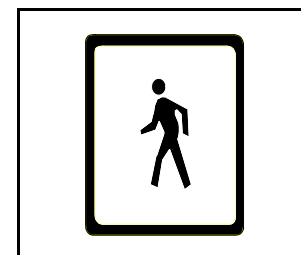
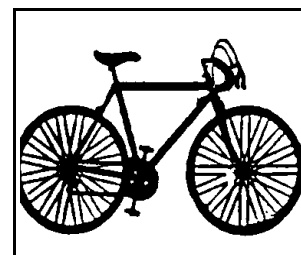
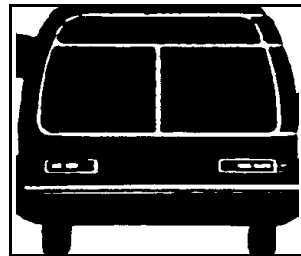
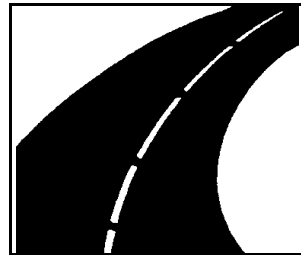


JANESVILLE AREA 2005 - 2035 LONG RANGE TRANSPORTATION PLAN



INTRODUCTION

May 10, 2006

Section I

(This Page Intentionally Left Blank)

TABLE OF CONTENTS

LIST OF FIGURES	I
LIST OF TABLES	I
I. PLAN OVERVIEW	1
II. JANESVILLE AREA MPO PLANNING PROCESS	2
MPO ORGANIZATION AND COMMITTEE FORMATION	2
BACKGROUND	3
Long Range Transportation Plan	3
Major Transportation Planning Activities	4
GOALS AND OBJECTIVES	7
PUBLIC PARTICIPATION	8
III. TRANSPORTATION AND LAND USE ISSUES	9
JANESVILLE AREA MPO DEVELOPMENT TRENDS	9
JANESVILLE AREA SOCIOECONOMIC CHARACTERISTICS	11
ENVIRONMENTAL JUSTICE REQUIREMENT	13
EFFICIENT USE OF THE EXISTING TRANSPORTATION SYSTEM	14
ACCESS MANAGEMENT	15
PLANNING AREA TRANSPORTATION ISSUES	16

LIST OF FIGURES

FIGURE I - 1 JANESVILLE AREA MPO PLANNING BOUNDARY	6
FIGURE I - 2 LAND USE MAP	10

LIST OF TABLES

TABLE I - 1 JANESVILLE AREA ACTUAL AND PROJECTED SOCIOECONOMIC VARIABLES	11
TABLE I - 2 HISTORY OF PLANNING AREA POPULATION 1970 - 2000	13

(This Page Intentionally Left Blank)

I. PLAN OVERVIEW

The *2005 - 2035 Janesville Area MPO Long Range Transportation Plan* is an update to the *1998-2020 Long Range Transportation Plan*. This plan is intended to be used as a tool for developing safe, efficient transportation improvements for the Janesville Area MPO through the year 2035. These improvements encompass all modes of transportation including public transit and bicycle and pedestrian travel in addition to streets and highways. In accordance with the 1998 Transportation Equity Act for the 21st Century (TEA-21), this plan addresses the deficiencies of the existing transportation system in the Janesville Area MPO planning area, analyzes the projected demand on that system, and identifies projects and policies to both preserve and enhance mobility.

The *2005 – 2035 Janesville Area MPO Long Range Transportation Plan* is organized into the following sections:

- **Introduction** – outlines the MPO’s transportation planning process, the adopted land use plan, and the public participation process used for developing and reviewing transportation documents.
- **Transit** – identifies transit issues, existing operating characteristics, safety, projected conditions and funding sources.
- **Bicycle and Pedestrian** – outlines planning criteria for developing bicycle and pedestrian facilities, existing conditions, proposed facilities, safety and education policies, implementation and funding.
- **Freight** - identifies freight issues, existing facilities, and proposed facilities.
- **Streets & Highways** – summarizes existing conditions of the Janesville Area MPO’s road network, safety, travel demand and system deficiencies status, and project recommendations and funding requirements for 2005-2035.
- **Environmental Justice** – identifies concentrations of minority and poverty populations and examines the impacts of the recommended projects on those groups.
- **Implementation** – identifies preferred transportation alternative, funding requirements and sources to implement recommendations, and implementation plan for preferred alternative.

II. JANESVILLE AREA MPO PLANNING PROCESS

MPO ORGANIZATION AND COMMITTEE FORMATION

The Janesville Area MPO is responsible for developing transportation plans and programming projects for the Janesville planning area.

The Janesville Area MPO is represented by the following local units of government:

- City of Janesville
- City of Milton
- Rock County
- Janesville Township
- Harmony Township
- La Prairie Township
- Milton Township
- Rock Township

The City of Janesville Planning Department serves as the staff for the MPO, and MPO functions are directed by a 16 member Policy Board consisting of seven Council members from the City of Janesville, the City of Janesville City Manager, the City of Milton Mayor, the Chairpersons from the Towns of Harmony, Janesville, LaPrairie, Milton, Rock, a member of the Rock County Board of Supervisors, and a representative from the Wisconsin Department of Transportation District 1 office.

The MPO Policy Board is advised by a 24-member Technical Advisory Committee consisting of six individuals from the City of Janesville including the Assistant City Manager, Director of Public Works/City Engineer, Transit Director, Planning Director, Engineering Director, and Traffic Engineer. The City Administrator and the Director of Public Works from the City of Milton also sit on the Technical Advisory Committee. Rock County is represented by the Highway Commissioner, the Engineering Director and the Planning Director. The Beloit MPO Coordinator and a bicycle/pedestrian representative also serve on the committee. In addition, four representatives from the Wisconsin Department of Transportation (WisDOT), one person from the Federal Highway Administration (FHWA), and one person from the Federal Transit Administration (FTA) serve on the Technical Advisory Committee. Additional members include the Harmony, LaPrairie, Janesville, Milton, and Rock Township Chairs or their designated alternates.

BACKGROUND

The Metropolitan Planning Area consists of the City of Janesville, the City of Milton, and portions of the Towns of Harmony, Janesville, LaPrairie, Milton, and Rock (Figure I-1). The Janesville Area MPO is responsible for coordinating transportation planning activities within this boundary. Another significant boundary shown on Figure 1 includes the urbanized boundary which is used for determining funding eligibility for highway projects. The population of the planning area is 73,831 per the 2000 Census. The City of Janesville comprises 80% of the planning area population. This percentage decreased slightly since the last update of the Long Range Transportation Plan due to the inclusion of the City of Milton and a portion of the Town of Milton into the MPO in 2003.

On a short range basis, transportation planning within the MPO Boundary is conducted in response to land development pressures. Sites are reviewed in accordance with goals and objectives adopted as part of the Long Range Transportation Plan. Other planning documents that help to identify where transportation improvements will be needed include both the City of Janesville and City of Milton's Comprehensive Plan, and Public Works Programs and Capital Improvement Programs (CIP) from the City of Janesville, City of Milton, the County and Towns, and the MPO's six-year Transportation Improvement Program (TIP).

Long Range Transportation Plan

The Janesville Area *2005-2035 Long Range Transportation Plan* updates the *1998-2020 Long Range Transportation Plan* which was adopted by the MPO Policy Board in 1997 and reaffirmed in 2000. The 2005 plan serves as an update on the issues covered in the previous plan by encompassing all modes including public transit and bicycle and pedestrian travel in addition to motor vehicle transportation. This plan is intended to identify the key projects from each of these modes which, when combined and implemented as a multi-modal system, will develop the safest, most efficient transportation system for the MPO area. Plan updates will occur at least every five years, as federally required, to maintain consistency with forecasted transportation and land use conditions.

There are seven factors that the long range plan will consider as part of the metropolitan planning process outlined in the 1998 Transportation Equity Act of the 21st Century (TEA-21).

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.
2. Increase the safety and security of the transportation systems for motorized and non-motorized users.
3. Increase the accessibility and mobility options available to people and freight.
4. Protect and enhance the environment, promote energy conservation, and improve quality of life.
5. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight.

6. Promote efficient system management and operation.
7. Emphasize the preservation of the existing transportation system.

The long range plan is tied to several short range documents which direct implementation of the recommendations found in the long range plan. For example, short range highway improvements, transit capital expenditures, and short range bicycle facility projects receiving federal funds must be included in the long range transportation plan for inclusion in the Transportation Improvement Program (TIP). Long range plan transit recommendations will be paralleled in future Transit Development Plan updates. Both short range and long range bicycle and pedestrian projects in the urban area are referenced in the Bicycle & Pedestrian section of this plan. All highway, transit, and bicycle/pedestrian projects in the Janesville Area Long Range Transportation Plan have been coordinated with the City of Janesville, the City of Milton, Rock County, the Beloit MPO, and the townships of Rock, Milton, Harmony, LaPrairie, and Janesville. Representatives from each of these jurisdictions are participating members of the Janesville Area MPO Technical Advisory Committee and may comment on highway and bridge projects within the MPO planning area, as well as bikeway connections, and joint transit service between Janesville, Milton, and Beloit.

A more detailed description of the planning activities that relate to the long range plan and which guide the direct implementation of transportation projects and services are provided in the Major Transportation Planning Activities sections.

Major Transportation Planning Activities

1. Work Program

The MPO annual Work Program contains the transportation planning budget and guides both long range and short range planning activities. The type of activities budgeted includes funding for transportation administration activities such as preparation of the TIP, MPO monitoring, and staff training. Items contained in the Work Program are reviewed by the Technical Advisory Committee and are approved by the MPO Policy Board.

2. TIP

The Transportation Improvement Program (TIP) is a staged six-year listing of actual improvement projects within the metropolitan area. The document identifies the schedule construction year of the proposed project, type of project, funding source, and funding level. Projects are listed for highway, public transit, and bicycle/pedestrian modes, and these projects use a combination of federal, state and local funds. The Janesville Area MPO's TIP is typically updated on an annual basis and adopted by the MPO Policy Board. After the TIP is approved by the MPO, it is forwarded to WisDOT for approval and to the Federal Highway Administration and Federal Transit Administration for their use.

3. Transit Development Plan

The City of Janesville and the MPO will complete a full-scale Transit Development Plan (TDP) in 2005. The TDP will analyze all aspects of transit service including paratransit service, night service and the Beloit-Janesville Express expanded service.

The current status of JTS routes and projected transit system needs through the year 2035 are described in further detail in the Transit chapter of this plan.

4. Regional Transportation Studies

The Wisconsin Department of Transportation, together with the several surrounding communities, Rock County, and the MPO are currently working on several regional transportation studies including STH 26 Corridor study, STH 11 to Interstate 43 four lane expansion study, and an Interstate 39/90 expansion to six lane study.

5. City of Janesville Comprehensive Plan

The underlying purpose of the City of Janesville's Comprehensive Plan, adopted by the City Plan Commission, is to direct general growth and development of the city. The Comprehensive Planning Program develops and maintains various plans to address existing and anticipated development issues. Elements in the Comprehensive Plan include: the Growth Concept Plan, the General Development Plan with a residential, commercial and industrial component, Critical Area Plans, Neighborhood Plans, a Traffic Circulation Plan, and a Parks and Open Space Plan. The Traffic Circulation Plan includes the goals and objectives that address transportation and land use issues.

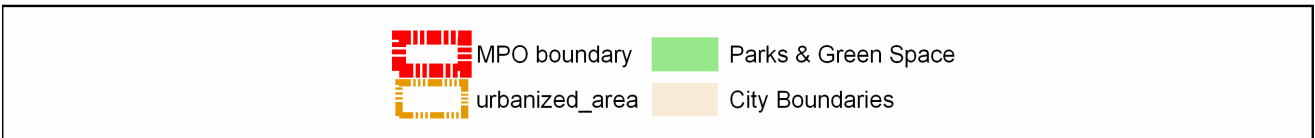
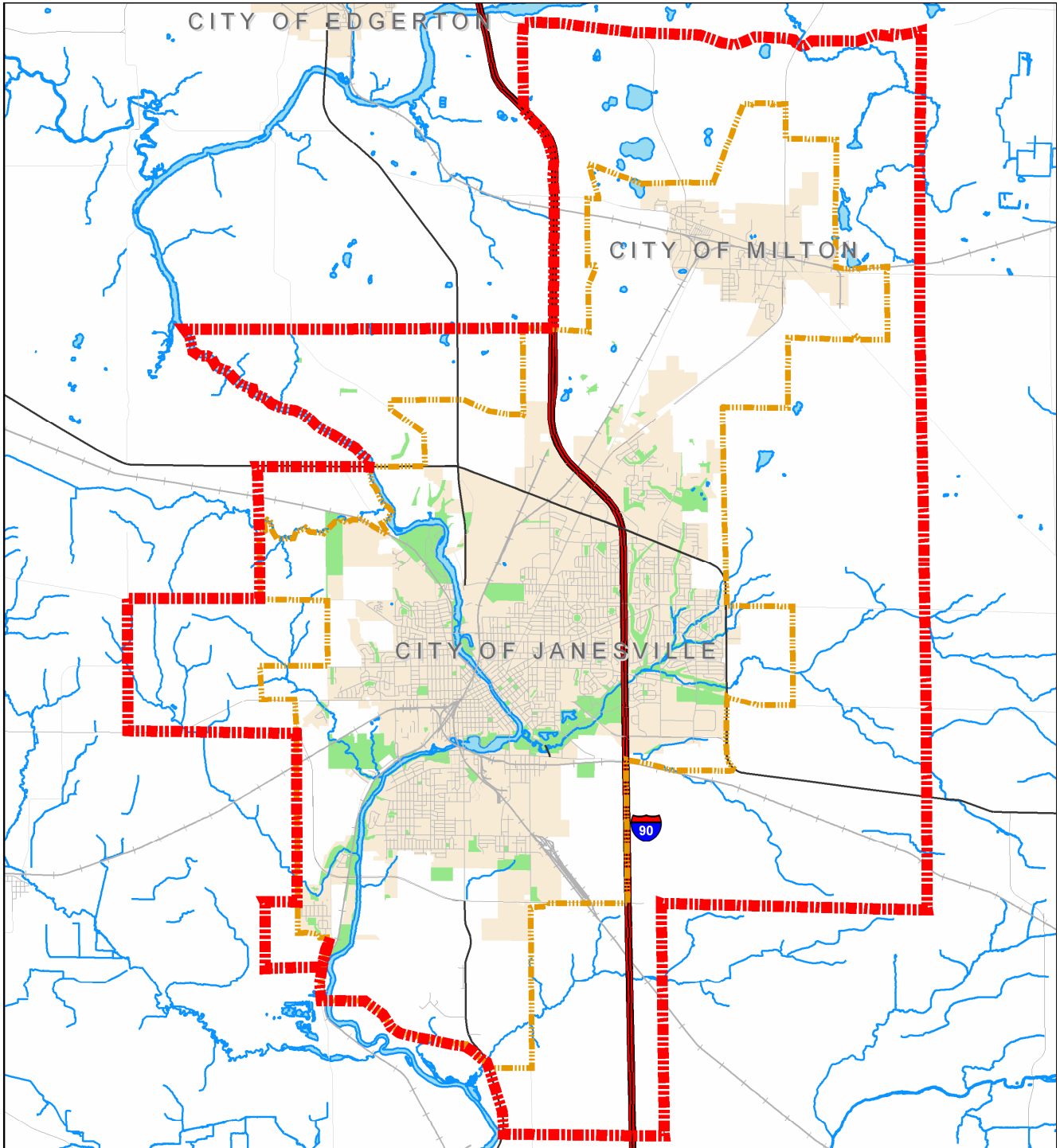
The various plans fit together in a hierarchy that is rooted in the Growth Concept Plan. The Growth Concept Plan defines the urban area's twenty-year urban service limits and the conceptual Growth Development Plan that identifies recommended land uses within the twenty-year boundary. Critical Area and Neighborhood Plans take the recommendations of the General Development Plan to a more localized and technical level by focusing on the physical infrastructure needs of smaller segments of the city. Finally, the Traffic Circulation and Parks & Open Space plans guide the implementation of the infrastructure improvements to address needs at the critical area and neighborhood levels, as well as regional and community levels.

6. City of Milton Comprehensive Plan

The purpose of the City of Milton's Comprehensive Plan, adopted by the City Plan Commission, is to direct community development and land use decisions; assist with community facility budgeting; and stimulate private housing, business, and industrial investment. Elements in the Comprehensive Plan include a Land Use Plan, Community Character Plan, Transportation Plan, Community Facilities Plan, and Historic Resources Recommendations. The City of Milton is also preparing a development concept plan for a bypass area near the STH 26/59 interchange.

Both the City of Janesville and the City of Milton will need to prepare new comprehensive plans that satisfy the smart growth requirements adopted by state legislation in 1999.

FIGURE I - 1 JANESVILLE AREA MPO PLANNING BOUNDARY



2005 - 2035 Janesville Area
MPO Transportation Plan

FIG I-1

MPO Planning Boundary

GOALS AND OBJECTIVES

The Janesville Area MPO's overall transportation goals and objectives for the *2005-2035 Long Range Transportation Plan* were approved as part of the adoption of the 1998- 2020 Long Range Transportation Plan and continue to reflect the MPO's focus on efficient and integrated local transportation planning. The elements of the plan in which the overall objectives are addressed are shown in parentheses below.

- Goal: To develop and maintain an increasingly energy efficient transportation system which includes and integrates all modes of travel and provides for the safe and effective movement of people and goods, while optimizing the financial resources of the communities.
- Objective: By utilizing existing transportation facilities and services to their full potential. (Transit, Freight, Bicycle & Pedestrian, Highway)
- Objective: By providing expanded facilities and services in accordance with the present and future demand to accommodate travel by auto, truck, bus, air, rail, bicycle, and foot with the intent of creating a balanced, coordinated and efficient transportation system. (Transit, Bicycle & Pedestrian, Highways).
- Objective: By minimizing the loss and damage to persons and property due to transportation-related accidents (Freight, Bicycle & Pedestrian, Highways)
- Objective: By developing and implementing programs which would lessen peak hour traffic congestion. (Freight, Transit, Bicycle & Pedestrian, Highways)
- Objective: By designing future street and highway improvements which are compatible with existing land uses, and which complement the land use plan. (Highways).
- Objective: By encouraging more detailed bikeway facility planning efforts which address the possible expansion of both on-road and off-road bike facilities. (Bicycle & Pedestrian).
- Objective: By supporting state, regional, and local efforts to preserve rail corridor lands for future transportation purposes. (Bicycle & Pedestrian).
- Objective: By providing adequate intermodal connections with transportation system. (Bicycle & Pedestrian, Transit, Highways).
- Objective: By encouraging the provision of adequate privately owned or paratransit transportation services. (Transit).
- Objective: By reducing injuries and fatalities in all transportation modes.
- Objective: By raising safety awareness of both the transportation industry and users of the transportation system.

Objective: By seeking to incorporate, through its technical advisory committee, input from the various jurisdictions represented by the MPO to ensure coordination of area-wide transportation planning efforts.

Objective: By contributing to the economic vitality of the planning area through the provision of a transportation system that provides for the effective movement of people and goods to and from major commercial and employment centers and intermodal facilities.

The Janesville Transit System has an adopted set of goals, objectives, and service standards which are addressed in the transit chapter. An independent goal and set of objectives have also been established for bicycle and pedestrian planning and are discussed in that respective section.

PUBLIC PARTICIPATION

Public participation procedures were adopted by the Janesville MPO in 1994 and updated in 1998 and again in 2004. The Janesville Area MPO maintains a mailing list of organizations and individuals from which local, state and federal agencies connected with the MPO, private sector and public sector transportation providers, schools, media, group homes, major businesses and private citizens are contacted. This mailing list is attached in the plan appendix. Long range transportation plan public hearings and meeting notices were published in the local newspaper. The MPO, through the public participation procedures, encouraged public participation at the following stages of plan development.

- An **introductory paper** outlining the major factors to be outlined in the plan will be distributed to organizations and individuals on the public involvement mailing list. Technical input will be encouraged through meetings of the MPO Technical Advisory Committee and the MPO Policy Board, which includes county and township representatives.
- Notification of the completion of the **draft plan** will be mailed to the organizations and persons on the public involvement mailing list. The draft plan will be made available at the Milton & Janesville public libraries and on-line. Individuals are encouraged to contact the Janesville Area MPO with written or verbal comments. The draft plan will be discussed at the Technical Advisory Committee meetings which are open to the public.
- A copy of the **final plan** will be forwarded to members of the MPO Technical Advisory Committee, including local, county, state, and federal levels of government, upon approval by the MPO Policy Board. Copies will also be made available at the Planning Department and online for any individual or organization who would like a copy.

Long Range Transportation Plan Public Meetings and Hearings

Meeting Dates and Key Topics

January 18th, 2005 - Review of Introduction of Long Range Plan

June 14, 2005 - Review of Bicycle & Pedestrian Chapter

October 4, 2005 - Review of Freight Chapter and second draft of Bicycle & Pedestrian Chapter

November 30, 2005 - Review of Transit Chapter and second draft of Freight Chapter

December 19, 2005 – Review of Streets & Highways Chapter and Implementation Chapter

January 31, 2006 – Review of the Environmental Justice Chapter, and second drafts of Implementation Chapter and Streets & Highways Chapter

May 11, 2006 – Review and adoption of the *2005-2035 Long Range Transportation Plan*

III. TRANSPORTATION AND LAND USE ISSUES

JANESVILLE AREA MPO DEVELOPMENT TRENDS

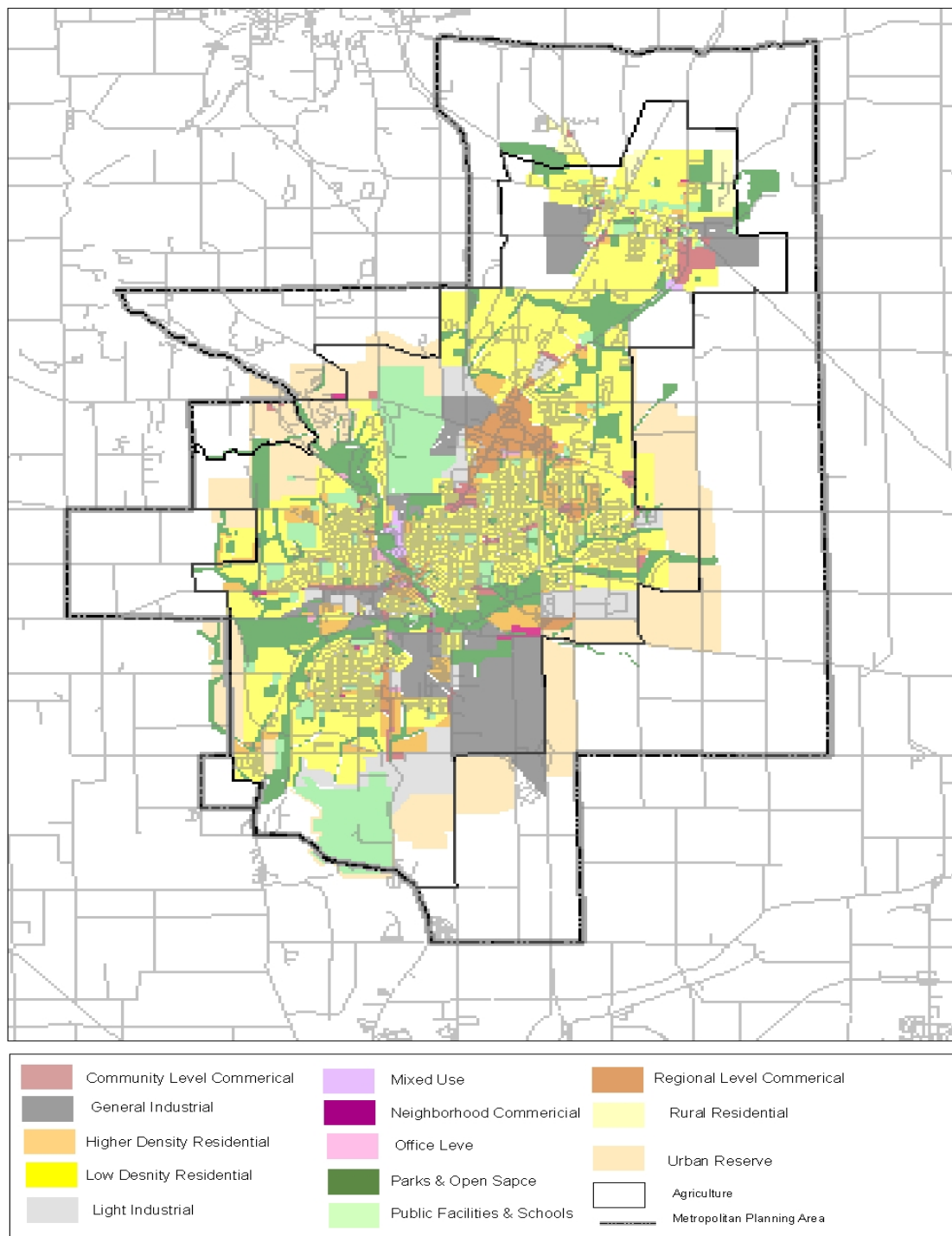
The study area for the Janesville Area Long Range Transportation Plan encompasses the twenty-year urban area boundary which includes the City of Janesville, the City of Milton and the towns of Janesville, Harmony, LaPrairie, Milton, and Rock. Figure 1-2, entitled Land Use Map, provides an overview of existing and projected land uses through 2035. The Land Use Map illustrates the framework for making decisions relative to growth and development throughout the MPO planning area. The map was created by combining several local land use plans into one map in order to gain a regional perspective. The land use plans combined to make Figure 1-2 come from the City of Janesville's General Development Plan Map from the Comprehensive Plan, the City of Janesville's Northeast Neighborhood Plan, the City of Janesville's Southwest Plan, and the City of Milton's Comprehensive Plan.

Environmental Corridors

Transportation projects affect both surface and atmospheric environmental conditions. Air quality, drainage, water conditions, vegetation, wetlands, and wildlife are all susceptible to degradation from highway construction. Several plans for the Janesville Area MPO identify environmental corridors and the means of preserving corridors through acquisition or regulation. These plans are used in conjunction with State Department of Natural Resources and Federal guidelines to inventory and preserve environmental corridors. One of the base plans used for identifying the environmental features in the Janesville area is the *Environmental Analysis* report developed for the City of Janesville Comprehensive Plan Base Study series. This study inventories soils, agriculture land, geologic features, parks, and greenbelts. Another base plan used for identifying environmental features within the Janesville Area MPO planning area is the City of Milton Comprehensive Plan. This study inventories landforms/geology, topography, drainage basins, soils, groundwater, surface waters, floodplains, wetlands, woodlands, slopes, hilltops/ridgetops. The Towns of Janesville, Harmony,

LaPrairie, Rock, and Milton also maintain development plans which include inventories of soil and drainage, floodplains, and historic sites. Environmental corridors have also been evaluated in the 1998 Janesville Area Water Quality Management Plan.

FIGURE I - 2 LAND USE MAP



2005 - 2035 Janesville Area MPO Transportation Plan	FIG 1-3	Land Use Map Introduction
--	----------------	--------------------------------------

Another plan in which environmental corridors are discussed is the City of Janesville’s 1998 Parks & Open Space Plan which is currently being updated. The Parks Plan includes open space standards as it relates to preserving the natural resource base. Natural resources discussed in the Parks Plan include greenbelts, drainage ways, river parkways, as well as special preservation areas such as historical sites, cemeteries, and natural areas of special significance. As part of an ongoing effort to preserve natural resources and address Federal and State regulations regarding sensitive sites, environmental assessments are conducted for special projects receiving federal or state funds.

JANESVILLE AREA SOCIOECONOMIC CHARACTERISTICS

The relationship between land use and transportation is defined by the demand that households, businesses, and employment centers place on the street and highway network. In turn, residential, industrial, and commercial land use supply and demand stems from the projected growth within the urban area and surrounding townships. Forecasted population, households, and employment levels for the Janesville MPO Planning Area are used in the transportation planning process to determine the amount of future traffic which may be generated by households, businesses, shopping, schools, and industry. Population affects household occupancy levels and the number of trips generated by a residence. Shifts in employment, such as growth or decline in manufacturing, trade, or service employment affect the number of work-related trips generated or attracted to a particular employment sector. Table I-2 identifies projected population, household, and employment trends for the planning area out to 2035.

TABLE I - 1 JANESVILLE AREA ACTUAL AND PROJECTED SOCIOECONOMIC VARIABLES

POPULATION PROJECTIONS

	2000	2005	2010	2015	2020	2025	2030	2035
City of Janesville	60,200	63,758	67,316	70,874	74,432	77,991	81,549	85,107
City of Milton	5,132	5,435	5,739	6,042	6,345	6,649	6,952	7,255
Township Area	8,499	9,001	9,504	10,006	10,508	11,011	11,513	12,015
Total Population	73,831	78,195	82,559	86,922	91,286	95,650	100,014	104,377

HOUSING UNIT DEMAND PROJECTIONS

	2000	2005	2010	2015	2020	2025	2030	2035
Persons Per Housing Unit	2.54	2.51	2.48	2.45	2.43	2.41	2.38	2.34
Total Occupied Units (Households)	29,024	31,131	33,292	35,467	37,616	39,708	42,079	44,514
Total Housing Units	30,465	32,632	34,861	37,099	39,306	41,449	43,878	46,369

EMPLOYMENT PROJECTIONS

	2000	2005	2010	2015	2020	2025	2030	2035
Retail Employment	8,770	9,614	10,459	11,303	12,148	12,992	13,837	14,681
Service Employment	12,019	12,839	13,659	14,479	15,299	16,119	16,939	17,759
Other Employment	21,793	22,593	21,793	21,793	21,793	21,793	21,793	21,793
Total Employment	42,585	45,049	47,513	49,977	52,441	54,905	57,369	59,833

The population of the Janesville Planning Area is projected to grow from 73,831 persons in 2000 to 104,337 persons in 2035, an increase of 41%. It is assumed that the household occupancy rate will remain stable at 96% for the entire planning area. Average household size will continue to decrease over the next thirty-five year period from 2.54 persons per household to 2.34 persons per household. The number of households in the planning area is expected to increase from 29,024 to 44,514 and total employment is forecasted to increase from 42,585 to 59,833 jobs in 2035.

For transportation planning purposes, the area-wide socioeconomic variables are allocated to 181 traffic analysis zones (TAZs) which are defined by census boundaries. Population, household, and employment data is used on a zonal level to forecast the number of trips produced by or attracted to a particular zone. Trip generation and attraction between zones is dependent upon the number of residences, employers, and commercial centers located in individual zones. Trip rates to a particular zone are a function of the type of land use, such as downtowns, suburban, or rural, contained within that zone. For example, a zone in Harmony Township is going to generate or attract fewer trips than the zone that includes the Janesville Mall. In general, the segments of the planning area expected to develop with high employment and household growth rates will also likely be the areas where congestion and traffic delays will occur. The use of TAZ-level socioeconomic data to project travel patterns is discussed in further detail in the Streets and Highways section.

Table I-3 illustrates population growth for the different jurisdictions within the MPO planning area from 1970 to 2000. The City of Janesville contains more than 80 percent of the total planning area population. This percentage decreased slightly in recent years as a result of the City of Milton and a portion of the Town of Milton's addition to the MPO. As the largest entity within the planning area, demographic changes that have occurred within the City of Janesville have had the most significant impact on the MPO. Janesville's population growth rate has varied considerably over the past 30 years. During the 1970s, growth occurred at rate of about 1 percent a year, but remained relatively stagnant at 0.2 percent annually during the 1980s. However, the 1990s marked a surge in population growth with an increase of over 15 percent through the decade, or 1.5 percent annually.

**TABLE I - 2 HISTORY OF PLANNING AREA POPULATION
1970 - 2000**

JURISDICTION	1970	1980	1990	2000	
	Population	Population	Population	Population	% Change 1990 - 2000
CITY OF JANESVILLE	46,426	51,071	52,210 ^(b)	60,200 ^(b)	15.3%
CITY OF MILTON	3,699	4,092	4,444	5,132	15.0%
TOWNS ^(a)	10,177	11,962	11,804	13,212	9.7%
Town of Harmony	1,364	2,090	2,138	2,351	10.0%
Town of Janesville	2,700	3,068	3,198	3,750	17.3%
Town of La Prairie	1,086	1,099	943	929	-1.5%
Town of Milton	1,977	2,306	2,353	2,844	20.0%
Town of Rock	3,050	3,399	3,172	3,338	5.2%
TOTAL PLANNING AREA	60,302	67,125	68,458	78,544	14.0%
% of the County	45.7%	48.1%	49.1%	51.6%	
ROCK COUNTY	131,970	139,420	139,510	152,307	9.2%
STATE OF WISCONSIN	4,417,731	4,705,767	4,891,769	5,363,675	9.7%

NOTE: (a) - Population represents entire town, not portion of town within MPO area.

(b) - Post-Census adjusted population figure

SOURCE: U.S. Department of Commerce, Bureau of Census; 2000, 1990, 1980, 1970.

ENVIRONMENTAL JUSTICE REQUIREMENT

As a matter of policy and equity, the MPO is working to ensure that Environmental Justice (EJ) is incorporated into all of its transportation planning efforts. In 1994, the President issued Executive Order 12898, *Federal Action to Address Environmental Justice in Minority Populations and Low-Income Populations*. This Executive Order is closely related to Title VI of the Civil Rights Act of 1964, which attempts to identify, avoid and minimize disproportionately harmful or hazardous health and environmental effects on low-income and minority populations.

Executive Order 12898 was created to bring federal attention to the environment and human health conditions in low-income and minority communities with the goal of achieving EJ. Environment Justice does not intend to provide preferential treatment to these populations, but rather fair treatment to all populations. Specific to transportation, Executive Order 12898 has been issued to ensure that all federally-funded transportation-related programs, policies and activities that have the potential to cause adverse effects specifically consider the effects on minority and low-income populations. EJ is a public policy objective that has the potential to improve the quality of life for those whose interests have traditionally been overlooked. More specifically, according to the US DOT and FHWA, there are three fundamental environmental justice principles:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social 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.

The MPO will establish performance measures to use in assessing relative levels of transportation service and evaluating environmental justice. These measures will assess whether low-income and minority groups are being served equitably by the area-wide transportation system. EJ will be further evaluated in each subsequent section of the Plan to consider impacts in the provision of transportation services and projects for the various modes of travel (i.e. Bicycle & Pedestrian, Transit, Streets & Highways). As part of this process, EJ populations will be identified and mapped within the planning area.

EFFICIENT USE OF THE EXISTING TRANSPORTATION SYSTEM

The primary objective of transportation planning within the Janesville Area MPO planning boundary is using existing transportation facilities and services to their full potential. This objective is realized through management and monitoring techniques. Examples of the actions taken to preserve and efficiently use the existing transportation facilities include the following:

- Urban Corridors Needs Study (Corridors 2020) - The study identifies major corridors and forecasts road preservation and repair needs for the backbone and connector routes through 2020.
- Transportation Improvement Program (TIP) – Road, transit, and bicycle/pedestrian facility improvements are identified for preservation or capacity expansion. This six-year listing reflects the MPO’s short-range transportation priorities.
- Pavement Management System - The City of Janesville Engineering Department uses PAVER software to determine a pavement condition index for individual street segments. This system is part of the department’s continuing resurfacing/reconstruction program. The City of Milton uses the PACER system software to determine pavement conditions.
- Bus Replacement/Rehabilitation Program – The Janesville Transit System’s cost-effective bus rehabilitation program extends the service life of a bus to an additional 5 to 8 years of service at a cost of approximately 50% of a new bus.

The programs listed are examples of how the MPO manages and plans for efficient use of the transportation system. The municipalities within the MPO also use several access management techniques to integrate development projects within the transportation system. Access management techniques may be categorized as land use planning techniques or highway design techniques and

include subdivision regulations, zoning regulations, driveway permits, frontage roads, neighborhood plans, and critical area plan.

ACCESS MANAGEMENT

The Janesville Area MPO has not adopted a comprehensive access management plan. Access is managed through development review and the permit process. City of Janesville and City of Milton staffs are actively involved in reviewing development proposals to promote efficient travel to and from a site while minimizing impact on the adjacent street system. A brief description of the access management tools currently used by the City of Janesville, the City of Milton, and Rock County is provided below:

Subdivision Regulations:

Access-related subdivision regulations address street right-of-way widths, limiting cul-de-sac construction, block size, lot size, and sidewalks. During the development review process, subdivision regulations and neighborhood plans are referenced to ensure that plats and surveys adhere to adopted plans.

Zoning Regulations:

Land use restrictions, setback requirements, and parking provision requirements are zoning regulations that have an effect on adjacent transportation system.

Site Plan Review:

Site plans are reviewed for all new buildings, conditional use buildings, or expansion of existing buildings with the exception of single and two-family residential units. Information evaluated during the site plan review process include off-street parking availability, existing and proposed curb openings, and street dedications. Access recommendations are made by the Planning staff, if necessary based on the location and limitations of the adjacent street system.

Driveway Permits:

At the City of Janesville, the Engineering, Building Inspection, and Planning Departments are responsible for monitoring driveway access along city streets. City ordinance stipulates permitted width and distance from block corners for curb openings. New or additional curb openings are not permitted if the curb opening will create parking problems or impede pedestrian safety in the subject area. The Wisconsin Department of Transportation approves curb openings and access rights on the state highways. The Rock County Highway Department approves access onto county maintained highways within the city limits.

Neighborhood Plans:

City of Janesville neighborhood plans indicate the type of roadway facilities that should be constructed in developing areas. Developers are required to dedicate a specified amount of land for street right-of-way through the subdivision process. Access at the neighborhood level is managed by planned street hierarchy and land use. In addition, neighborhood planning influences pedestrian access since neighborhood plans serve as official sidewalk plans for a section of land.

Critical Area Plans

Twelve critical areas identified in the City of Janesville Comprehensive Plan are projected to experience change and introduce significant land use, zoning and/or transportation issues. A concept

plan provides options for addressing the issues presented in each area. Examples of access management considerations in the Critical Area Plans include development of frontage roads along Milton Avenue and USH 14 and limited intersections and curb cuts along both highways.

PLANNING AREA TRANSPORTATION ISSUES

There are several regional transportation projects and issues concerning all jurisdictions within the planning area, these include:

- STH 26 Corridor Study and bypass around the City of Milton.
- Interstate 39/90 widening to six lanes.
- STH 11 to Interstate 43 study to widen roadway to four lanes.
- STH 11 extended north to USH 14
- Managing access on arterial streets, county, and state highways.
- Incorporating transportation measures to facilitate downtown redevelopment in Janesville and Milton.
- Providing transit service to a geographically dispersed population base.
- Extending bicycle and pedestrian facilities to areas not currently connected to the bikeway system.
- Maintaining an effective transportation network with potential decreases in federal and state funding support.
- Ensuring security and minimizing risk in all transportation modes.

These regional issues will be addressed in the following chapters of the plan. Projects and policies identified in the highway, transit, and bicycle and pedestrian section address the primary transportation concerns of the City of Janesville, City of Milton, county, and five townships. The financial element of each chapter discusses the projected sources required to implement these policies and projects with both traditional and non-traditional funding sources.