existing trails in Kenosha County, trails in adjacent counties, and a potential east-west trail in the County.
- Allocate a mix of residential, commercial and industrial land use categories identified on Map 9-6 in Chapter 9 (Kenosha Land Use Plan Map: 2035) to develop a land use pattern that can be efficiently served by bicycle and pedestrian facilities.
- Continue to upgrade Kenosha Area Transit buses by purchasing new buses with bike racks and provide bike parking and/or lockers at park-ride lots.
- Work with non-governmental organizations (NGOs) to raise public awareness of bicycle and pedestrian transportation facilities related issues such as safety concerns, increased public health benefits, and the environmental impacts of increased bicycle and pedestrian travel.
- Work with school districts, local governments, and the State to develop Safe Routes to School programs in the City of Kenosha and adjacent other communities,[7] including continuing to support the program under development for the Kenosha Unified School District.
- Develop methods to incorporate desirable policies included in State long-range transportation planning efforts, including WisDOT's *Connections 2030.*
- Continue to evaluate facilities for walking and bicycling during the review and approval of all development projects, including street and highway improvements, to provide an alternative to motor vehicle travel and to promote a healthy lifestyle.
- Amend the Zoning Ordinance to require bicycle parking at job sites and at retail, service, and institutional centers.

Airport Issue

Air transportation is a valuable transportation mode for moving both people and cargo. Convenient access to an airport allows businesses to efficiently move goods and personnel, saving valuable time and increasing productivity. Local airports such as the Kenosha Regional Airport play a crucial role in fostering business growth and economic development in the City of Kenosha. Kenosha Regional Airport is a general aviation facility with no scheduled passenger service. The airport does, however, provide facilities for emergency medical flights, law enforcement, agricultural spraying, pilot training, and other community services. General Mitchell International Airport in Milwaukee County and O'Hare International and Midway International Airports in Illinois provide commercial airline service to residents of the City of Kenosha.

The Wisconsin Department of Transportation, Bureau of Aeronautics in conjunction with the Bureau of Planning has developed the 2020 Wisconsin Airport System Plan.[8] Most airports included in the State plan are eligible for State and Federal improvement grants, including publicly- and eligible privately-owned facilities. The State plan identifies four general classifications of publicly owned airports based on the type of service each airport provides: air carrier/cargo, transport/corporate, general utility, and basic utility. The Kenosha Regional Airport is classified as a transport/corporate airport.
The City of Kenosha adopted an Airport Land Use Plan in 1985. That plan was updated by an Airport Layout Plan in 2005, which recommended the eventual extension of the primary runway by 1,100 feet, to an ultimate

[7] *The Safe Routes to School program is a Federal-Aid program of the U.S. Department of Transportation's Federal Highway Administration. The purpose of the program is to enable and encourage children, including those with disabilities, to walk and bicycle to school and to make bicycling and walking to school a safer and more appealing transportation alternative, thereby encouraging a healthy and active lifestyle. The City of Kenosha received a Safe Routes to School grant in 2007-2008.*

[8] *A Regional Airport System Plan was prepared by SEWRPC and adopted by the Regional Planning Commission in 1996. The plan, which has a design year of 2010, has not been updated to a design year of 2035.*

length of 6,600 feet, to enable aircraft that already use the airport to take off safely with full payloads under most weather conditions. This improvement would not change the airport's classification nor the type of aircraft intended to be accommodated and would, with the exception of about one acre, be on land already occupied by the airport.

Goal:

- Provide and maintain a safe air transportation system to meet the non-commercial travel and freight service needs of City of Kenosha residents and businesses.

Objective:

- Ensure that the airport continue to serve the general aviation and air commuting needs of City of Kenosha residents and businesses.

Policies:

- Support the development and continued improvements of the Kenosha Regional Airport to keep pace with new technology and to meet the air transportation needs of City of Kenosha residents and businesses.
- Support the operation of the Kenosha Regional Airport through the promotion of compatible land uses to protect its function as a vital component of the City of Kenosha's transportation system.

Programs:

- Review and comment on future updates of the State Airport System Plan, which provides a framework for the preservation and enhancement of a system of public-use airports adequate to meet the current and future aviation needs of the State of Wisconsin.
- Continue to participate in the development of future updates to the Regional Airport System Plan for Southeastern Wisconsin.
- Review and comment on the Five-Year Airport Improvement Program, which is prepared and updated annually by the WisDOT Bureau of Aeronautics. The program is the primary mechanism for implementing the statewide and regional airport system plans.
- Continue to consider potential airport noise issues, height limitations, and other safety issues when reviewing proposed developments within three (3) miles of the airport.
- Review and comment on updates of the Airport Master Plan for Kenosha Regional Airport.

Inter-Regional Transportation Issue

Inter-regional transportation services and facilities such as air transportation, railroads, trucking, and water transportation provide public transportation service and commercial shipping service between Kenosha and the rest of Southeastern Wisconsin, Northeastern Illinois, and other regions around the nation and world.

Kenosha is served by inter-regional public transportation and shipping services primarily through trucking, bus, rail, air, and port facilities located in the Cities of Kenosha, Milwaukee, and Chicago, as documented in Chapter 4. These facilities meet the City of Kenosha's needs for inter-regional transportation services. I-94 is the primary inter-regional transportation facility serving Kenosha. I-94 serves as the primary trucking route for shipping goods into and from Kenosha businesses to other parts of Southeastern Wisconsin, Northeastern Illinois, and other regions around the nation and the world. The commercial and industrial land use development pattern set forth in the Land Use Element should be maintained to encourage easy truck access to the arterials and I-94 to maintain the flow of goods into and from Kenosha. Study areas around I-94 interchanges should be identified to maintain convenient truck access to businesses located in the City of Kenosha. In addition, three railroad lines (one Canadian National Railway and two Union Pacific Railroad lines) run through Kenosha, providing inter-regional passenger rail and freight service and access to businesses located in the City of Kenosha that ship items not suited for trucking. The railroad lines should be maintained to provide continued service to these businesses and for their use as passenger or potential commuter rail.

Future land uses along I-94 were developed as part of the I-94 corridor plan.[9] Commercial and industrial uses were identified around the STH 50 and STH 142 interchanges in Kenosha. Additional lands, primarily on the east

[9] *Documented in SEWRPC Community Assistance Planning Report No. 200,* A Land Use and Transportation System Development Plan for the IH 94 South Freeway Corridor*, December 1991.*

side of the freeway, were identified as urban reserve areas for future development. In addition to the commercial, industrial, and urban reserve areas, significant areas were designated for natural resource protection and recreational use. These non-urban lands were identified in recognition that not all lands within the corridor would be needed to accommodate the urban land market demand; there was a substantial reservoir of land along and east of IH 94 that could accommodate urban development.

Although the freeway system offers a high level of vehicle accessibility to surrounding land uses, care must be taken not to overload the interchange areas with urban development, which can lead to the need for multiple lanes and traffic signals on streets surrounding the interchange and traffic congestion. The City of Kenosha should consider conducting a traffic impact analysis of neighborhood plans prepared for freeway interchange areas to determine street and highway improvements that would be needed to accommodate the proposed level of development, and adjust planned land uses in cases where transportation modeling or forecasts predict undesirable traffic levels. City of Kenosha staff may request such an analysis where highways and local roads would be impacted.

Goal:

- Provide region-, state-, and nation-wide transportation access to Kenosha for passengers and freight.

Objective:

- Promote a strong economy through access to region-state-and nation-wide transportation systems.
- Promote inter-regional public transportation facilities and services available to City of Kenosha residents.

Policy:

- Support the transportation systems management recommendations set forth in the Regional Transportation System Plan.

Programs:

- Support the development of the KRM commuter rail.
- Support the development of the high speed rail system on an efficient, cost effective basis, to connect southeastern Wisconsin to the Midwest Region.
- Evaluate the progress of the Midwest Regional Rail System and coordinate feeder bus routes to connect with train service if the system is developed.
- Develop a program to promote inter-regional transportation services and facilities located in Milwaukee County and northeastern Illinois, including Amtrak, Metra, inter-regional bus lines, and Mitchell International Airport, O'Hare Airport, and Midway Airport to Kenosha residents. Develop materials outlining route, time, and transfer information needed to access inter-regional transportation facilities via Amtrak, Metra, Wisconsin Coach Lines, and Kenosha Area Transit as part of program implementation.
- Continue working with SEWRPC and WisDOT to continue regional planning efforts and to develop methods to promote interconnection between all transportation modes and systems available within the City of Kenosha and the Region.

Streets and Highways Issue

The need to provide efficient street access and an efficient arterial street and highway system[10] that can effectively move people and goods into and through the City of Kenosha to promote a strong economy is considered a vital element of Kenosha's quality of life. Compact land use development patterns are recommended in the Land Use Element (Chapter 9) to allow access to abutting properties to be provided in an efficient and cost effective way. Major employment centers and major retail and service centers have been, and should continue to be, located adjacent to major arterial streets and highways, including I-94 interchanges, to promote the efficient movement of people and goods to shopping and employment areas.

The objectives and accompanying principles and standards set forth in the Regional Transportation System Plan encourage a street and highway system that supports the existing development pattern and promotes the implementation of the Regional Land Use Plan. Among other recommendations, the Regional Land Use Plan

[10] *Existing arterial streets and highways within the City of Kenosha are identified by jurisdiction on Map 4-4 in Chapter 4. Existing roadway mileage by function is documented under the streets and highways section of Chapter 4.*

recommends centralized urban development within planned urban service areas, which can be more economically served by transportation facilities and services than low density development dispersed across the City of Kenosha. That recommendation is generally reflected in the Land Use Element.

Recommendations for the maintenance, improvement, and expansion of arterial streets and highways set forth in the Regional Transportation System Plan have been incorporated into this Transportation Element to efficiently serve the anticipated land use development pattern recommended in the Land Use Element. The plan contains a functional arterial street and highway system plan which consists of recommendations concerning the general location, type, capacity, and service levels of the arterial street and highway facilities required to serve southeastern Wisconsin, including Kenosha, to the plan design year 2035. Recommended improvements to arterial streets and highways in Kenosha are shown on Map 11-6, page 19.

In addition to the above functional improvements, the plan also makes recommendations for arterial street and highway system jurisdictional responsibility; specifically, which unit of government (State, County, or local) should have jurisdiction over each arterial street and highway and be responsible for maintaining and improving the facility. Map 11-7, page 20, shows the level of government recommended to have jurisdiction over arterial streets and highways by 2035. SEWRPC staff will be working with the County Jurisdictional Highway System Planning Committee during 2009 to conduct a major review and reevaluation of the jurisdictional transfer recommendations in the 2035 regional plan. This will be an extensive effort that will involve the review and redefinition of the functional criteria used to determine which level of government should have jurisdiction over each arterial street, and the application of those criteria to arterial streets and highways. This effort may change the jurisdictional recommendations of the regional plan, which will be amended to reflect the recommendations of the jurisdictional plan. Changes to the functional classification of streets and highways may also result from the comprehensive update of the County jurisdictional highway plan.

Goal:

- Maintain a street and highway system that efficiently serves the anticipated land use development pattern set forth on Map 9-6 (Kenosha Land Use Plan Map: 2035), in the Land Use Element (Chapter 9).

Objectives:

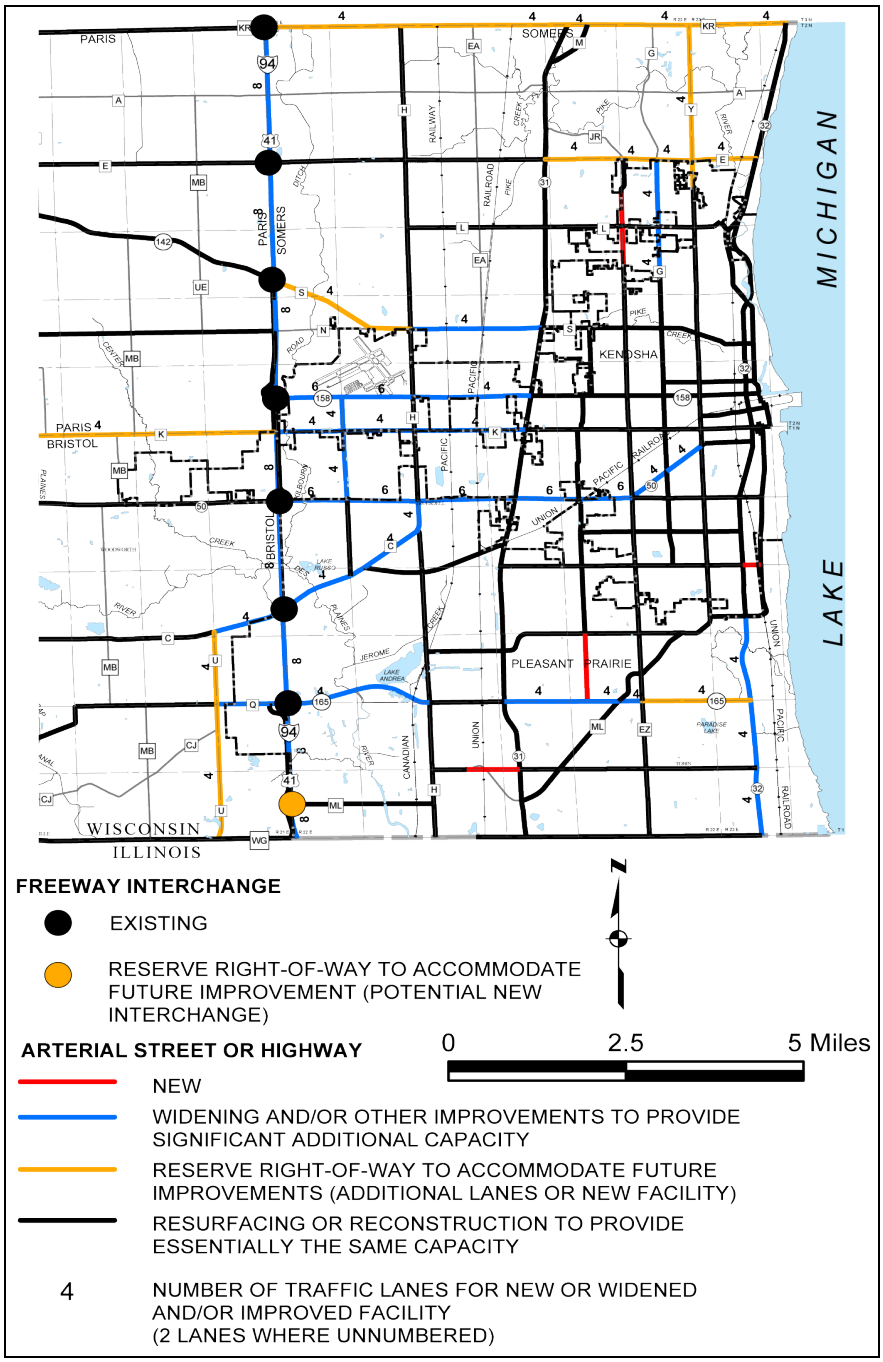
- Maintain and enhance existing streets and highways.
- Encourage streets and highways that minimizes environmental and aesthetic impacts.
- Promote the efficient and safe movement of people and goods into and through the City of Kenosha.
- Encourage use of the grid system for streets.

Policies:

- Provide an efficient arterial street and highway system that can effectively move people and goods into and through the City of Kenosha to promote a strong economy within the City of Kenosha.
- Design, reconstruct, and operate highways to provide safe access for all users, including bicyclists, pedestrians, and other users.
- Promote efficient and safe vehicular access to land uses abutting street right-of-ways.
- Provide the street and highway system improvements for arterial highways under County and local jurisdiction set forth in the Regional Transportation System Plan and Jurisdictional Highway System Plan.
- Work to ensure consistency between regional, County, and local land use and transportation plans so that arterial street network is appropriately sized and located to serve City of Kenosha residents and land uses.
- Minimize the disruption of land uses adjacent to streets and highways by reserving adequate rights-of-way in advance of construction, ideally when preliminary plats and certified survey maps are reviewed by the City of Kenosha.
- Work to achieve consensus between local, County, Regional, and State levels of government on issues such as street widening and other improvements.
- Encourage and support high-occupancy vehicle lanes.

MAP 11-6

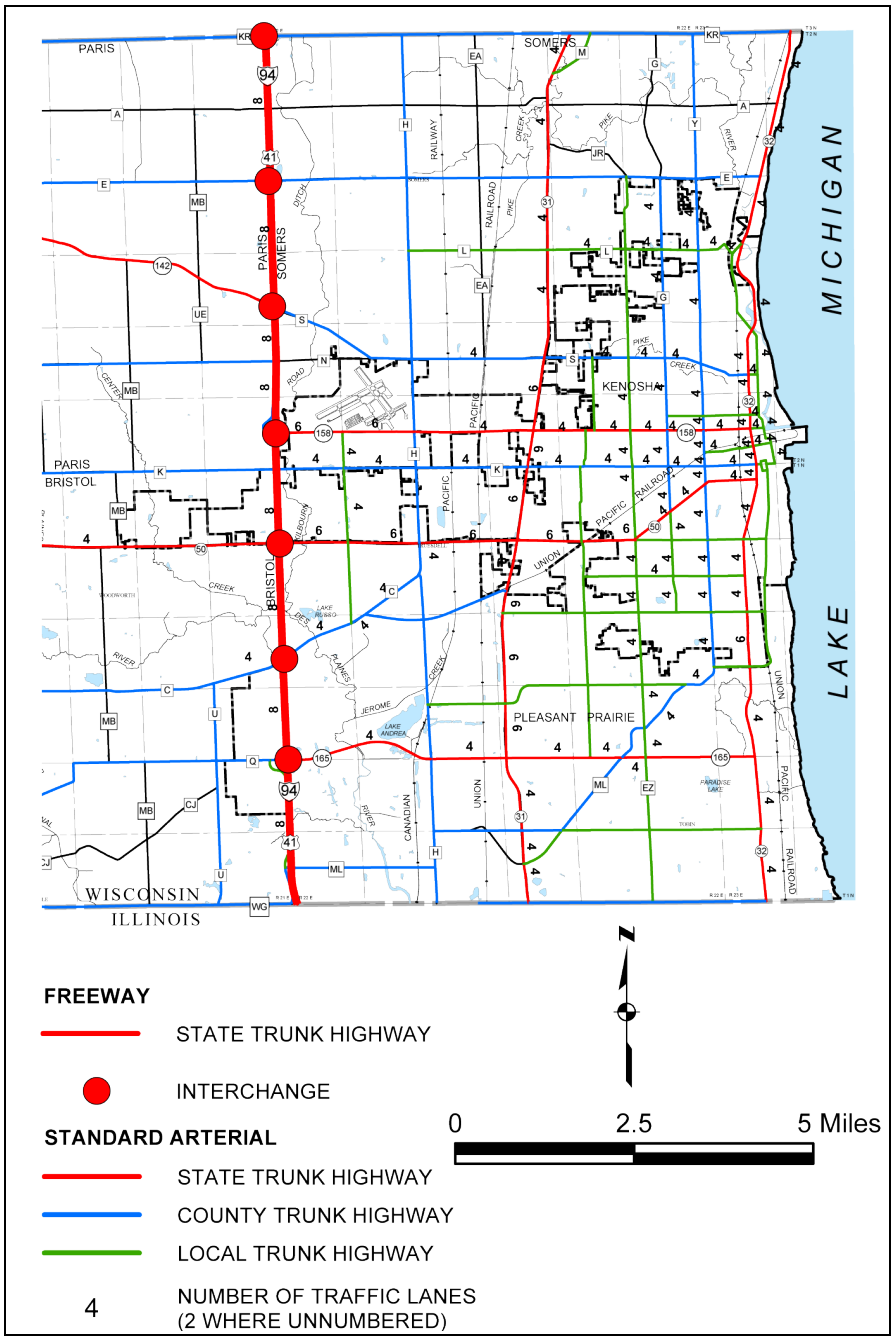
ARTERIAL STREET AND HIGHWAY FUNCTIONAL IMPROVEMENT ELEMENT OF THE 2035 REGIONAL TRANSPORTATION SYSTEM PLAN AS IT PERTAINS TO KENOSHA COUNTY



Source: SEWRPC.

MAP 11-7

JURISDICTIONAL HIGHWAY SYSTEM PLAN OF THE 2035 REGIONAL TRANSPORTATION PLAN AS IT PERTAINS TO KENOSHA COUNTY



Source: SEWRPC.

Programs:

- Continue to work with WisDOT, SEWRPC, and other local governments to update and implement the Kenosha County Jurisdictional Highway System Plan.
- Work to implement the regional transportation plan recommendation to provide a grid of arterial streets in urban areas at intervals of no more than one mile in medium-density areas.

- Coordinate with other local governments to develop consistency between highway access management regulations and local access management/driveway ordinances.
- Study the use of alternative durable paving materials for facilities such as roads and parking lots. This could include the potential use of permeable pavement where applicable, such as walkways and parking lots.
- Continue providing cross access between existing and new commercial developments to provide more convenient and direct connections between such developments.
- Develop methods to incorporate the policies set forth by State long-range transportation planning efforts, including *Connections 2030.*
- Develop methods to ensure that the needs of pedestrians, bicyclists, transit users, and vehicles, including school buses and trucks are considered, and appropriate facilities are provided, when highways are designed, constructed, or reconstructed.
- Inspect, repair or replace or rehabilitate bridges as necessary to ensure highway safety.
- Consider fish and watercraft passage issues and other environmental effects when designing highway bridges and culverts. Limit the number of culverts, bridges, drop structures, and channelized stream segments and incorporate design measures to allow for passage of aquatic life.
- Continue to work with WisDOT to develop an inventory of hazardous intersections and street segments, based on crash records, and to undertake improvements to eliminate hazardous conditions.
- Provide adequate warnings in hazardous areas, such as railroad crossings and in areas with limited sight distance.
- Encourage the use of the design concept called "Complete Streets." [11]
- Review neighborhood and other local land use plans and consider conducting a traffic impact analysis in areas where it appears that the type or amount of proposed urban development could negatively impact the capacity of arterial streets and highways.
- Explore intersection improvements through the use of roundabouts.
- Support corridor enhancements to east-west thoroughfares between I-94 and the Lakefront. (e.g. 60th Street, 52nd Street, etc.)

* * * * *

[11] *"Complete Streets" are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. See www.completestreets.org for more information.*