CONNECTIONS 2030

Long-Range Multimodal Transportation Plan

executive summary

Wisconsin Department of Transportation
connections 2030 vision

An integrated multimodal transportation system that maximizes the safe and efficient movement of people and products throughout the state, enhancing economic productivity and the quality of Wisconsin's communities while minimizing impacts to the natural environment.
Executive Summary

Connections 2030 is Wisconsin’s statewide, long-range multimodal plan. The plan addresses all forms of transportation; integrates transportation modes; and identifies policies and implementation priorities to aid transportation decision-makers when evaluating program and project priorities over the next 20 years.

The plan supports the governor’s initiatives to grow a strong and vibrant economy while enhancing Wisconsin’s quality of life.

Wisconsin already has a quality transportation network. Efforts during the next 20 years will focus on maintaining and enhancing that system to support future mobility and economic growth.

Connections 2030 policy recommendations call for a comprehensive multimodal transportation approach to safely move passengers and freight, system modernization to address outdated infrastructure designs and improve connections between modes, and activities that combine more traditional approaches with innovation and technology.

The plan’s themes and policies provide a dynamic and flexible multi-year framework that links statewide transportation policy to implementation, planning, project scheduling and other department activities.

Introduction
Public involvement shapes the plan

Public outreach efforts helped guide development of the plan’s vision and seven themes as well as the plan’s policies and actions.

WisDOT conducted public meetings and held public hearings to obtain additional feedback on the draft plan. WisDOT used the public’s comments to ensure that the plan’s policies and recommendations reflect the transportation priorities of the state’s residents and businesses.
Transportation trends and challenges

Several trends and challenges will pose difficulties as the department plans for and addresses Wisconsin’s future transportation needs. Wisconsin’s growing and aging population, rising costs, and increasing traffic congestion support the need for transportation alternatives, such as transit. Land use and commuting patterns, as well as substantial projected increases in freight truck traffic, also need to be considered as Wisconsin’s transportation system needs are addressed through the year 2030.

Trends
» Wisconsin’s population is growing and aging
» Wisconsin’s travel patterns are influenced by fuel cost, land use, mode choice and other factors
» Wisconsin’s economy will continue growing through 2030
» Energy, environmental and transportation policies are increasingly in the spotlight

Challenges
» Transportation infrastructure is aging
» Transportation system will experience increased use
» Transportation system needs continue to exceed available resources
» Lack of coordination and cooperation leads to system inefficiencies
» Driver behavior continues to be a safety concern
» Economic growth initiatives and transportation system safety and operation must be balanced
Wisconsin’s transportation system and WisDOT’s role

Wisconsin relies on a mix of modes to move people and freight safely and efficiently. While WisDOT has primary responsibility for the state’s highway system, the department’s role varies for other modes and networks.

**Roadways**
- WisDOT manages available federal and state funding for local roads and bridges, and provides technical assistance and resources to local governments when needed.
- WisDOT has primary responsibility for maintaining and preserving the state trunk highway system, which includes Interstate highways.

**Transit and fixed-guideway transit**
- WisDOT serves as a funding partner and supports continued improvement, expansion, and coordination of local and intercity transit systems.
- WisDOT provides funding support for fixed-guideway transit studies, as well as support and technical expertise to advance and implement projects.

**Bicycle and pedestrian**
- WisDOT collaboratively promotes bicycle and pedestrian travel by improving connections and expanding facilities across the state.

**Water and rail freight**
- WisDOT provides funding and support for rail and harbor improvements.
- WisDOT works to maintain, improve and increase freight rail service through acquisition and coordination.

**Aviation**
- WisDOT provides planning and funding assistance to maintain and improve infrastructure and air service at Wisconsin’s airports.
Wisconsin transportation system facts

- Wisconsin has about 113,000 miles of roads and nearly 14,000 bridges.
- State highways make up about 10 percent of the network, but accommodate 60 percent of all vehicle miles traveled.
- 71 transit systems completed 81 million trips in 2007.
- Bicycle and pedestrian modes account for 8.7 percent of all trips.
- The state’s 134 public-use airports are projected to serve 23 million air passengers and handle 260 million pounds of air cargo by 2030.
Seven transportation themes identified in Connections 2030

Connections 2030 addresses all types of transportation. The themes reflect WisDOT’s efforts to integrate a comprehensive multimodal perspective into its investment decisions, processes and corridor management activities. This plan is organized around seven themes:

- Preserve and maintain Wisconsin’s transportation system
- Promote transportation safety
- Foster Wisconsin’s economic growth
- Provide mobility and transportation choice
- Promote transportation efficiencies
- Preserve Wisconsin’s quality of life
- Promote transportation security

Theme overviews start on Page 8.

Transportation themes frame Connections 2030

Connections 2030 is organized around transportation themes rather than transportation modes. This results in an integrated, multimodal approach to facilitate transportation decision-making.

The seven themes provide the base on which the plan’s 37 policies are written. The policies will guide planning, investment decisions and project delivery through 2030.

Whether implemented individually or in combination, the plan’s themes and policies support the Connections 2030 vision and the department’s actions to achieve this vision over the next 20 years.

By design, the seven themes and 37 policies are interrelated, but they have been written to stand alone as well.

The figure on the following page depicts the interrelationship of the plan’s themes and policies.

Each theme generally impacts every mode or topic area (shown in bold print in the left-hand column). The green boxes show where you can find specific policy proposals and recommended actions for some key sub-areas of each mode or topic area.

While specific actions and policies are found in the various themes, each theme addresses all modes.

The policies are organized under the primary theme but may also overlap with another theme.

For example, the Preserve and maintain Wisconsin’s transportation system theme primarily addresses roadways and aviation; however, preservation-specific policies for transit, rail (passenger and freight), water and local roads are addressed in other theme chapters.
### Finding Specific Topics by Theme

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WisDOT’s vision for system preservation is a Wisconsin where transportation system investment benefits are maximized through cost effective strategies that foster ongoing routine maintenance, long-term preservation and continued availability of transportation services statewide.

**Preserve and maintain Wisconsin’s transportation system**

Wisconsin’s transportation system is large and complex. With needs exceeding available resources, and significant increases expected for freight and passenger travel, system preservation is critical to providing a quality transportation network.

*Connections 2030* preservation policies are not limited to any one mode. WisDOT has identified specific policies and actions to maintain and preserve all modes.
System preservation policies
Implement cost-effective maintenance activities on Wisconsin’s state trunk highway infrastructure.
» Initiate ongoing preventive maintenance processes using proven practices to extend the system’s useful life, while promoting sound environmental practices

Preserve Wisconsin’s state trunk highway system infrastructure.
» Use a performance-based approach to identify and prioritize system preservation needs
» Prioritize funding to address the physical condition, safety, operation, function and connectivity of the system’s structures, bridges, pavements and interchanges
» Pursue sufficient funding to address needs and develop a maintenance and preservation plan for the state’s transportation system
» Implement policies and strategies, such as Corridors 2030 (an update to Corridors 2020), to connect to local, regional and national transportation systems

Preserve Wisconsin’s airport system infrastructure.
» Preserve the state’s airport system by continuing to implement the Airport Improvement Program and updating the state’s long-range plan to identify long term needs
WisDOT’s vision for transportation safety is to improve and expand upon existing comprehensive approaches that enhance transportation safety statewide, continuing to systematically incorporate engineering and the use of technology while modifying driver behavior through education and enforcement.

**Promote transportation safety**

Safety continues to be one of WisDOT’s fundamental missions. WisDOT remains committed to a multi-disciplinary philosophy that “safety is everybody’s business,” and continues to coordinate efforts across the entire department and with its partners. While WisDOT has made great strides in addressing safety needs statewide, future initiatives will continue to apply a comprehensive approach.

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**Wisconsin roadway safety facts**

- In 2007, 125,123 crashes occurred, resulting in 737 deaths and more than 50,000 injuries.
- In 2007, 588 of the 737 deaths were from alcohol or speed-related crashes.
- In 2007, 14 people died in deer/vehicle crashes; 10 of them were motorcyclists.
- The number of crashes and injuries has fallen over the past decade, while fatalities have remained relatively constant.
- From 2004 to 2007, an annual average of 68 crashes occurred at rail-highway crossings, resulting in an annual average of 7 deaths and 20 injuries.
- In 2005, it was estimated that crashes cost Wisconsin $2.9 billion from lost worker productivity, medical expenses and property damage.
Transportation safety policies

Modify driver behavior.
» Apply a comprehensive approach to integrate safety analysis and responses into state procedures and plans; department focus will be on improved design and planning tools to balance safety and mobility; and improved data collection and analysis to target safety project investments, education and enforcement

Improve standards for infrastructure.
» Continue to focus on design improvements and infrastructure maintenance

Improve emergency response.
» Emphasize quick response and clearing of incidents to minimize or avoid secondary crashes and traffic disruptions

Support innovative, comprehensive safety programs.
» Continue education, training and funding coordination and media outreach efforts
Foster Wisconsin’s economic growth

Transportation is central to economic growth. A quality transportation network benefits the state’s continued economic growth by encouraging business, industry and new residents to locate in Wisconsin, while supporting and enhancing existing businesses.

*Connections 2030* economic growth policies focus on strengthening the link between transportation and the state’s economic growth and development. The policies specifically address freight, transportation needs and stakeholder coordination improvements that enhance and support economic growth, and expand transportation industry opportunities for businesses and individuals.

**Economic growth policies**

Partner with stakeholders to ensure that freight movements are safe, reliable and provide positive environmental and community impacts.

- Meet freight movement demands and challenges by dedicating department staff and resources to address needs through improved data collection and analyses, and coordination with stakeholders and the public.

Maintain and improve waterways critical to Wisconsin’s transportation system.

- Continue to promote increased water freight transportation through maintenance and improvement activities and support federal improvements to the locks and dams along the Great Lakes and Mississippi River waterways.
- Continue state assistance programs for harbor improvements.

WisDOT’s vision is to partner with communities and industry to maintain and improve the state’s transportation system so it is responsive to global and regional economic needs and changes.
» Work with local governments to encourage comprehensive harbor and waterfront land use planning and examine and address roadway issues at ports

**Ensure that freight rail remains a viable transportation mode for Wisconsin shippers.**

» Work with railroads to maintain, improve and increase service for Wisconsin’s shippers

» Continue to preserve essential rail service when appropriate

» Fund public track and bridge upgrades to help Wisconsin shippers remain competitive

» Continue to preserve abandoned rail corridors to ensure that rights of way can be used for future transportation purposes

» Support increased investment in rail infrastructure upgrades to meet shipper and market demands

**Improve airport facilities and infrastructure to create more business airplane-capable airports.**

» Administer funding for projects that attract and retain businesses and address needs such as lighting and expansion of taxiways and aprons

» Analyze how Wisconsin’s airport system can accommodate very light jets

**Continue and improve the performance of the Major Highway Development Program.**

» Continue to address the state’s most complex and costly highway projects by delivering approved projects and studies

» Propose additional Major Highway Development projects and studies to maintain or improve the functioning of the highway system (the rate at which projects are studied and enumerated will depend on funding)

**Preserve the local road and bridge system.**

» Work with local governments to identify and address key safety issues

» Partner with local governments to manage and invest in the local road network by providing tools and identifying cost-effective strategies to address preservation and maintenance needs and help quantify projected needs

**Partner with consumers and businesses to increase transportation sustainability.**

» Analyze energy use and its impact on transportation, and identify potential changes to department policies and programs

» Encourage local governments to improve vehicle efficiencies through replacement of transit fleets, examining alternative fuel use and anti-idling technologies, and encouraging heavy truck and equipment upgrades

**Support individuals and businesses related to transportation.**

» Continue to provide grant and loan assistance to Wisconsin businesses and communities for transportation-related projects

» Promote Wisconsin tourism through coordinated transportation system maintenance and improvement efforts

» Promote opportunities in the transportation industry by building alliances, business opportunities and a diverse workforce
WisDOT’s vision for mobility and choice is to make more transportation alternatives available to all Wisconsin residents and visitors, improve connections between transportation modes and improve public awareness of the availability of alternative transportation modes.

**Provide mobility and transportation choice**

Mobility will continue to be a challenge as the state’s population ages, and as businesses locate in areas underserved by public transportation. Connections 2030 policies describe the department’s commitment to partnering with public and private sector interests to create an integrated and robust multimodal system. WisDOT, local and federal governments, and the private sector work together to support individual mobility.

**Mobility and transportation choice policies**

**Support public, specialized and human services transit.**

» Work with partners to ensure that adequate funding is available for existing transit systems and improve coordination among providers

» Seek new funds for rural and regional transit systems to improve coordination between the state’s transit systems

**Regional transit authorities**

WisDOT supports the creation of new regional transit authorities, which are governing bodies that can efficiently operate and address regional mobility needs, and raise revenue to administer and fund transit systems.

The creation of regional transit authorities is one of the keys to the success of Wisconsin’s public, specialized, human services and fixed-guideway transit systems.

**Support development of fixed-guideway transit services.**

» Continue state funding for studies and implementation

» Recommend new, separate operating funds for new fixed-guideway transit systems receiving state assistance, and develop a capital and operating assistance program in major metropolitan areas

Mobility will continue to be a challenge as the state’s population ages, and as businesses locate in areas underserved by public transportation. Connections 2030 policies describe the department’s commitment to partnering with public and private sector interests to create an integrated and robust multimodal system. WisDOT, local and federal governments, and the private sector work together to support individual mobility.
Increase intercity passenger rail service.
» Continue to improve intercity passenger rail service by supporting existing service and implementing the state’s component of the 3,000-mile Midwest Regional Rail System
» Establish a rail station capital assistance program for existing buildings and constructing new stations, and promote connections with other modes such as local and interregional bus, taxi and air service
» Consider opportunities to extend intercity passenger rail service to areas of the state not identified in the Midwest Regional Rail System.

Improve intercity bus service and connections.
» Promote intercity bus service that links urban and rural areas, and connects to other modes
» Establish a state program to fund service, improve station facilities and purchase new buses

Advocate for improved air service at Wisconsin airports.
» Continue to work with the public and stakeholders to assess the benefits of commercial service
» Participate in air service studies and provide aviation data to demonstrate the benefits of increased frequency and more direct service
» Support continuing federal assistance programs to improve existing service and attract direct service

Support bicycle and pedestrian facilities and plans.
» Increase accommodations along state trunk highways, where feasible, to develop a connected bike and pedestrian network

» Expand the federal “complete streets” policy to state funded projects
» Continue to implement the state’s bike and pedestrian plan goals

Encourage transportation demand management strategies.
» Encourage alternatives to driving alone by promoting ride sharing and telecommuting, providing more transportation service choices and improving modal connections
» Integrate transportation demand management strategies and corridor management

Facilitate intermodal passenger connections.
» Improve connections between modes by coordinating with operators and providers of transportation services, such as bus and rail, and by funding intermodal facilities
Effective, coordinated and economical transportation operations are part of an efficient system that helps optimize traffic flow by reducing travel delays and improving safety. Transportation efficiencies result in a system that is reliable and seamlessly connected. Connections 2030 policies focus on transportation efficiencies that emphasize safety, communication and coordination, assessing and responding to needs, and using technology and other tools.

**Promote transportation efficiencies**

WisDOT’s vision is a transportation system that moves people and goods to their destinations safely and within a reasonable time frame.
Achieving efficiencies
WisDOT and other transportation providers achieve efficiencies through traditional actions such as using larger aircraft and expanding highways; and other ways such as using technology to manage traffic flow and coordinating services to leverage resource use.

Transportation efficiencies policies
Improve the reliability and efficiency of state trunk highway system operations.

» Emphasize safety and system efficiency by planning, preparing and coordinating prompt and consistent responses to incidents

Actively manage the daily operation of the state trunk highway network via the State Traffic Operations Center and other technology systems.

» Use technology to provide real-time traffic information to improve system reliability

» Continue to assess existing and future needs to manage the highway system

Optimize traffic movement on the state trunk highway system by utilizing tools to improve existing capacity and, where necessary, adding capacity.

» Use a range of tools – corridor management, access management, passing lanes, technology, coordination and adding infrastructure – to address capacity needs

Manage access on Wisconsin's state trunk highway system.

» Manage access using the State Access Management Plan

» Work with the public, local governments, and the private sector to balance providing safe and efficient travel on state highways with local access concerns
WisDOT’s vision for Wisconsin is a well-managed, safe and efficient transportation system that carefully balances consideration of natural, cultural and historic resource conservation.

**Preserve Wisconsin’s quality of life**

The sustainability of Wisconsin’s communities and natural resources is critical to the state, its resident’s quality of life, and economic growth. As the state agency responsible for mobility, WisDOT focuses on maintaining safety, security and efficiency while balancing stakeholder issues and addressing potential environmental impacts.

The *Connections 2030* quality of life policies focus on the department’s commitment to coordination, preservation of protected resources, integration of transportation and land use decisions, and community involvement.

- **Preserve Wisconsin’s quality of life policies**
  - Continue a comprehensive approach to integrating transportation and environmental issues.
  - To build consensus, reduce conflict and improve the overall effectiveness of the environmental review process, WisDOT will partner with others to improve the quality, completeness and accessibility of data and reporting methods.
  - Emphasize air quality improvement.
    - Continue to comply with existing air quality policies and regulations.
    - Support and participate in air quality improvement programs and activities.
    - Monitor and be prepared to respond to emerging air quality issues including air toxics, and climate change.

WisDOT’s vision for Wisconsin is a well-managed, safe and efficient transportation system that carefully balances consideration of natural, cultural and historic resource conservation.
Executive Summary

Emphasize the preservation of protected resources.

» Continue to integrate consideration of environmental and cultural resource issues into transportation decision-making

» Continue early sensitive resource detection efforts, and avoid, minimize and mitigate unavoidable impacts

» Continue efforts to minimize the effects of transportation projects on water quality through WisDOT’s erosion control program and wetland banking

Continue community sensitive solutions efforts.

» Continue to apply a collaborative and interdisciplinary approach during planning and project development that encourages early and continuous stakeholder involvement

» Continue to ensure that transportation projects meet federal and state requirements, while working to integrate them into the surrounding community’s natural, social, economic, and cultural environments

Incorporate environmental justice in all planning, programming and project decisions.

» Continue to review disproportionate impacts on low-income and minority populations by conducting analyses for all projects and seeking input from a variety of stakeholders

Preserve and enhance a positive land use/transportation relationship.

» Work with local governments to identify direct, indirect and cumulative effects that may occur as a result of a transportation project

» Integrate land use and transportation by coordinating planning at all levels, including and encouraging participation in WisDOT’s corridor planning activities

**Wetland banking**

Wetland banking restores, enhances or creates wetlands on designated sites to provide transferable credits that may be used to compensate for adverse impacts to other wetlands. To date, WisDOT’s wetland banking system has developed 4,126 acres of wetland on 34 sites.
WisDOT envisions a state transportation system that will be less vulnerable to incidents, whether caused by natural or human events.

Transportation security is already integral to the decisions made by WisDOT and other transportation providers at all levels of government. Department efforts will continue to focus on preventative measures, emergency preparedness, and comprehensive responses. *Connections 2030* transportation security policies focus on continuing to improve the department’s speed and ability to prevent, coordinate, respond to, and recover from incidents.
Transportation security policies

Enhance the security of the transportation system by reducing vulnerability.

» Adopt and apply technology and physical improvements to support a range of needs from ensuring driver license and state identification card security, to monitoring bridges, roadways and other public infrastructure

» Evaluate needs and opportunities to address structural retrofitting and eventual reconstruction to withstand severe weather or other disasters

» Develop plans and conduct exercises to prepare for a range of incidents

» Encourage and support all communities in their efforts to address transportation security

Improve emergency response to make the transportation system more resilient.

» Continue efforts to improve the transportation system’s ability to return to “normal” function by implementing response procedures that are flexible and adaptable

» Support communication equipment upgrades to improve incident response times and improve the system’s operation during an incident

WisDOT’s role in transportation security

WisDOT’s role in transportation security complements the roles of other agencies, from management of disruptive local incidents such as crashes blocking interstate highways, to incidents of regional concern like hazardous material spills and fires. In general, local law enforcement personnel and emergency crews handle incidents of smaller scale and shorter duration; incidents of larger scale and longer duration require broader state and federal oversight. The Office of Wisconsin Emergency Management in the Department of Military Affairs is responsible for coordinating all state security matters. The governor’s Homeland Security Council coordinates all transportation security issues.
To deliver the Connections 2030 vision, transportation funding must be adequate, sustainable and equitable for all users. Achieving a sustainable revenue stream is a challenge. The majority of Wisconsin’s transportation system needs are funded from state motor fuel taxes and registration fees. Current state revenue forecasts indicate that state motor vehicle fuel revenue growth will remain relatively flat through 2015. In the near future, Wisconsin’s traditional reliance on motor fuel taxes to address transportation needs will be tested, while efforts to deliver a quality transportation network will continue.

Like other states, Wisconsin’s transportation needs have routinely exceeded available funding. The state’s budgeting process and allocation of transportation funds cannot always respond to the pressures, such as rising costs for construction and real estate and related environmental review requirements. As the state’s infrastructure ages and mobility demands increase, efforts to address transportation needs will increasingly be challenged.

Challenges to sustainable revenue

Wisconsin’s need to have a sustainable revenue stream will be tested as construction and real estate costs continue to increase. In the years ahead, Wisconsin’s traditional reliance on motor fuel taxes will be tested.
Executive Summary

Funding transportation beyond 2015:
National Surface Transportation Policy and Revenue Study Commission

The National Surface Transportation Policy and Revenue Study Commission, created by Congress under the Safe Accountable, Flexible, and Efficient Transportation Equity Act – A Legacy for Users, conducted a thorough review of the nation’s transportation assets, policies, programs and revenue mechanisms, and created a long-term transportation vision.

The commission made several recommendations for financing the nation’s surface transportation needs.

Given the immediate concern of a probable deficit in the Federal Highway Trust Fund and the long-term nature of the commission’s report, the finance recommendations were categorized into immediate, mid-term (through 2025), and long-term (beyond 2025).

Wisconsin supports many of the commission’s findings and recommendations, such as identifying an alternative revenue collection system for transportation that is not primarily reliant on fuel taxes. WisDOT does not support the commission’s recommendations regarding tolling. Overall, the commission’s recommendations will serve as a framework for future policy direction in Wisconsin.
Executive Summary

Implementing Connections 2030 means putting all of the plan policies into action. To optimize existing and proposed future transportation assets and to realize the Connections 2030 vision, WisDOT will use a phased approach in fulfilling the department’s priorities through 2030:

- In the short term, WisDOT will continue to focus on key priorities and initiatives that support the state’s economy and continue to address transportation safety
- Over the long term, WisDOT will build on early implementation activities and expand efforts to address unfunded needs
- Over the entire planning period, WisDOT will seek sufficient funding to fully implement the plan

Since no single entity has authority over the entire transportation system, implementing this plan will take coordination and cooperation among many interests and business areas, including the federal government, local governments, tribes, operators and the private sector.
**Methods and tools to deliver the Connections 2030 vision**

*Connections 2030* was developed to be meaningful, reasonable and practical. Corridor management is one of the main tools WisDOT will use to achieve the plan’s goal.

Corridor management is a decision-making tool that links planning and policy to department activities and implementation. Corridor management means managing a corridor in a cohesive, investment-focused way. It looks beyond pavement needs, requires coordination with other stakeholders, links state level plans with local land use goals, and helps make today’s decisions consistent with a desired future vision.

To illustrate corridor management priorities and possible implementation of *Connections 2030* recommendations, WisDOT identified 37 statewide system-level priority corridors. To view the maps, go to www.wiconnections2030.gov. These corridors serve critical sectors of the state’s economy and connect to other states. As a potential depiction of future activities along the corridors, the maps serve as a starting point for additional planning conducted by the department’s transportation region offices.

In addition to corridor management, WisDOT will use additional tools to achieve the plan’s goals, such as:

- **Value engineering**: ensures that selected infrastructure projects are designed to minimize future maintenance needs and costs
- **Scheduling and funding projects**: aligns infrastructure needs with available funding and staff resources

To track plan implementation efforts and monitor system performance to assess the plan’s policy direction, WisDOT will research and establish appropriate planning level performance milestones.

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**Region-level priority corridors**

In addition to the 37 statewide system-level priority corridors identified in the plan, WisDOT transportation region staff will identify additional corridors that are important at the region level.

Region-level priority corridors may include the WIS 47/WIS 55 corridor in northeastern Wisconsin and the WIS 20 corridor in southeastern Wisconsin.