

**Janesville Area
2015-2050 Long Range Transportation Plan**

Environmental Justice Section

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1. INTRODUCTION

Environmental Justice (EJ) is the fair treatment of all groups within a community. It is an effort to ensure that the negative impacts associated with the construction and operation of transportation system projects does not disproportionately impact minority populations and low-income populations. There are three fundamental environmental justice principles¹:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
- To ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
- To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

Analysis for this section concentrates on the just disbursement of projects in environmental justice neighborhoods and the third principle “to prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations”. Documentation demonstrating that the MPO ensured the full and fair participation by all potentially affected communities in the transportation decision-making process is contained in the Opportunities for Public Comment Appendix.

2. METHODOLOGY

The first step in the process to analyze potentially negative impacts to minority populations and low-income populations is to determine where target areas are within the Metropolitan Planning Area (MPA) boundary. Target areas are identified utilizing US Census Bureau Census Tract data from the American Community Survey 2009-2013 estimate. Census Tract boundaries do not line up with the MPA boundary, therefore the entire geographic areas within each of the MPO jurisdictions (the two cities and five townships) are included in the analysis.

The percentage of the population within each census tract identified as low-income or minority was compared to the MPO average, using a normal range of one standard deviation above the average. Those tracts with a score greater than one standard deviation above the average are considered concentrated. Standard deviation measures how distributed the values in a data set are and in this case identifies the normal or average poverty levels and minority population percentage for the MPO. For environmental justice analysis, census tracts with minority populations or poverty levels greater than one standard deviation above the mean were examined further in relation to proposed projects in those areas. The plus-one standard deviation break point was selected because values greater than one standard deviation indicates areas with the largest minority population and number of people living in poverty.

Concentration of EJ populations are characterized as Census Tracts with a population that has either:

- Areas where the percentage of households in poverty is 13.6% or greater.
- Areas where the percentage of minorities is 13% or greater. For the purposes of this analysis, minority status was defined as persons that were Hispanic/Latino, non-white, or both.

The U.S. Census Bureau asks separate questions regarding race and Hispanic/Latino origin. The EJ

¹ U.S. Department of Transportation Federal Highway Administration. www.fhwa.dot.gov

persons are therefore those who identify as a racial category other than White alone and/or as Hispanic/Latino.

Table 1 shows the estimated percent of poverty for each MPO community. The percent of poverty ranges from a high of 16% in Janesville to a low of 4.1% in the Town of Harmony. The average percent of poverty in the MPO communities is 9.1%. The state average is 13%. One standard deviation above the MPO mean is 13.6%. One more standard deviation is 18%, which is considered very concentrated.

Table 1: 2009-2013 ACS ESTIMATE OF PERCENT OF POVERTY IN EACH COMMUNITY (PERCENTAGE OF ALL PEOPLE WHOSE INCOME IN THE PAST 12 MONTHS IS BELOW THE POVERTY LEVEL)

Janesville	16.0%
Milton	8.7%
T. Milton	6.9%
T. LaPrairie	8.8%
T. Harmony	4.1%
T. Janesville	4.2%
T. Rock	15.2%

Table 2 shows the percent of minority populations within the MPO communities, with ranges from a low of 2.3% in the Town of LaPrairie to a high of 16.3% in the Town of Rock. The average percent of minorities in the MPO communities is 8.1%. The state average is 17%. One standard deviation above the MPO mean is 13%. One more standard deviation is 17.9%, which is considered very concentrated.

Table 2: 2009-2013 ACS ESTIMATE OF PERCENT OF PERSONS IDENTIFYING AS NON-WHITE AND/OR HISPANIC/LATINO

Janesville	11.1%
Milton	3.2%
T. Milton	7.1%
T. LaPrairie	2.3%
T. Harmony	4.2%
T. Janesville	12.4%
T. Rock	16.3%

FINDINGS

Figure 1 depicts the location of Environmental Justice target areas for minority populations and poverty levels for the Janesville Area MPO. The analysis showed that four census tracts had a significant minority population and nine census tracts had a significant low-income population. All four census tracts with a significant minority population also have a significant low-income population. Of the nine census tracts identified, eight of the tracts are completely within Janesville city limits. Census tract 14 has geography in the City of Janesville, Town of Rock, and Town of LaPrairie.

Census tracts 1, 3, and 10 have the highest levels of poverty, ranging from 28% to 43%. Census tracts 3, 4, and 10 have the highest percent of minority populations, ranging from 21% to 47%. Table 3 describes socioeconomic factors by Census Tract.

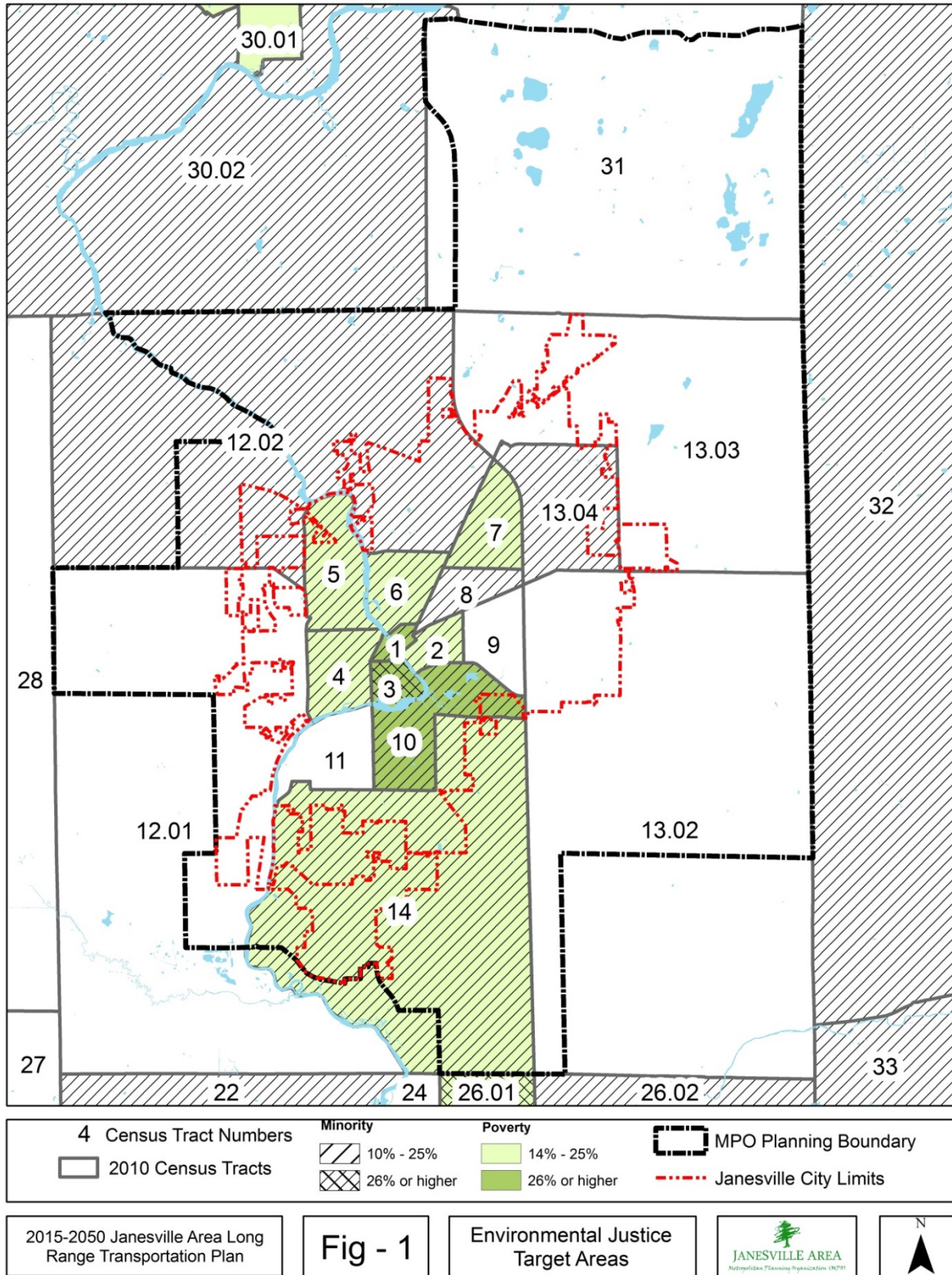
Table 3: DEMOGRAPHIC CHARACTERISTICS OF MPA BY CENSUS TRACT

Census Tract	% individuals in poverty	Median Household Income	% Unemployed	Non-White	Hispanic/Latino
1	28.5%	\$17,279	33.3%	8.5%	4.4%
2	15.7%	\$49,750	9.9%	5.9%	4.5%
3	43%	\$24,126	18.4%	29.1%	18.1%
4	22.2%	\$34,750	21.5%	13.7%	7.2%
5	17.2%	\$47,527	4.5%	3.9%	5.6%
6	23.2%	\$36,991	17.8%	3.9%	2.3%
7	21.1%	\$38,247	9.1%	8.9%	3.7%
8	7.9%	\$45,250	12.3%	3.2%	7.4%
9	.4%	\$61,925	6.3%	2.7%	4.2%
10	28.2%	\$37,614	5.4%	11.5%	13.7%
11	12.5%	\$42,470	14.0%	3.8%	1.5%
12.01*	4.3%	\$60,639	7.4%	3.4%	1.5%
12.02*	5.4%	\$72,148	5.5%	7.3%	3.6%
13.02*	8.0%	\$67,486	7.4%	4.7%	.7%
13.03	6.3%	\$82,121	4.0%	6.6%	2.4%
13.04	10.9%	\$58,277	7.7%	4.8%	4.7%
31*	8.8%	\$57,804	9.3%	3.1%	1.1%

*Portions of Census Tract fall outside of planning area

Source: 2009-2013 ACS

Figure 1: ENVIRONMENTAL JUSTICE TARGET AREAS



3. ACCESSIBILITY IN ENVIRONMENTAL JUSTICE AREAS

Accessing and obtaining basic services and needs support sustainable and healthy communities; in environmental justice neighborhoods, individuals are more likely to lack access to a reliable personal vehicle for transportation. Transportation plans must address the need to provide adequate transit, walking, and biking options for these areas.

As discussed in the previous section, Janesville's downtown and central city neighborhoods have the highest concentrations of individuals in poverty and minority individuals. These areas are well served by transit, trails, and sidewalks. Roughly, 8% of workers walk or bike to work². This area has the highest rate of non-motorized transportation to work, likely due to a good mix of housing and jobs, a well-connected street network, and demographics.

Janesville's transit routes operate as a radial system, which means all buses begin and end at the JTS Transfer Center on River Street in the downtown. Figure 2 depicts JTS bus routes and EJ areas, and shows one or more bus routes each serve Census Tracts 1, 3, and 10. Census Tract 14 is the only area with very little transit service other than the Beloit-Janesville Express. However, most of Census Tract 14 is comprised of low-density residential and rural residential land uses that are not conducive to transit service.

Similar to the Janesville's transit system, Janesville's trail system is a radial system as shown in Figure 3. The trail system provides a safe, mostly off-road, facility for recreation and utilitarian trip making. Furthermore, the Bicycle & Pedestrian Section recommends prioritizing projects in the downtown that fill existing gaps on both sides of the Rock River.

Travel Time

One measure of accessibility is travel time to major destinations. Low-income and minority persons should have equal access to medical centers, parks, retail centers, schools, and major employment centers. This section analyzes transportation access for the MPA's neediest area; the 4th Ward located in Census Tract 3. Table 4 shows the nearest major destinations to the 4th Ward that provide basic services and needs defined as grocery stores (Sentry), retail centers (Walmart), medical facilities (Mercy Hospital, St. Mary's), educational institutions (UW-Rock County), and employment services (Rock County Job Center). This analysis used Google to calculate travel times. Travel times shown indicate the most direct route to the destination by mode. Bicyclists will often choose a route based on comfort and perceived safety, which is not the most direct route.

The central location of the 4th Ward provides community members several transportation options. Vehicles provide a travelling time of 15 minutes or less to the nearest major destinations. The JTS Transfer Center is located within the 4th Ward and therefore provides a centrally located starting point to all of Janesville. The bus service provides 20 minutes or less travelling time to all major destinations except for two (UW-Rock County and Walmart). UW- Rock County does have an extra route during peak times that reduce the 30-minute trip to approximately 17 minutes. Biking is also an option providing travel times of 20 minutes or less for all but two of the defined major destinations.

² Data is from 2009-2013 American Community Survey at factfinder2.census.gov

Table 4: TRAVEL TIME FROM THE 4TH WARD TO DESTINATIONS OF NEED

Location	Travel Time in Minutes				Distance Travelled
	Vehicle	Bus	Bike	Walk	
Mercy Hospital	4	16	6	16	0.8
Dean/St. Mary's	6	14	19	60	2.7
Sentry (West Court St.)	6	14	10	39	1.5
Job Center	7	20	46	132	10.5
Walmart	13	30	42	105	4.4
Walgreens (West Court St.)	5	14	9	24	1.2
UW - Rock County	10	17-33	20	68	3.4

* The 4th Ward (census tract 3) is considered the neediest ward in Janesville

Gaps

In addition to the discussion of transit service in this section, the Transit Section of the LRTP addresses how JTS meets the needs of the community. In particular, Figures 4, 5 and 6 in the Transit Section demonstrate JTS serves all major medical, retail, and schools in Janesville. One area of the city with a growing demand for transit is the Southeast industrial area, which is discussed in the Transit Section of the Plan. This area is not served by transit, although sidewalks at least provide a safe non-motorized travel option. The Southeast industrial area is a growing job center, with new and expanding industries offering a range of jobs, including lower skilled and lower wage work. Although the lack of transit service is due to financial constraints of the City, it is an area of employment not easily accessible to transportation-disadvantaged individuals.

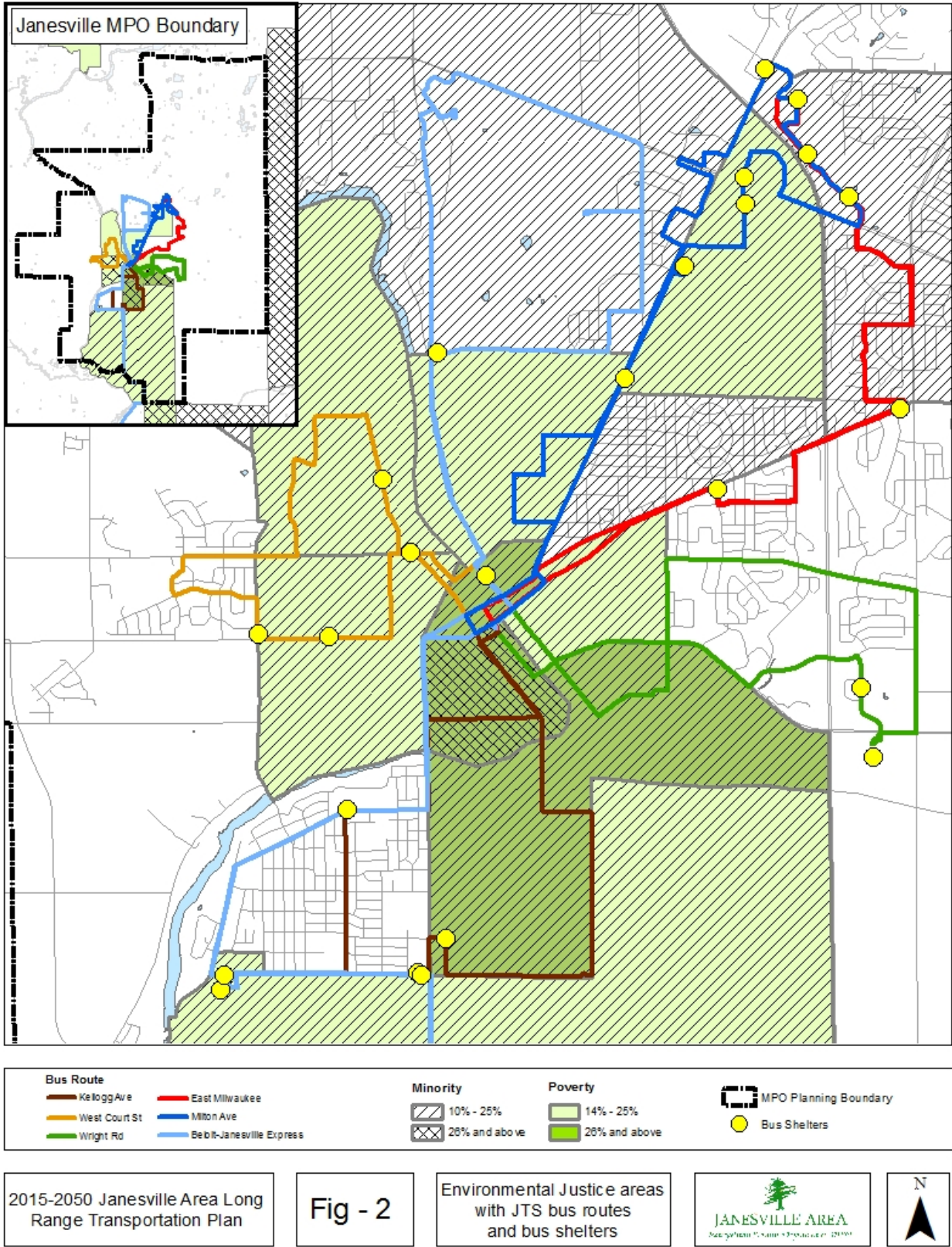
Another recognized need in Janesville’s central city is a full service grocery store. Like many cities, Janesville has limited food retailers in the downtown and nearby neighborhoods. Several city plans identify this need, and the city continues to try to address the lack of a grocery store through various strategies. The 4th Ward (Census Tract 3) is recognized as a food desert by the United States Department of Agriculture (USDA), which is defined as a low-income census tract where a significant number of residents live more than one mile from the nearest grocery store. JTS addresses food access by providing transit service to every grocery store in Janesville.

4. TRANSPORTATION AMENITIES IN ENVIRONMENTAL JUSTICE AREAS

Transportation amenities generally refer to amenities such as bus shelters, rest rooms, bike racks, trashcans, and information kiosks provided for transit and bicycle/pedestrian modes. It is important for these amenities to be distributed fairly within the community and in accordance to established non-discrimination policies. The Long Range Transportation Plan, with its 35-year time horizon, is an opportunity to analyze such amenities and identify gaps that should be filled over the long term.

There is limited data regarding where amenities are located in the planning area. JTS maintains a list of bus shelter locations and the MPO developed a GIS data layer to aid in geographical analysis. As seen in Figure 2, the majority of JTS bus shelters are placed within the EJ identified areas of concentrated minorities or populations living in poverty. This is primarily because most of the geographic area of the City of Janesville is low-income or minority using the statistical methodology described in this section.

Figure 2: BUS ROUTES AND LOCATIONS OF BUS SHELTERS



The City of Janesville’s Distribution of Transit Amenities Policy regarding passenger comfort and safety dictates that bus shelters will be strategically placed on inbound stops in residential neighborhoods and areas that serve 50 or more boarding or transferring passengers daily, and have an evenly distributed daily ridership. All shelters are located at major destinations (grocery stores, retail centers, medical facilities, job sources, and educational institutions) or residential developments with high ridership. There are three shelters described in Table 5 that either no longer meet the criteria of the policy or were placed for other reasons not described by the policy. The Fairview Mall shelter was installed when a grocery store existed at the corner of Harmony and E. Milwaukee Street but other retail uses have since replaced the grocery store use. The City will likely remove the shelter when its condition deteriorates because it is not a high ridership location. The City installed a bus shelter along STH 26 near the intersection of Kettering Street in order to provide refuge for riders waiting alongside busy STH 26 that has narrow shoulders. The City installed a bus shelter as part of the new JTS operations and maintenance facility constructed in 2014 in order to serve the JTS main offices.

Table 5: BUS SHELTER NAMES AND LOCATIONS

Bus Shelter Name	Bus Stop Location	Reason
Garden Court Apartments	Main St.	Low-income senior housing
Mercy Hospital	Mineral Point Ave.	Medical facility
Riverview Heights Apartments	N. Washington St.	Low-income senior housing
Sunnyside Shopping Center	West Court St.	Major retail area
KWIK Trip	Crosby & Court	Major retail area
Wisconsin State School for the Visually Handicapped	Oakhill & State	Educational facility; serves physically and cognitively disabled riders
UW Rock County	On Campus	Educational facility
UW Rock County	Kellogg Ave.	Educational facility
Job Center	Kellogg N. Side	High ridership stop
Across from Job Center	Kellogg S. Side	High ridership stop
Fairview Mall	Harmony & E. Milwaukee	Former grocery store location
Mercy Clinic East	E. Milwaukee St.	Medical facility
BioLife Plasma Service	Midland Rd.	High ridership stop
Creston Park	Milton Ave.	Major retail area
Janesville Mall	Milton Ave.	Major retail area; developer funded
Shopko	Lexington Dr.	Major retail area
Mercy North	Deerfield Dr.	Medical facility; developer funded
Pine Tree Plaza	Deerfield Dr.	Major retail area
Walmart	Between Walmart & Sam's Club	Major retail area; developer funded
Pick 'n' Save	Lafayette St.	Major retail area
JTS Main Office	Blackbridge & Hwy 51	Comfort of riders
St. Mary's Hospital & Dean Clinic	E. Racine St.	Medical facility; developer funded
HWY 26 & Kettering	Southbound HWY 26	Safety and comfort of riders
Festival Foods	Lexington Dr.	Major retail area; developer funded

This analysis demonstrates bus shelters are located according to the City’s established policy, which is based on land use and/or ridership. Geographically, there is a concentration of bus shelters in the northeast area of the city served by the Milton Avenue and East Milwaukee Street routes. This is primarily due to two factors: (1) a concentration of destinations and (2) new development in which the developer paid for the bus shelter. Due to financial constraints, new bus shelters are a lower priority capital investment. However, several development projects in the last five to ten years have installed bus shelters as part of the development and paid for by the private developer. The City examines the need for bus shelters as part of the development plan process and advocates for them in conjunction with Janesville Transit System. The City of Janesville strongly supports infrastructure and amenities for bicyclists, pedestrians, and transit users in new developments, and best practices are encouraged or negotiated with developers.

This analysis did not identify any locations within Janesville that warrant a new shelter, based on the established policy. The bus stop at Rock Valley Community Programs is a higher ridership stop that would benefit from a shelter. This stop is on Sunny Lane Road, a rural road with little shoulder outside of City of Janesville limits. Adding a shelter would require coordination between Janesville Transit System and the Town of Janesville.

5. TRAIL PROJECTS IN ENVIRONMENTAL JUSTICE AREAS

Bicycle and pedestrian improvement projects are generally low impact improvements that will increase the mobility of minority populations and low-income populations. Therefore, from an environmental justice perspective, the existing and proposed bicycle and pedestrian projects are a positive impact on these neighborhoods. There may be noise, dust, stormwater runoff, or limited access during the construction phase of such projects, and jurisdictions work with contractors to minimize these impacts.

The next step of the process mapped recommended off-street trail projects against Environmental Justice areas in order to analyze how projects may affect neighborhoods. Table 5 lists the projects within target areas and Figure 3 depicts the projects graphically. Of the 20 recommended off-road trail projects, eight of them fall within target areas. Six of the projects are considered short range, to be completed by 2025 and the other two are predicted to be constructed in the later years of the plan.

Table 6: RECOMMENDED OFF-STREET TRAIL PROJECTS WITHIN ENVIRONMENTAL JUSTICE TARGET AREAS

Project #	Project Name	Timeframe
1	Deerfield Dr. to Milton Ave. connection	2016-2025
2	Downtown Bicycle/Pedestrian Bridge	2016-2025
3	Downtown Riverwalk Town Square	2016-2025
4	Traxler Park Extension to Centerway	2016-2025
5	Ice Age Trail: Court to trail hub (Rockport Rd.)	2016-2025
6	Valley Park Connector	2016-2025
11	Eastside Riverwalk: Court to Racine	2025-2050
20	STH 11 Trail Extension	2025-2050

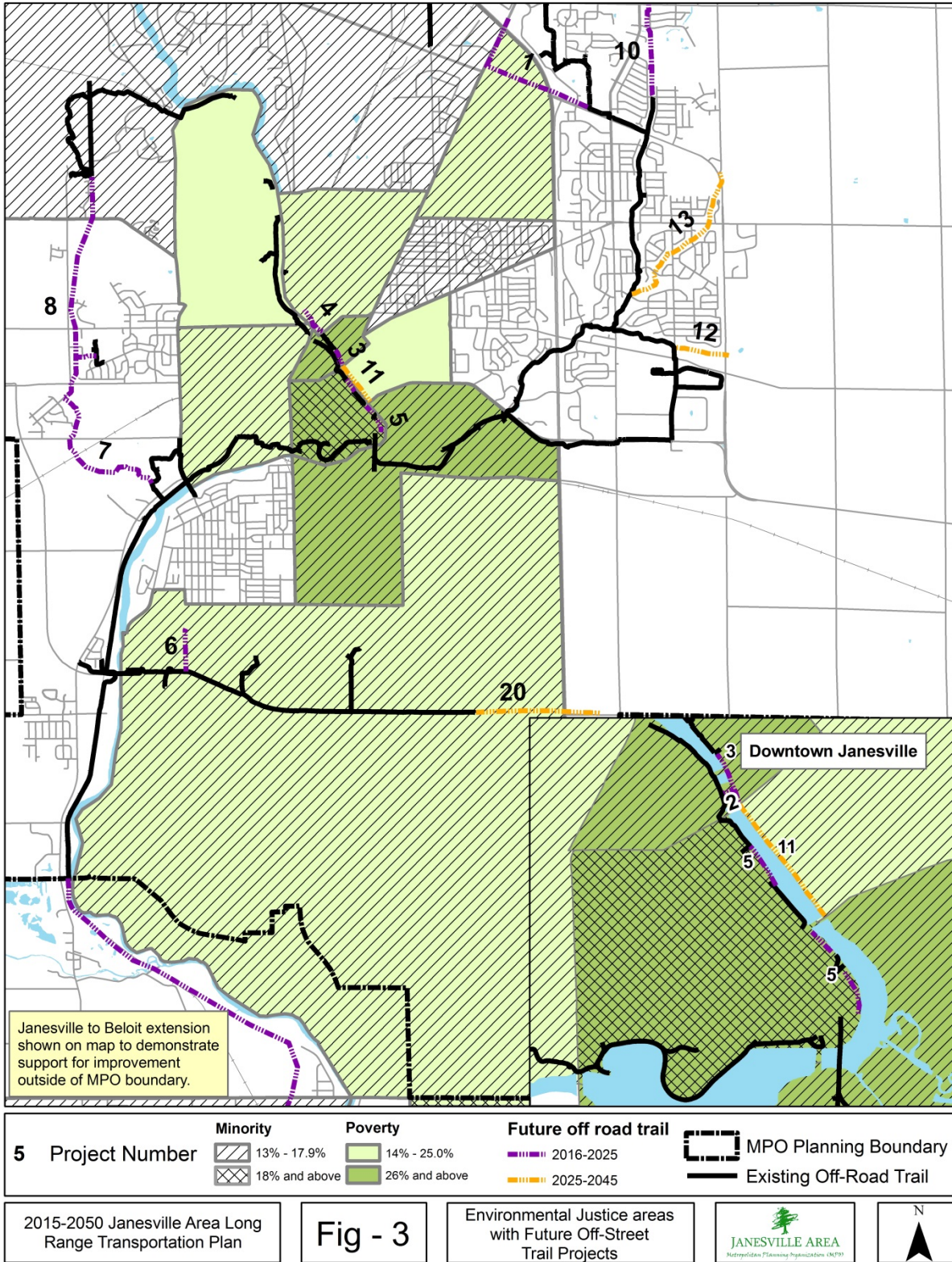
Project #1 is a committed project that will be completed when the State of Wisconsin reconstructs Interstate 39/90. This project will provide a much-needed safe facility along HWY 14 (Humes Rd.) in Janesville's regional commercial center.

Projects 2-5 and #11 are included in Janesville's ARISE Plan as critical components of Janesville's downtown revitalization. *The Rock Renaissance Area Redevelopment and Implementation Strategy* (ARISE) is intended to position downtown Janesville as a vibrant neighborhood where commerce, culture, entertainment, and history intersect. The plan serves City Staff and the Council as a "playbook" for aligning and focusing resources in such a way as to draw a consistent and sustainable critical mass of people to the downtown, thereby encouraging diversity in downtown development, businesses, and activities and fostering private development. Filling in the gaps in the trail network and connecting the downtown to Traxler Park will enhance the downtown experience and connect residents and visitors to retail, restaurants, services, government facilities, employment, parks and recreational opportunities.

Project #6 will add a connection from the south side of Janesville and UW Rock County to the trail system.

Project #20 will provide a safe I-39/90 crossing.

Figure 3: ENVIRONMENTAL JUSTICE AREAS WITH RECOMMENDED OFF-STREET PROJECTS



6. STREET & HIGHWAY PROJECTS IN ENVIRONMENTAL JUSTICE AREAS

Street and highway projects have the greatest potential to negatively impact EJ populations. However, street and highway projects that preserve the existing system through resurfacing or reconstruction (without expansion) are a benefit to the community and should be fairly distributed throughout the planning area. Any negative impacts associated with preservation projects occur during the construction period; impacts may include dust, erosion, driveway closings, lack of pedestrian/bicycle access. Erosion control and construction phasing are some mitigation strategies.

Many of the committed and planned projects in the plan that fall within EJ areas are preservation projects. The projects in Table 7 are not expected to have a significant negative impact. Table 7 lists projects that may have some negative impact.

Table 7: LOW OR NO IMPACT PROJECTS IN EJ AREAS

#	Project	Reason
2	Progress Drive	New connection in industrial area
3	Sharon Road Bridge	Reconstruction without expansion
4	Milwaukee Street Bridge	Reconstruction without expansion
8	USH 14 Reconstruction	Reconstruction in commercial area
11	Milwaukee Street Rehabilitation	Rehabilitation without expansion
12	Court Street one-to-two way conversion	Improve safety, revitalize downtown
16	Venture Drive	New connection in industrial area
17	Innovation Drive	New connection in industrial area
18	New Road	New road to serve industrial area
19	Todd Drive	New road to serve industrial area
20	Conde Street	New road to serve industrial area
34	CTH F Reconstruction	Reconstruction without expansion
35	USH 51 Reconstruction Court to Joliet	Reconstruction without expansion
36	USH 51 Reconstruction STH 11 to Beloit	Reconstruction without expansion
38	Kellogg Avenue	Resurfacing only
39	Conde Street connection	New connection in industrial area

Table 8: COMMITTED AND PLANNED PROJECTS THAT MAY IMPACT EJ POPULATIONS

#	Project	Reason
5	CTH G	Right-of-way required
7	I-39/90 Reconstruction	Noise, air quality impacts
9	4 Mile Bridge	Right-of-way required
14	W. Memorial Reconstruction	Right-of-way required
33	Avalon Road	Right-of-way required
36	Milton Ave./STH 26 Reconstruction	Right-of-way required

Of the committed projects, the reconstruction of I-39/90 (#7) has the greatest potential to negatively impact EJ populations. The project underwent an Environmental Impact Statement (EIS) as part of the project, in which potential negative impacts were identified. Sound walls will be installed along portions of the corridor to mitigate noise impacts. The other projects may negatively impact adjoining property owners because the projects require expansion of the right-of-way. Some costs of the projects might be assessed to the adjoining properties, which may be a financial burden. Residents living along Milton Avenue/STH 26 will be negatively impacted if the project includes expansion (it is tentatively committed without expansion but expansion is recommended) because the corridor is primarily residential in land use and homes are close to the right-of-way. An expansion of Milton Avenue/STH 26 would increase noise and decrease comfort for residents who would have heavy traffic close to their homes.

Proposed or potential projects are those with less likelihood of implementation during the 35-year plan horizon due to a variety of factors. While the projects listed below may have some impact, the right-of-way required for these projects is either along commercial corridors (#41 & #42) or residential buildings have a deep setback from the roadway.

Table 9: PROPOSED OR POTENTIAL PROJECTS WITH THE POTENTIAL TO NEGATIVELY IMPACT EJ POPULATIONS

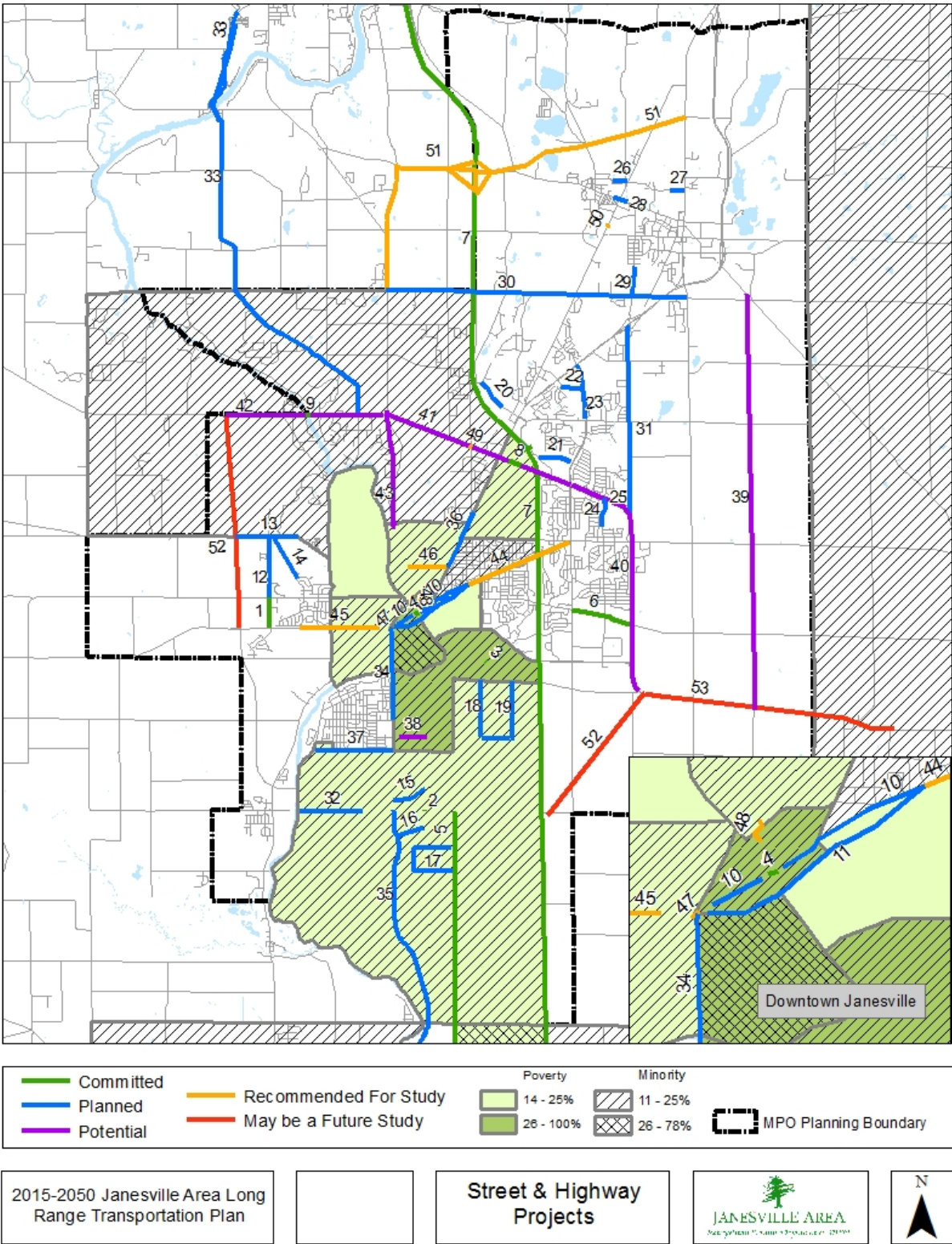
#	Project	Reason
41	USH 14 Expansion Wright to USH 51	Right-of-way required
42	USH 14 Expansion USH 51 to west side	Right-of-way required
43	USH 51 Expansion Blackbridge to USH 14	Right-of-way required

Table 10 below lists all of the projects recommended for further study and those that may be taken up for further study. Only two projects, the Centerway/Parker/Main Realignment (#48) and the West Side Bypass (#52), highlighted in gray, have the potential to impact EJ populations. Both projects may displace residents.

Table 10: PROJECTS RECOMMENDED FOR STUDY OR FUTURE CONSIDERATION WITH THE POTENTIAL TO NEGATIVELY IMPACT EJ POPULATIONS

#	Project	Reason
44	E. Milwaukee Road Diet	Traffic calming, improved safety
45	W. Court Road Diet	Traffic calming, improved safety
46	E. Memorial Road Diet	Traffic calming, improved safety
47	Five Points Separation	Improved safety
48	Centerway/Parker/Main Realignment	Possible displacement of residents
49	USH 14 @ RR Separation	Improved safety
50	John Paul Rd. @ RR	Not an EJ area
51	North Side Bypass	Not an EJ area
52	West Side Bypass	Possible displacement of residents
53	11/14 East	Not an EJ area

Figure 4: ENVIRONMENTAL JUSTICE AREAS WITH RECOMMENDED STREET & HIGHWAY PROJECTS



7. CONCLUSION

The benefits of the transportation improvements proposed are reasonably distributed to serve the mobility and accessibility needs of all population groups within the Janesville Area MPO. These statements are based on the analysis of proposed projects, their locations, and impacts on both low income and minority populations.