

CHAPTER NINE: TRANSPORTATION

Brookfield's access to the surrounding region—and its central location—are primary community assets. Maintaining this accessibility and mobility will also be key to the community's future success. As local and regional traffic continues to increase, different options and sometimes difficult choices may be required to maintain transportation accessibility.

The purpose of this chapter is to describe Brookfield's future transportation system in response to local and regional demands and to ensure safe and efficient movement in the community. The chapter is focused around a Future Transportation Facilities map, which represents potential new and expanded transportation facilities over the next 10 or so years.

Readers with a keen eye will note that this generally 10 year time horizon for the transportation facility recommendations in this chapter is significantly less than the 25 year time horizon for this Comprehensive Plan in general. This 10 year horizon is, in fact, reflective of all of the community facility recommendations and most specific programs and initiatives identified near the ends of each chapter in this Plan. While it is useful to prepare a vision for 25 years (or more), it is very challenging to identify precise steps that might need to be taken (e.g., roads that may need to be improved) that far into the future. The Comprehensive Plan must be updated once every 10 years. With each update, there will be an opportunity to update more precise Plan recommendations for the succeeding 10 years—always keeping in mind the City's overall vision.

Transportation Principle (Goal)

Brookfield supports several transportation options for connections within and outside the City.

Transportation Objectives

1. Provide for the safe movement of traffic, people, and products in the community.
2. Maintain the City's accessibility in the metro area via multiple transportation options to attract, retain, and serve both residents and businesses.
3. Discourage high traffic volumes and high traffic speeds in residential neighborhoods.
4. Expand options for bicycling and walking in Brookfield.
5. Incorporate sustainable approaches in the design and implementation of transportation facilities.
6. Coordinate transportation planning and improvements with land use planning, ensuring that transportation systems are adequate to address the anticipated traffic associated with the land use changes before they are approved.

Transportation Policies

1. Balance regional through traffic movement with local accessibility to and from individual properties, neighborhoods, and community resources.

2. Work to coordinate local transportation planning with WisDOT, regional (SEWRPC), and County highway plans. The plans of such agencies tend to identify more transportation expansion projects in Brookfield than envisioned in this City Comprehensive Plan. The City should consider a deliberate process of reviewing those projects that go beyond the City's Plan as shown on Map 3, as such projects are considered for implementation by the State or County.
3. Consider interim improvements to preserve and enhance corridor level of service and safety, such as spot intersection improvements prior to reconstructing roadways with additional lanes.
4. Improve major roads to four lanes only when doing so is required to alleviate hazardous conditions, unreasonable levels of service, and/or poor access based upon detailed traffic studies.
5. When roadway expansions are determined to be necessary, design and implement the expansion in a manner that is sensitive to nearby neighborhoods, the natural environment and vegetation, and bicycle and pedestrian movement.
6. Promote a system of bike and pedestrian ways in the community, particularly focusing on the greenway trail network, side paths/sidewalks along both sides of major streets, and safe and accessible crossings of major roads.
7. Implement traffic calming on neighborhood streets where appropriate and consistent with City policy.
8. Use individual Traffic Impact Studies on a development by development basis to identify improvements needed for all modes of travel to accommodate proposed land use changes. Require such studies to identify the parties responsible for various improvements.
9. Increase street connections, minimize block sizes, and provide for private cross-access between adjoining lots wherever possible to improve circulation and minimize congestion.
10. Support transit connections to major destinations within the City, especially the Interstate 94 and Bluemound Road corridors.
11. Consider the needs of persons with disabilities and personal assistive mobility devices when considering transportation access and improvements.
12. Support the continual improvement of air transportation in the area via Mitchell International Airport and the Waukesha County Airport, which both provide convenient access to Brookfield businesses and residents.



The City's major roadways—like Calhoun Road—provide transportation for multiple modes.

13. Support the maintenance and modernization of rail lines, interstates, other state and federal highways, and the Port of Milwaukee for freight movement via railroad, truck, and water. In particular, encourage WisDOT to add capacity (lanes) to I-94.

Transportation Programs and Initiatives

The City intends to pursue the following initiatives in support of its vision for transportation:

Follow Guidance on Future Transportation System Map

The City has local needs for transportation improvements that it will need to address. The City also recognizes that it is part of a larger transportation network and that there are other planning agencies in the region. Accordingly, the City needs to coordinate its improvements and work cooperatively with these agencies and their plans for transportation improvements as part of this larger network.

The City intends to work and cooperate with other transportation agencies to implement transportation improvements identified on Map 3: Future Transportation Facilities, when factors such as adjacent new development, traffic volumes, and crash rates warrant. Projects identified for the next ten years are shown on this map and are discussed in more detail below.

Implement Local Street and Other Transportation Improvements

Local street improvements and other transportation improvements are listed below with extensions of existing streets listed first, followed by intersection improvements, widening of roads and other transportation improvements. This order does not imply order of implementation and some of the projects listed later may be completed before a project listed above it.

- The final easterly extension of Wisconsin Avenue, connecting it to Pilgrim Parkway, provided that logical intersection design(s) along Pilgrim Parkway can be accomplished. The City will work with Elm Grove, WisDOT, and Waukesha County on viable design options.
- The redesign and interconnection of streets in the Brookfield Square/Executive Drive area, and in other locations within certain TIAs as indicated on Map 3, to facilitate better cross-access, minimize traffic congestion on major streets and at key intersections, and improve economic opportunities.
- Coordinate with other transportation agencies to make intersection improvements at the locations depicted on Map 3, including key intersections on Bluemound Road and North Avenue. When considering these potential improvements, the City will consider the needs of motorists, transit, pedestrians, and bicyclists.
- Consideration of expanding the following roads to four lanes, once pertinent intersection improvement options are considered: Calhoun Road from North Avenue to Capitol Drive and North 124th Street from Lisbon Road to the north City limits. Coordinate with Waukesha County to widen to four lanes Barker Road from Bluemound Road to North Avenue, North Avenue from 124th Street to Calhoun Road, and Pilgrim Road north of North Avenue. Pilgrim Parkway between North Avenue and Bluemound Road should also be considered for widening, in cooperation with Elm Grove.

- Completion of the greenway trail network; promotion of sidewalks on both sides of major roads; and safe, more convenient crossings of main roads for pedestrians and bicyclists.
- Consideration of certain park and ride and bus transit expansions along key roadway corridors.

Coordinate with the County Highway Department, Regional Planning Commission, and their Transportation Plans

The City intends to work to develop unified, positive positions on potential County highway projects in Brookfield as a means to address traffic issues.

The Regional Transportation System Plan 2035, adopted by the Southeastern Wisconsin Regional Planning Commission in 2006, and the adopted Comprehensive Development Plan for Waukesha County both include the following Brookfield-related recommendations as they relate to County owned facilities:

- Widening the following major roads to four lanes: Springdale Road (CTH SR), Barker Road (CTH Y), Pilgrim Road/Pilgrim Parkway (CTH YY), Hampton Road/Lisbon Road/Hampton Avenue (CTH (K), and North Avenue (CTH M).
- Extending Springdale Road to connect from Capitol Drive to Weyer Road.
- Considering the long term extension of 124th Street south to Greenfield Avenue.

Additional study, community involvement, and consensus will be needed to determine which of these recommendations would be supported by the City, particularly those that do not conform with Map 3: Future Transportation Facilities.

Coordinate with State and Federal DOTs Regarding Interstate Freeway Studies

The City intends to work with WisDOT to study planned and potential improvements to the interstate system in the Brookfield area as central to continued economic health, traffic safety improvements, and congestion management. Specifically, the City will:

- Support the completion of an Environmental Impact Study (EIS), through an open, public process, to study the feasibility, location options, impacts, and design options of a future additional interchange on Interstate 94 between the existing interchanges at USH 18 (Goerke's Corners) and Moorland Road, in a possible location represented on Map 3. The Common Council may deliberate and take action on the recommendations of the EIS. The City supports completing an EIS for such interchange because it would:
 - Gather a range of data necessary to make a fully informed decision on an interchange.
 - Be required by state and federal law before any construction could occur. If money and resources are going to be spent on a study, the City should make sure that the study complies with state and federal DOT requirements.
 - Consider alignments and impacts for a range of alternatives—including a “no build” alternative.
 - Not necessarily result in building anything.
 - Include an open, inclusive, public information and involvement process—including nearby neighborhoods and the business community.
 - Consider all relevant impacts, including neighborhood and environmental impacts.

- Retain flexibility and keep options open for the future.
- Encourage the continuity established by current City policies and plans.
- Continue to work with WisDOT and other stakeholders to study the impacts and design options of a new ramp from Interstate 94 to Executive Drive, as identified in the adopted Brookfield Square/Executive Drive plan. If determined initially feasible, because of its proximity to the possible interchange to the west and its affect on the overall system, this ramp may need to be considered as part of a broader EIS goes beyond simply looking at this Executive Drive ramp.
- Support modernization of the east-west Interstate 94 corridor, through a WisDOT-sponsored study of the corridor. The above Brookfield-specific study points could be considered in this system modernization study.

Support High-Speed, Intercity Passenger Rail with a Brookfield Station

The Midwest Regional Rail Initiative (MWRRI) is a cooperative effort between Amtrak, the Federal Railroad Administration, and the states of Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin to develop an improved and expanded passenger rail system in the Midwest.

In November of 2006, MWRRI released a report prepared by Transportation Economics, & Management Systems, Inc. that outlines a new vision for passenger rail travel across the Midwest, which also included a costs, benefits, and economic analysis. This Midwest Regional Rail System is proposed to be comprised of a 3,000-mile rail network and will serve nearly 60 million people. Subsequently, the Passenger Rail Corridor Study, Milwaukee -Madison, Environmental Assessment, June 2001, by WisDOT led to an issuance of a FONSI (Finding of No Significant Impact) for the rail corridor.

Among the stops/stations proposed in the plan is one in the Village Area in Brookfield (near Brookfield Road). The nearest other stops include one in downtown Milwaukee and one in Oconomowoc.



Railroad at Pilgrim Road

Recent movements at the federal level suggest that high-speed, intercity rail in the Midwest is growing closer to reality. At the time of writing, the various states within the MWRRI were assembling an application to secure funds from the recent \$8 billion allocated for high-speed rail at the federal level. The City of Brookfield submitted a funding request through the Wisconsin DOT to construct a station in the Village Area.

Subject to Common Council approval, the City intends to support future high speed intercity rail service, provided a station in Brookfield is maintained in state and federal plans, and funded through state or federal sources. Brookfield will attempt to multiply benefits

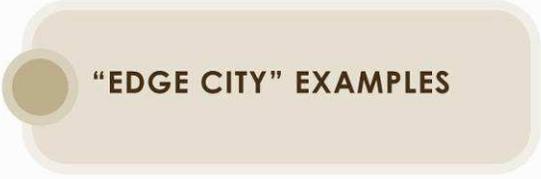
associated with a station through compatible Village Area redevelopment (see more detailed discussion in Special Places chapter), connection with other transportation options, and a broader economic positioning strategy for the community.

The City has taken the above position on high speed, intercity passenger rail service because:

- Brookfield may have little influence on whether the rail system is built—momentum and money rests at the state and federal level.
- A station/stop is envisioned in the Village Area Plan (TIA Plan).
- Significant federal money would appear to be available for a station, parking, and construction, and to address off-site impacts.
- A station in Brookfield is anticipated to have the following benefits:
 - Helps stimulate mixed use redevelopment in the Village Area in accordance with adopted City plans, leading to greater community activity and tax base there. City staff projected a tax base increase of \$30 million whereas the MWRRI study estimated an increase of between \$69 and \$103 million associated with the construction of the rail line (Midwest Regional Rail Initiative Benefit Cost & Economic Analysis, November 2006).
 - Linkages to Chicago, Minneapolis, and other Midwest destinations are expected to stimulate the development and expansion of innovation-driven companies in Brookfield for tomorrow's jobs and tax base. Also, business persons who work from home but need access to Chicago and other areas would benefit.
 - Provides a more reliable, faster option to get to Chicago and larger Midwestern cities for residents and business people.
 - Provides an option to get to more places without a car, which may become more important given recent and future demographic shifts.
- High-speed, intercity rail is not the same as light rail or commuter rail, which are instead intended for travel from suburbs to the nearby central city, and which has more limited support in the community.

Support Other Transportation Options Consistent with Brookfield's Vision

Recognizing that access to and through Brookfield by other modes of transportation is important for economic health, the City intends to work with other transit agencies to accommodate public transit service options serving the City's densest employment centers along Bluemound Road (and Capitol Drive in the long term), commuter transit/express bus services along Interstate 94, and limited bus, shuttle, and taxi service to and from the rail station if high-speed rail is constructed. In addition, Park and Ride lots may include the existing lot at Goerke's Corners and potential new lots at the Moorland Road interchange and in the Capitol Drive/Calhoun Road intersection area. Encourage transportation options, such as taxis or shuttles, which provide linkages from the potential future high speed rail station in the Village to other parts of the City.



"EDGE CITY" EXAMPLES

How have other Edge Cities addressed transportation options?

Bloomington, MN (population 51,057) recognizes the importance of maintaining and improving its high level of access to transportation facilities and strongly supports expansions and improvements as they become necessary. Bloomington recently completed an *Alternative Transportation Plan* which is aimed to develop a comprehensive and multi-modal transportation system for inter- and intra-city travel. Additionally, in Bloomington, an emphasis has been placed on converting four lane collector streets back to two or three lane designs rather than expanding the internal arterial street grid. This approach reduces vehicular speed, accidents, and maintains the City's character.

Chesterfield, MO (population 49,055) in the creation of its *Bicycle and Pedestrian Master Plan*, sponsored a *Walkability Audit* in July 2009. This visual survey identified barriers and obstacles that detract from pedestrian safety, connectivity, access, and comfort.

Clayton, MO (population 16,088) encourages businesses to participate in the Partial Expense Reduction for Commuters (PERC) program. As part of the PERC program, the City subsidizes passes to encourage employees to ride transit. Benefits of the PERC program include reduced out of pocket costs for riding transit, reduced employer costs for parking, reduced traffic congestion, improved air quality, and increased energy conservation.

Hoffman Estates, IL (population 53,052) initiated a HOT Line (PACE Route 557), which runs from the Barrington Metra Station to area businesses. Companies pay a share of the operating cost so that their employees may ride free of charge. Hoffman Estates also supports participation in a Taxi Discount Program, where eligible residents who meet age, disability, or income criteria may register free of charge.

Elgin, IL (population 100,014) designated its first bicycle lane in June 2008. The City intends to develop a 260-mile bicycle network linking City on-street designated bike lanes to the 33-mile Fox River Trail and to regional bike corridors.

Map 3: Future Transportation Facilities

Click to view: [Map 3: Future Transportation Facilities](#)