

I

Dear Jeff,

Thank you for your e-mail regarding road cost controls. I appreciate hearing your opinion and suggestions on this issue.

As you may know, this bill passed in the Assembly on March 10<sup>th</sup> and was subsequently passed on March 11<sup>th</sup> by the Senate. The key elements brought forth by the audit report and the testimony of the Transportation Projects Commission were included in the bill. In addition, I have attached a Legislative Council amendment memo for you to review that summarizes the provisions of the substitute amendment that was adopted.

Again, thank you for contacting me regarding this issue. Please feel free to contact me in the future with any further comments or concerns on this or any other issue.

Sincerely,

CAROL ROESSLER  
State Senator  
18<sup>th</sup> Senate District

Sent w/ memo  
-w

**Asbjornson, Karen**

**From:** Kurtz, Hunter  
**Sent:** Friday, March 19, 2004 9:36 AM  
**To:** Hoxtell, Wade  
**Cc:** Asbjornson, Karen  
**Subject:** RE: Road cost controls

This is Karen's bill

-----Original Message-----

**From:** Hoxtell, Wade  
**Sent:** Friday, March 19, 2004 9:36 AM  
**To:** Kurtz, Hunter  
**Subject:** FW: Road cost controls

Not a constiit, he is from West Bend. May want to share this with CR?

-----Original Message-----

**From:** jdfehring@hotmail.com [mailto:jdfehring@hotmail.com]  
**Sent:** Friday, March 19, 2004 9:19 AM  
**To:** sen.roessler@legis.state.wi.us  
**Subject:** Road cost controls

Dear Senator Roessler,

While I applaud the legislation you co-sponsored with Representative Jeskewitz to tighten road control costs, I ask that you take it one step further.

Please consider adding wording to the bill that forces the Legislature to study and fund life cycle costs for maintenance and repair of any new road and/or bridge which the Legislature approves, either with or without the DOT's approval. I believe if you looked at the "true" cost of new road construction, you wouldn't be in such hurry to continue to build new roads. I would even go a step further and have a new road building moratorium until all current roads are properly painted, signed and in good repair. Maybe you could indirectly do this by requiring that the new-road building budget could not be greater than 25% of the existing road maintenance/repair budget. Under this proposal, road widening would be considered new-road building unless an extreme safety hazard was shown to exist that could not be alleviated by signs, painted markings, and guard rails, etc.

Wisconsin already has a very extensive road/highway system, which if properly signed and maintained, will adequately meet transportation needs for many years.

I find it irresponsible for the Legislature to continually fund new road construction and then not vote to properly maintain and repair them. If your house needs repairs, do you abandon it and buy a new one? Controversies like funding for snowplowing should not even be an issue with the large amount of money generated from the gas tax.

*Do you want to respond?  
Send him how  
out (sub to  
Council meet  
in Audit report  
Common report  
As was there  
The bill*

Thanks for considering my suggestions.

Sincerely,

Jeff Fehring

e-mail: [JDFehring@hotmail.com](mailto:JDFehring@hotmail.com)



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## Opinions

3/18/2004 1:22:44 PM

### Doyle should sign highway cost bill

#### Overruns big hit on taxpayers

Doug Mell  
Leader-Telegram Staff

It wouldn't be hard, as the Legislature wraps up its underwhelming session, to miss this bill.

After all, it doesn't have the panache of some of the measures allowing citizens to carry concealed weapons, banning gay marriages, for example that tied legislators up for days and garnered all the headlines.

But the measure that the Legislature sent to Gov. Jim Doyle recently on controlling runaway highway costs certainly deserves some attention and the governor's signature.

Assembly Bill 893 was the product of a scathing audit of the Department of Transportation's spending on major projects, most of which were approved from 1989-95. These include the U.S. 53 bypass project in Eau Claire and the Highway 29 widening project.

The Legislative Audit Bureau revealed that seven of these major projects accumulated cost overruns of \$381 million.

When the report was issued in November, the cost estimate for the 21-mile Highway 29 bypass around Chippewa Falls was \$164 million, more than double the original estimate of \$77.2 million in 1991. The increase was 53 percent after taking inflation into account.

The cost of the 7.5-mile U.S. 53 bypass around Eau Claire increased 46 percent from \$99.3 million in 1995 to \$145.4 million. The inflation-adjusted increase was 21 percent.

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The audit bureau said the increases were from higher real estate costs, project delays and other factors.

Following these revelations, Rep. Suzanne Jeskewitz, R-Menomonee Falls, and Sen. Carol Roessler, R-Oshkosh, introduced legislation to help address the cost-overrun problem in the transportation department.

"We can't afford to continue to have cost increases of this magnitude," Jeskewitz said after the report was issued. She is co-chairwoman of the Legislature's Joint Audit Committee.

Here is what the legislation does:

- n The Transportation Projects Commission will be prohibited from approving a major project until it has been notified of federal approval of the final environmental impact statement or environmental assessment.

- n Senior department officials will create a change management system to ensure review of changes in project cost, design and timeline.

- n The department will report twice a year to the Transportation Projects Commission on the activities of the change management system relating to major highway projects.

- n The Legislature will be prohibited from approving major highway projects unless the Transportation Projects Commission recommends them.

- n The department will be required to make certain information and reports available on the Internet for taxpayers to review.

All too often, bills like this get waylaid by more prominent concerns. But this bill obviously is needed, and Doyle should sign it as soon as possible.

Doug Mell, managing editor

**Print/Email this story**

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# Citizens Allied For Sane Highways

Robert Trimmier, Co-Chair

Gretchen Schuldt, Co-Chair

P.O. Box 080215  
Milwaukee, WI 53208

Phone: (414) 526-0049

E-mail: noexpansion@yahoo.com

Phone:  
(414) 331-0724

March 23, 2004

MAR 23 2004

State Rep. Suzanne Jeskewitz  
Co-chair, Joint Audit Committee  
Room 314 North  
State Capitol  
P.O. Box 8952  
Madison 53708

State Sen. Carol Roessler  
Co-chair, Joint Audit Committee  
Room 8 South  
State Capitol  
P.O. Box 7882  
Madison 53707

Dear Rep. Jeskewitz and Sen. Roessler,

Congratulations on the adoption of AB893. It will go a long way toward forcing the Wisconsin Department of Transportation to accept financial accountability. Your bill will do more to protect and inform the taxpayers and residents of Wisconsin than almost any other piece of legislation introduced during the session.

We are writing because of concerns with another major transportation project – the Marquette Interchange reconstruction project.

We have only reviewed a few of the contract records associated with this project – CASH is a volunteer organization and we have to take time off from our jobs to review DOT records – but already we have been taken aback by what we have found:

- The first major design contract for the project went to CH2M Hill on a non-competitive basis after WisDOT revived a dormant, 7-year-old contract with the company. HNTB was added as a subcontractor. The design contract eventually was worth well over \$4 million.
- HNTB and CH2M Hill together now form Milwaukee Transportation Partners, the major design contractor on the project. HNTB and CH2M Hill, individually, are subcontractors on the project.
- WisDOT offered HNTB and CH2M Hill a total of more than \$25,000 to prepare and participate in a single public meeting. This was the fourth public meeting concerning the Interchange project, so it is likely there was very little new preparation

# Citizens Allied For Sane Highways

Robert Trimmier, Co-Chair

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needed. I am sure there are many Wisconsin residents who would appreciate paydays like that.

- One of the major design contract related to the Marquette was amended 49 times in 26 months (an average of 1.9 amendments a month), rising in value from \$9,999,999 to \$20.3 million. Under the original, September 2001 contract, HNTB and CH2M Hill each were to be paid \$3,570,793. By December 2003, CH2M Hill was on board for \$5,056,180, an increase of 42%. HNTB was signed up for \$6,001,291, a jump of 68%.

The issues identified in our very brief (2-1/2 hours on a Friday afternoon) review of Marquette Interchange contracts raise concerns about the contracting process used on this project.

We encourage you to make an audit of the MQIC contracting process a top priority of the Joint Audit Committee during the next legislative session. We believe that such an audit is necessary to assure Wisconsin residents all over the state that tax money being spent in Milwaukee is being spent wisely and well.

Thank you for your attention to this matter.

Sincerely,



Gretchen Schuldt  
Co-chair  
Citizens Allied for Sane  
Highways



Robert Trimmier  
Co-Chair  
Citizens Allied for Sane  
Highways

Cc: State Rep. David Cullen  
State Sen. Tom Reynolds

**Asbjornson, Karen**

---

**From:** Matthews, Pam  
**Sent:** Thursday, April 01, 2004 7:50 AM  
**To:** Asbjornson, Karen; Chrisman, James; Shannon, Pam  
**Subject:** FW: Follow-up to Meeting Yesterday

I thought I sent this to all of you last week, but I guess I didn't. Sorry for the delay.

Pam

-----Original Message-----  
**From:** Ward Lyles [mailto:ward@1kfriends.org]  
**Sent:** Thursday, March 25, 2004 2:10 PM  
**To:** Rep.Jeskewitz@legis.state.wi.us  
**Cc:** Pam.Matthews@legis.state.wi.us  
**Subject:** Follow-up to Meeting Yesterday

Rep. Jeskewitz and Pam,  
Thank you for meeting with me yesterday. I appreciate your time and your interest in our concern about the difficulty in determining how much money is actually being spent on expansion work versus repair and maintenance. We did some analysis last fall on this issue and the report I put together might be of some interest to you. I am attaching it to this email. Please feel free to contact me with any questions or comments.  
Regards,  
Ward

Ward Lyles  
Transportation Policy Director  
1000 Friends of Wisconsin  
16 North Carroll Street Suite 810  
Madison, WI 53703  
608-663-1097



# 1000 Friends of Wisconsin State Highway Program Analysis

4/1/04

## Fix-it-First

It is basic common sense to protect existing investments. In the case of our transportation system, that means fix-it-first. We must fix our existing roads before we add new ones or new capacity. Looking at data of how money within the State Highway Program has been spent on expansion in the past, and how it is planned to be spent in the future, indicates that Wisconsin is considerably far from adhering to a fix-it-first policy.

## Past Spending Trends

Over the last fifteen years, the legislature and governor have directed the Wisconsin Department of Transportation (WisDOT) to build more and more roads and spend less and less to take care of them.

- Between 1988 and 2003, WisDOT spending on Major Highway Projects – a partial proxy for expansion - **increased 101%** over inflation. Debt Service to pay off revenue bonds, which are used to pay for Major Highway Projects, **increased 360%**.
- Meanwhile, spending on Rehabilitation – more or less repair - has **increased 40%** over inflation while spending on Maintenance has actually **decreased 3%** compared to inflation.
- If the trend of the last 15 years of spending an average 14% more each year in order to pay off Revenue Bond Debt Service continues, by 2020 annual Debt Service payments will be more than **\$1.6 billion per year**.

Yet, these proxies for expansion, repair and maintenance are not entirely accurate – the categories are broad and considerable expansion work is buried in the Rehabilitation program.

## Planned Future Spending

Of the \$3.95 billion Six Year Highway Plan for 2002-2007, more than 40% of the spending is on expansion and widening projects.

- Of the Six Year Plan, **43.5% will actually go towards expanding our state highway system** instead of fixing our existing roads first. Roughly **\$1.72 billion of the \$3.95 billion** in planned work is expansion and widening.
- Of this \$3.95 billion, WisDOT identifies \$851 million, or 21.6%, as Major Highway Projects, which are generally understood as the expansion projects in the state.
- However, in the Six Year Plan, WisDOT also identifies an additional \$248 million of expansion work clearly identified within the Rehabilitation program, bringing the expansion total to 27.8% of the State Highway Program.
- According to specific project notes in the Six Year Plan, there is an additional \$619 million of expansion work hidden in Rehabilitation projects not clearly identified as Major Highway Projects or Rehabilitation projects with expansion.
- Totaled, these three categories – Major Highway Projects, Rehabilitation with clearly identified expansion projects, and Rehabilitation with hidden expansion projects, combine to produce the \$1.72 billion figure.
- Subtotaling the two categories of expansion work not part of Major Highway Projects - Rehabilitation with clearly identified expansion projects, and Rehabilitation with hidden expansion projects – there is **more than \$850 million in expansion work buried in the Rehabilitation program**, which is construed as repair work.

Between the budget actions of the legislature and the governor, and the development of the Six Year Plan by WisDOT, State Highway Program work in Wisconsin is heavily slanted towards

# 1000 Friends of Wisconsin State Highway Program Analysis

4/1/04

expansion work and, not only that, but many of the expansion projects are also buried in a program that is widely believed to be repair work.

## Analysis of Legislative Audit Bureau Report

1000 Friends' Analysis of the Legislative Audit Bureau report on Major Highway Projects indicates that if future projects experience the same cost overruns as the projects studied in the audit it will cost Wisconsin taxpayers billions of dollars. The audit also suggests that the cost overruns are the product of misplaced priorities.

- If all of the 32 Major Highway Projects currently planned run over cost at the same rate as the seven studied in the audit – 80.5% - then the \$2.73 billion in projects will **end up costing \$4.87 billion.**
- This \$2.14 billion overrun will mean that each Wisconsin household will **pay \$1000 extra in taxes** just to pay for the overruns (not including inflationary increases.)
- If the SEWRPC southeastern Wisconsin regional freeway plan runs over cost at the same rate as the seven studied in the audit – 80.5% - then the \$6.25 billion project will end up **costing \$11.28 billion** instead.
- This \$5.03 billion cost overrun will mean that each Wisconsin household will **pay \$5200 rather than \$2900 in taxes** for the reconstruction and expansion of southeastern freeways.
- More than 42.5% of Wisconsin's highways are not in the best condition possible. More funds for maintenance and repair are clearly needed.
- Meanwhile, 79.9% of the highways experience low congestion levels. Even if one accepts the assertion that capacity expansion such as done in Major Highway Projects reduces congestion, there are clearly few miles of highways in need of congestion relief than repair work.
- Within the project by project analysis of cost overruns, the primary cause of overruns appears to be increased project scope, not environmental regulations or increased public involvement – especially considering the DOT has not implemented the recommendations of a value engineering study.

Among the key findings of the Legislative Audit Bureau Report on Major Highway Projects was the fact that cost over-runs on just seven majors totaled \$381 million - 80.5% more than the initial estimated costs. Also, the recommendations of a recent study to implement value engineering and save \$382.0 million have not been implemented by the Wisconsin Department of Transportation.

# 1000 Friends of Wisconsin State Highway Program Analysis

4/1/04

## Notes on the Sources and Calculations:

### **Past Spending Trends - Transportation Budget Trends**

Every other year, the Wisconsin Department of Transportation publishes "Transportation Budget Trends." This document is the best centralized source on state transportation financing in Wisconsin. It includes data on revenues and expenditures across broad categories of transportation spending for a fifteen year period. Figures in the document are presented in both nominal dollars and inflation adjusted dollars.

The August 2002 volume of Transportation Budget Trends – the most recent available – was used herein. And for the calculations cited above, the inflation adjusted figures for 1988 and 2003 were used to calculate the percentage that spending has increased.

### **Planned Future Spending - Wisconsin Department of Transportation Six Year Highway Plan**

The Wisconsin Department of Transportation is required to develop a Six Year State Highway Plan detailing the projects planned for a six year period. The Six Year plan used in this analysis was published in February 2003.

One of the key reasons for analyzing the Six Year Plan data is that it provides a much more in-depth set of data regarding the expenditure of state highway funds on expansion versus repair than simply looking at spending on Major Highway Projects and Rehabilitation.

For each of the projects listed in the Six Year Plan, the following data are listed, highway number, county, location, length, low cost estimate, high cost estimate, type of work code, and a brief description of the project. The type of work code for each of the projects consists of one of twelve different codings. They include the 3 R's, major, bridge rehabilitation, bridge replacement, bridge replacement with expansion, bridge rehabilitation, pavement replacement, roadway maintenance, reconstruction with expansion, and miscellaneous.

In addition to these classifications, there are notes that provide further detail. In many of these notes, expansion or widening work is detailed on a project that is not classified as a major or as one of the other types of expansion work. 1000 Friends tracked each of these examples and used them to determine the amount of expansion and widening work done by WisDOT in total, and how much of that work is buried in Rehabilitation projects.

1000 Friends entered much of this data into a spreadsheet, including the district, the highway number, county, low and high cost, type of work and information from the project notes. We then used this data to analyze how WisDOT spends highway funds on the basis of district, county, type of work, and as best the data allows, whether the project includes expansion or widening.

### **Analysis of Legislative Audit Bureau Report**

In November 2003 the Legislative Audit Bureau released a report on its analysis of the Major Highway Program. It completed this report at the request of the Joint Legislative Audit

# **1000 Friends of Wisconsin State Highway Program Analysis**

4/1/04

Committee, which expressed concern about spending within the Major Highway Projects program and the long term implications of those spending trends.

1000 Friends analyzed the reports findings in order to extrapolate what effect similar cost overruns would have on other planned projects. We also drew qualitative conclusions based on data included in the study.



WISCONSIN STATE LEGISLATURE

## Joint Audit Committee

Committee Co-Chairs:  
State Senator Carol Roessler  
State Representative Suzanne Jeskewitz

FOR IMMEDIATE RELEASE

April 8, 2004

**For further information, contact:**

Rep. Suzanne Jeskewitz (608) 266-3796  
Sen. Carol Roessler (608) 266-5300

### **New Law Increases Accountability For The Major Highway Program**

Legislation authored by Joint Legislative Audit Committee co-chairpersons Representative Suzanne Jeskewitz (R- Menomonee Falls) and Senator Carol Roessler (R-Oshkosh) to increase involvement and oversight in managing Major Highway Program expenditures was signed by Governor Jim Doyle today in Sheboygan.

In November 2003, the nonpartisan Legislative Audit Bureau released a critical audit of the Major Highway Program administered by the Department of Transportation (DOT). After holding a public hearing in January 2004 before the Joint Legislative Audit Committee, the two co-chairs responded to both comments from the public hearing and audit recommendations to draft legislation that was in the best interest of the taxpayer. The legislation makes the following procedural and process changes to the operations of the Transportation Projects Commission (TPC):

- 1. TPC approval:** The TPC may not recommend a major highway project for enumeration until it has been notified of federal approval of the final environmental impact statement or environmental assessment.
- 2. Creation of a Change Management System:** This system will now include a review of changes in major highway project cost, design, and timeline by senior officials in DOT.
- 3. DOT Reports to TPC:** DOT will report on a semi-annual basis to the Transportation Projects Commission on the activities of DOT's change management system relating to major highway projects.
- 4. Project enumeration:** Prohibits the Legislature from enumerating major highway projects that are not recommended by the TPC.
- 5. Availability of Reports to Public:** Requires DOT to make certain information and reports given to the TPC available on the Internet for all taxpayers to review.

"I am very pleased that the Governor recognized the need to make the Major Highway Program more accountable and begin to deal with the unacceptable cost overruns highlighted in the recent audit," said Jeskewitz. Requiring notification of federal approval of the final environmental impact statement or environmental assessment will allow the TPC, and ultimately the Legislature, a better understanding of project scopes and their cost before committing to a project.

"Creating a change management system puts in place a professional team for financial and management oversight for all major highway projects," stated Roessler. "The reporting requirements in this bill will make certain the Department and the Legislature more closely scrutinize how taxpayer dollars are spent on transportation."

Jeskewitz added, "Taking the politics out of the enumeration of major highway projects by prohibiting the Legislature from approving projects without TPC approval was something we heard repeatedly at the public hearing." Last year the TPC was restricted by state statute from recommending any projects to the Legislature due to lack of funding, yet the Legislature enumerated four new projects in 2003. The statutes restrict the TPC from recommending projects to the Legislature without appropriate funding or when construction cannot be commenced within six years. The audit shows that it will take 12 years, on average, to complete all the projects already underway as of June 2003.

"As Co-Chairs of the Audit Committee, we are serious about reigning in cost overruns on our major transportation projects," Roessler stated.

Assembly Bill 893 passed on a voice vote in both the State Assembly and State Senate in March 2004.

###



For more information contact:  
Ward Lyles, Transportation Policy Director  
(608)-259-1000

April 8, 2004

## **1000 Friends of Wisconsin Applauds Governor Doyle's Signing of Transportation Reform Bill**

1000 Friends of Wisconsin applauded the signing of a major transportation reform bill by Governor Doyle today as "the most significant transportation fiscal reform bill in recent history." The reform legislation was introduced by Representative Suzanne Jeskewitz (R-Menomonee Falls) and co-sponsored by Senator Carol Roessler (R-Oshkosh) on the heels of a legislative audit that showed more than \$381 million in wasteful cost overruns on seven Major Highway Projects, six of which were enumerated between 1989 and 1995 and one of which was enumerated in 2001. The Governor signed AB 893, which should produce significant savings for taxpayers, into law today at the Deland Community Center in Sheboygan.

"Governor Doyle should be commended for signing the most significant transportation fiscal reform bill in recent history," said Ward Lyles, Transportation Policy Director for 1000 Friends of Wisconsin. "Similarly, Representative Jeskewitz and Senator Roessler should be commended for their hard work to increase transparency, accountability, and fiscal restraint when it comes to state highway spending."

"This bill will help restrain out-of-control highway expansion spending, as well as make the whole process more accessible to the public and less subject to 'behind the curtain' decisions," said Lyles. "This bill is a strong first step towards honest accounting and sane transportation budgeting."

Assembly Bill 893 was introduced as a result of the findings of the recent audit of the Major Highway Projects program and will make five important changes to the Major Highway Projects program and approval process. The five changes are as follows:

1. It will require that the Transportation Projects Commission (TPC) receive notification that a project's environmental impact statement or environmental assessment has been approved by the federal government before it can approve that project, thus adding increased restraint to the approval process.
2. It will require WisDOT to implement a Change Management System to manage changes to a project's size, scale and scope that occur throughout the design and construction process.
3. It will require WisDOT to provide semi-annual reports to the TPC relating to the Change Management System, thus increasing the TPC's ability to track and oversee Major Highway Projects.
4. It will prohibit the Legislature from enumerating projects without TPC approval, reducing political pressure on the Major Highway Project approval process.
5. It will increase the amount of information available to the public, adding transparency and increasing accountability.

#####

The Capital Times April 10, 2004

# Law to rein in road spending

By Anita Weier

The Capital Times

A bill described by 1000 Friends of Wisconsin as "the most significant transportation fiscal reform bill in recent history" has been signed into law by Gov. Jim Doyle.

The bill was introduced by the co-chairs of the Legislature's Joint Legislative Audit Committee following a critical state audit that showed that more than \$381 million in wasteful cost overruns on seven major highway projects.

"This bill will help restrain out-of-control highway expansion spending, a well as make the whole process more accessible to the public and less subject to "behind the curtain" decisions," said Ward Lyles, transportation policy director for the environmental group.

The new law:

■ Requires that the Transportation Projects Commission cannot approve a project until it has been notified of federal approval of its environmental impact statement or environmental assessment.

■ Prohibits the Legislature from enumerating highway projects that are not recommended by the Transportation Projects Commission, thus reducing political pressure on the major highway project approval process.

■ Requires the Department of Transportation to create a change management system to review changes in major highway project cost, design and timeline by senior DOT officials throughout the design and construction process.

■ Requires the DOT to report on a semi-annual basis to the Transportation Projects Commission on the activities of the change management system.

■ Increases the amount of information available to the

## It's the law

Included among bills Gov. Jim Doyle signed Thursday were:

■ AB 273, allows municipal courts to hear refusal hearings and issue revocation orders for operating while intoxicated.

■ AB 419, allows Department of Transportation to suspend or refuse to renew vehicle registration until an individual pays outstanding towing or storage charges incurred as a result of a parking ticket.

■ SB 105, allows DOT to suspend driving privileges for convictions of making bomb threats and carrying or discharging firearms in a school zone.

■ AB 15, allows law enforcement to act upon a violation of railroad crossing laws witnessed by railroad employees.

■ AB 436, expedites the DOT's process for selling surplus property no longer needed for transportation purposes.

■ AB 495, allows counties to sell surplus land at fair market value by private sale or public sale to an owner of adjacent property.

■ AB 501, modifies the size limits for motor homes or recreational vehicles that may be driven on Wisconsin highways without a permit.

■ AB 777, modifies penalties associated with the regulation of motor vehicle dealers, salespeople and sales financing companies to improve enforcement of regulations.

■ SB 46, allows for certain highways and bridges to be designated in honor of citizen soldiers, law enforcement, firefighters and EMT responders, if interested parties pay for the markers.

— Associated Press

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## Law To Rein In Road Spending

**The Capital Times :: METRO :: 4B**

**Saturday, April 10, 2004**  
**By Anita Weier The Capital Times**

A bill described by 1000 Friends of Wisconsin as "the most significant transportation fiscal reform bill in recent history" has been signed into law by Gov. Jim Doyle.

The bill was introduced by the co-chairs of the Legislature's Joint Legislative Audit Committee following a critical state audit that showed that more than \$381 million in wasteful cost overruns on seven major highway projects.

"This bill will help restrain out-of-control highway expansion spending, as well as make the whole process more accessible to the public and less subject to "behind the curtain" decisions," said Ward Lyles, transportation policy director for the environmental group.

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project until it has been notified of federal approval of its environmental impact statement or environmental assessment.

Prohibits the Legislature from enumerating highway projects that are not recommended by the Transportation Projects Commission, thus reducing political pressure on the major highway project approval process.

Requires the Department of Transportation to create a change management system to review changes in major highway project cost, design and timeline by senior DOT officials throughout the design and construction process.

Requires the DOT to report on a semi-annual basis to the Transportation Projects Commission on the activities of the change management system.

Increases the amount of information available to the public on the Internet, adding transparency and accountability.

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## Wisconsin Transportation Builders Association

### ***PRESS RELEASE***

May 18, 2004

For more information:

Tom Walker, Executive Director  
(608) 256-6891

### **11% of state roadways carry 60% of traffic, majority of shipments that promote a growing economy**

MADISON – A statewide transportation construction group today commended 1000 Friends of Wisconsin for pointing out that state highways represent just 11% of public roadways in Wisconsin.

“According to the Department of Transportation, this small portion of our road system carries 60% of all travel and nearly 70% of the commercial truck traffic that is the product of a strong and growing economy,” said Tom Walker, executive director of the Wisconsin Transportation Builders Association. “Between 1982 and 1997, total vehicle miles of travel on state highways increased by 60%, while the system’s total lane mileage increased by only 5%.”

Walker said that with traffic congestion increasing and highway fatalities in Wisconsin at the highest level in more than 20 years, a more appropriate question is whether the investment level in the system that carries the majority of travelers and the bulk of commerce is adequate to meet that challenge. The Legislative Audit Bureau reported last year that state highway expenditures in Wisconsin were well below the national average.

“I don’t think there are any transportation advocates in the state who feel their particular modes are adequately funded,” Walker said. “The key will be to work together to find solutions that advance a transportation agenda that meets the mobility needs of citizens and continues to support a growing economy in Wisconsin.”



For more information contact:  
Ward Lyles, Transportation Policy Director  
(608)-259-1000

May 18, 2004

## **1000 Friends of Wisconsin Tells the Rest of the Story on Highway Spending**

Madison – Today, 1000 Friends of Wisconsin pointed to a new Wisconsin Department of Transportation report that tells the full story of spending on state highways. The report found that in 2002 Wisconsin spent 47% of its transportation budget on just 11% of its roadways.

*Transportation Budget Trends*, published by the Wisconsin Department of Transportation Office of Policy and Budget in February 2004, found that out of its total \$2.3 billion transportation budget in 2002, Wisconsin spent \$1.1 billion, or 47%, on state highways. Meanwhile, state highways total 12,000 of the 110,000 total miles of roadways in the state. Also, a recent Legislative Audit Bureau report identified \$381 million in cost overruns on just seven Major Highway Projects, mainly from the late 1980's and 1990's.

"The facts cannot be avoided," said 1000 Friends of Wisconsin Transportation Policy Director Ward Lyles. "The State of Wisconsin spends nearly half of its transportation budget on 12,000 miles of state highways while the remaining half is split between 98,000 miles of local highways and roads, the State Patrol, the DMV, 71 public transportation systems, railroads, airports, harbors, bike paths, transportation services for the elderly, transportation services for people with disabilities, and more."

A selective analysis of federal highway data by the Wisconsin Transportation Builders Association (WTBA) released yesterday presented a misleading characterization of spending on state highways in Wisconsin. The WTBA used data related to one funding source – state gas tax and registration fees paid by Wisconsin residents – to suggest that state highways do not receive their fair share of transportation funds. However, these fees amount to less than ½ of all spending on state highways. Lyles noted that the WTBA's analysis ignores the \$456 million in federal funds – raised from gas taxes here in Wisconsin as well – spent on state highways in 2002, as well as \$127 million in bond funds spent that year, which must also be paid back by Wisconsin residents.

"We look forward to working with the Legislature and the Governor to continue progress on transportation budgetary reforms," concluded Ward Lyles, Transportation Policy Director.

**Note: A summary of the Wisconsin Department of Transportation's spending on State Highways in 2002 is attached.**

**Wisconsin Department of Transportation**  
**Spending on State Highways in 2002**  
(Millions of Dollars)

<b>State Highway Programs</b>	<b>State Funding</b>	<b>Federal Funding</b>	<b>Bond Funds</b>	<b>Total Funding</b>
Major Highway Projects	46.94	57.95	127.04	231.93
Rehabilitation	230.48	350.83	0.00	581.31
Southeastern Wisconsin Rehabilitation	9.72	42.61	0.00	52.33
Highway Operations	190.90	0.00	0.00	190.90
Highway Administration and Planning	19.93	4.56	0.00	24.48
<b>Total State Highway Expenditures</b>	497.97	455.95	127.04	1080.95
<b>Total WisDOT Budget</b>	1348.54	687.85	135.16	2277.57
<b>State Highway Expenditures as a Portion of WisDOT Budget</b>	37%	66%	94%	47%

Note: Total WisDOT Budget Total Funding of \$2277.57 million includes \$106.02 million in "Other Funds" not itemized in the table above.

(Source: *Transportation Budget Trends*, Wisconsin Department of Transportation Office of Budget and Policy, February 2004)

# SMALL Business Times

Fresh Ideas For Growing Companies

## Artwork will add local flavor to Marquette Interchange

When finished, the Marquette Interchange will be more than massive spans of concrete and green signage. In some stretches, the new construction will feature works of art that celebrate Milwaukee's rich multicultural heritage. The Wisconsin Department of Transportation will spend 2% to 3% of the project's \$810 million construction budget on a community-sensitive design, according to Brad Flom, deputy project manager for Milwaukee Transportation Partners. Milwaukee Transportation Partners is a team of engineering firms working on design for the project. The design elements will include wrought-iron fencing, colorful tiles, bronze plaques and large painted murals.

The mission of the community-sensitive design is to add architectural elements to make the Marquette Interchange as aesthetically pleasing as possible for both motorists and pedestrians passing underneath the structure, Flom said. "We're trying to make the freeway look better than it did in the past," said Don Reinbold, director of the Marquette Interchange team for the Wisconsin Department of Transportation (DOT). "We're going to complete the Riverwalk. We're going to try to do some enhancements under the freeway at Fifth Street, because Fifth Street is going to be a major pedestrian walkway."

"The area around Walnut Street and Fond du Lac Avenue was a thriving business district in the early 1900's," Flom said. "There was a large African-American population and many jazz clubs, night clubs, restaurants, etc." The area was known as Bronzeville and considered the heart of the African-American business and social community, according to Clayborn Benson, a local historian and writer. Benson said the simultaneous factors that ended the Bronzeville community and era in the late 1950's included the building of the freeway, the building of the first housing project and the end of segregation laws that motivated African-American families to move out of the close-knit neighborhoods to homes with larger yards - places they had not been allowed to live in before.

Bronzeville deserves to be remembered for its historical significance in the city, Flom said. "We worked with the north side neighborhood groups and the Black Historical Society to do some things up near Walnut Street and Fond du Lac Avenue, because that was the location of the Brown's farm on the Underground Railroad, and we're doing some things that are historically significant for the black community in that area," Flom said. Rick Norris, president of Norris & Associates, Milwaukee, the engineering firm sub-contracting for the north leg of the Marquette Interchange, said the Walnut Street bridge will have colorful tiles placed in concrete under the fence.

In addition to the wrought iron fences, bronze plaques will describe some of the many influential leaders in the community's past. Norris said two murals will grace the Fond du Lac Bridge, interpreting experiences some of the runaway slaves had as they came through Milwaukee via the Underground Railroad. "The Walnut Street Bridge is a gateway into a certain community, a service, a point of destination," Norris said. "Sometimes people look at freeways as a device or a vehicle. We look at it to foster, promote and connect certain communities. One way to go about that is by using content-sensitive, or as we are calling it, community-sensitive design. This is a tribute to the community and to Wisconsin." The DOT has hired local artists to transform the design ideas into works of art.

"We have made revision after revision and are now finalizing plans," Flom said. "People understand what our purpose is, and we basically want to take the input of the community and make the transportation project fit within that community."

Muneer Bahaudeen was hired to make the 18-inch ceramic tiles that will be inlaid onto the concrete along the parapet of the bridge. Bahaudeen said the tiles will feature symbols from the South and from Ghana. "African-Americans used to make what they called cold quilts, or freedom quilts, where the symbols informed other slaves when it was time to run away," Bahaudeen said. "They would hang one on a fence one day that said people were running in two days, and then the next day there would be symbols depicting locations to look for while on the run."

Bahaudeen is putting up 72 tiles along the Walnut Street Bridge, 20 of which are being made by students who won an essay and drawing contest at Roosevelt Middle School. George McCormick is the artist who will design the bronze castings commemorating Bronzeville that will be placed on the wrought iron fencing of the

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bridge. Tejumola Ologboni, a folklorist and oral historian, is designing the six bronze plaques for the pilasters of the bridge. One will bear a map of the area, and the other five are profiles of leaders within the community at that time.

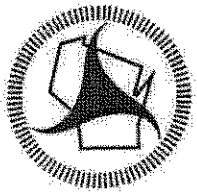
Ologboni said the people to be featured in the plaques will include: Joe Harris, a gambler and policy maker who ran a lottery, a bar and settled neighborhood disputes in the town; Ardie Halyard, who started the Columbia Savings and Loan to help black business owners; and William Kelley, past president of the Milwaukee Urban League who confronted issues of equal employment for African-Americans and sufficient housing. "The object for me is to say that I cannot even begin to explain the concentration of life, energy, political power, comradeship and churches that existed in Bronzeville," Ologboni said. "With the bronze plaques, I want to visually represent some of the hundreds of people involved in building the area, such that people can walk and drive by the bridge and say there really was something here."

Ammar Nsoroma, who will be painting the murals on the Fond du Lac Avenue underpass, will focus on the Underground Railroad because Fond du Lac Avenue was one of the throughways. One mural will depict Joshua Glover, a runaway slave from Missouri who was captured in Milwaukee and jailed after working in Racine for two years. According to Ologboni, Sherman Booth, a Wisconsin radical, rallied abolitionists to break open the jail and help Glover escape to Canada. Nsoroma said he will paint a mural of Glover treading through a river while being chased on one side by a man on horseback and on the other by a man with hounds.

The other mural will show Caroline Quarles, a 16-year-old runaway slave from St. Louis who crossed Fond du Lac Avenue in a barrel on a wagon. She will be depicted with a freedom quilt wrapped around her that leads into a barrel and a figure representing Samuel "Deacon" Brown welcoming her to his farm. The other side of the mural will feature a map showing her path through Illinois, Wisconsin and Michigan into Canada. Bahaudeen said the artwork will start going up as soon as the bridges are finished in November 2006.

Norris said Milwaukee's Historic Third Ward, the local Hmong community, the Hispanic community, Wisconsin Avenue and others also will have their own themes depicted in the artwork. "As locals and travelers come through Wisconsin, they will get a sense of what they are traveling through," Norris said. "The Marquette Interchange is creating the capacity for entrepreneurs to build. This is where art and technology merge and the result can be a very wonderful product that can grow in popularity around the country. It is a good launching position for further development in each area, and we are all really excited to see how it turns out."

May 14, 2004 Small Business Times, Milwaukee, By Elizabeth Geldermann of SBT



## Wisconsin Department of Transportation

[www.dot.wisconsin.gov](http://www.dot.wisconsin.gov)

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May 28, 2004

The Honorable Suzanne Jeskewitz  
Wisconsin State Representative  
314 North, State Capitol  
Madison, WI 53708-8952

Dear Representative Jeskewitz:

This letter is pursuant to a conversation I had recently with your office regarding the Community Sensitive Design for the Marquette Interchange project.

The Wisconsin Department of Transportation policy is to use a "Community Sensitive Design" (CSD) approach to enhance excellence in transportation development and resulting solutions. The goal of CSD is to create facilities that are pleasing to both the users and neighboring communities, as well as stand the test of time. The CSD process can focus on major design issues, such as the location and configuration of a highway or interchange. More typically, and in the case of the Marquette Interchange, the CSD process has been focused on aesthetically blending the interchange within the context of the adjoining Milwaukee neighborhoods and better serving pedestrians.

The Federal Highway Administration does not require CSD, but believes it is the right way to do business. FHWA feels it develops a better project by helping the community in selecting the best solution.

The Marquette Interchange project, located in the heart of downtown Milwaukee, is the city's single-largest architectural element. In the preliminary design phase of the project, a community-based CSD task force was formed (see attachment organization chart). The CSD task force included North Side and Central neighborhood committees and an Advisory Committee. These committees met several times and provided feedback in areas such as perceived physical barriers posed by the freeway, pedestrian gateways, community history and focal points.

Throughout the CSD process, the project team focused the community input on "sculpting the bones" of the project -- the "bones" being the fundamental infrastructure: bridge piers and parapets, retaining wall surfaces, lighting, signs, fencing, pedestrian sidewalks and roadway medians. The attached artist's renderings represent the CSD treatments being included in the design and construction of the Marquette Interchange, including:

- Uniquely shaped bridge piers and parapets (barriers)
- Patterned retaining wall surfaces
- Decorative fencing along pedestrian sidewalks
- Attractive pedestrian lighting consistent with the City of Milwaukee's design
- Concrete sign supports at selected locations
- Colored patterned concrete medians at selected locations



- Concrete staining

Community input resulted in the following pedestrian accommodations:

- Completion of the Riverwalk under I-794, linking downtown with the Historic Third Ward
- Wider sidewalks to safely accommodate Marquette University students crossing the Wisconsin Avenue bridge over I-43
- Sidewalk links from Fond du Lac Avenue to 12<sup>th</sup> Street to safely route pedestrians around the interchange area
- Sidewalk and crosswalk treatments along 5<sup>th</sup> Street to enhance the growing pedestrian traffic between downtown and the future "multi-modal" center (current Amtrak Station)

The North Side community group brought to light the historic significance of the Fond du Lac Avenue and Walnut Street areas. Fond du Lac Avenue was a primary route for blacks fleeing southern slavery, with this route known as the Underground Railroad. In recognition of this historic significance, three-dimensional murals will be placed on the bridge abutment walls along Fond du Lac Avenue where I-43 passes overhead (see attachment). An informational bronze plaque will also be placed in the abutment wall.

Walnut Street was the primary arterial through Bronzeville, which in the early- to mid-1900's was the heart of the African-American business and social community. To celebrate this rich history, concrete pylasters with informational bronze plaques will be placed at all four bridge corners. Surrounding each of these pylasters will be four metal "adinkra" symbols of African heritage, which will be placed in the fencing. In addition, about 72 ceramic tiles will be placed in the bridge parapet facing the sidewalks on both sides of the bridge. The ceramic tiles will be colorful symbols designed by selected Milwaukee middle school art students.

The overall program budget for the Marquette Interchange was reduced from \$890 million to \$810 million under a cost-savings plan spearheaded by Governor Doyle's administration. Total construction costs represent approximately \$600 million of the current \$810 million program budget. The cost-savings plan reduced the project's CSD construction budget from \$25 million to \$21.3 million. The \$21.3 million CSD budget now represents 3.6% of the \$600 million construction budget, which is in line with the current Department policy of budgeting up to 5% of the project construction estimate for CSD purposes.

We believe the CSD consensus we've reached with the stakeholders of Milwaukee is an effective solution that meets the Department's goal of creating a facility that will be pleasing to both freeway users and the adjoining Milwaukee neighborhoods -- and will stand the test of time.

We share your interest in containing costs on transportation construction projects, and the Department appreciates your willingness, along with Senator Roessler's, in working cooperatively with us during the past legislative session on implementing additional oversight of construction projects. As you know, Secretary Busalacchi is committed to


Representative Suzanne Jeskewitz

May 28, 2004

Page 3 of 3

this effort and has already implemented many of the oversight mechanisms that you and Senator Roessler worked hard to implement. Thanks again for your leadership on this matter. Please feel free to contact me at any time with questions or comments.

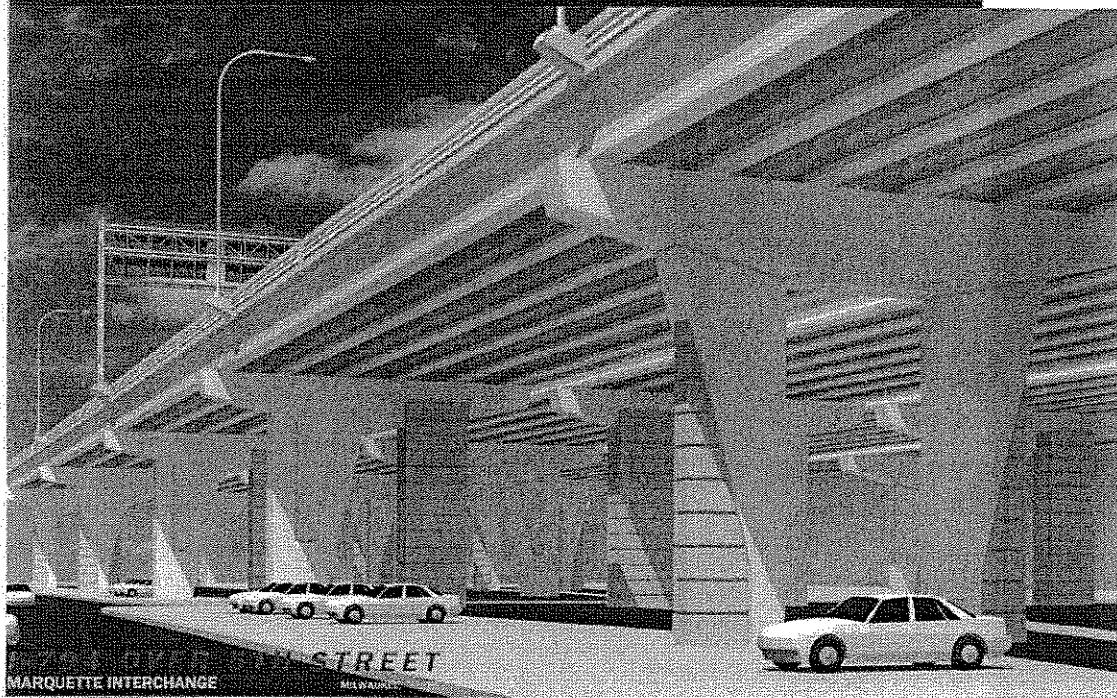
Sincerely,

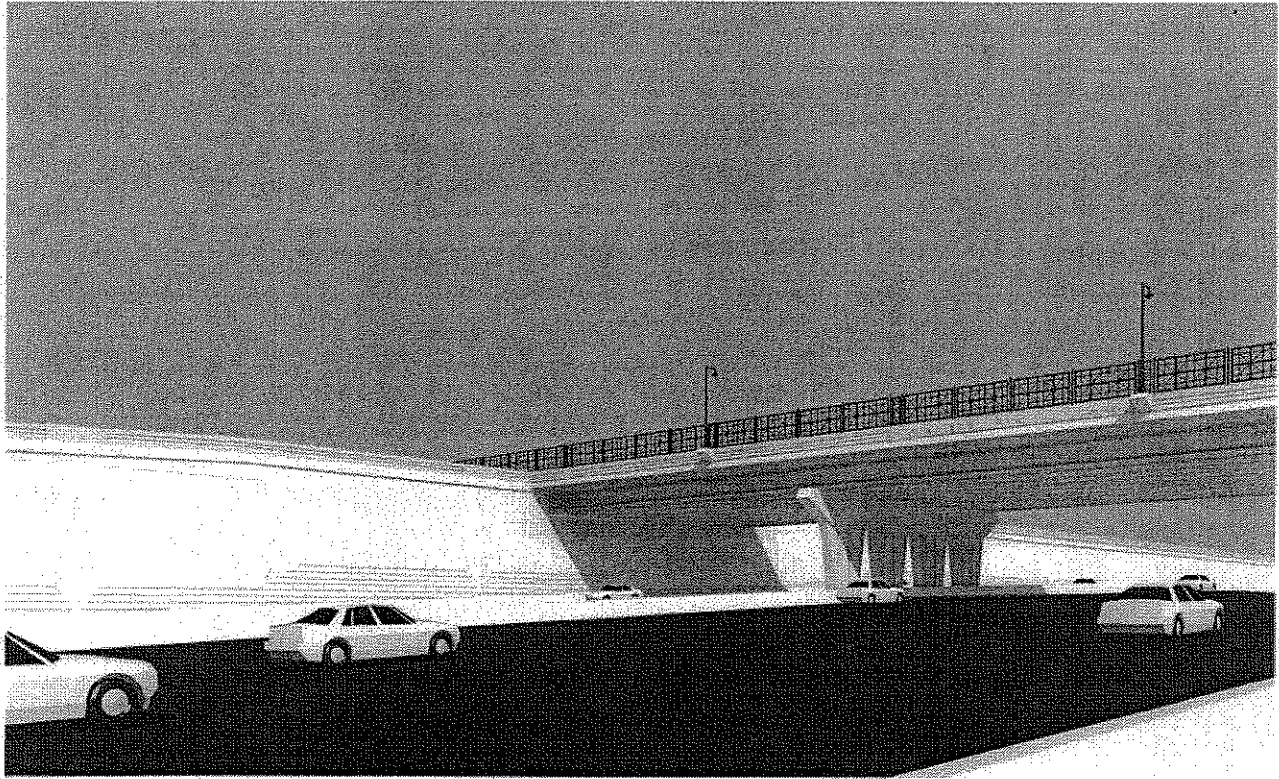
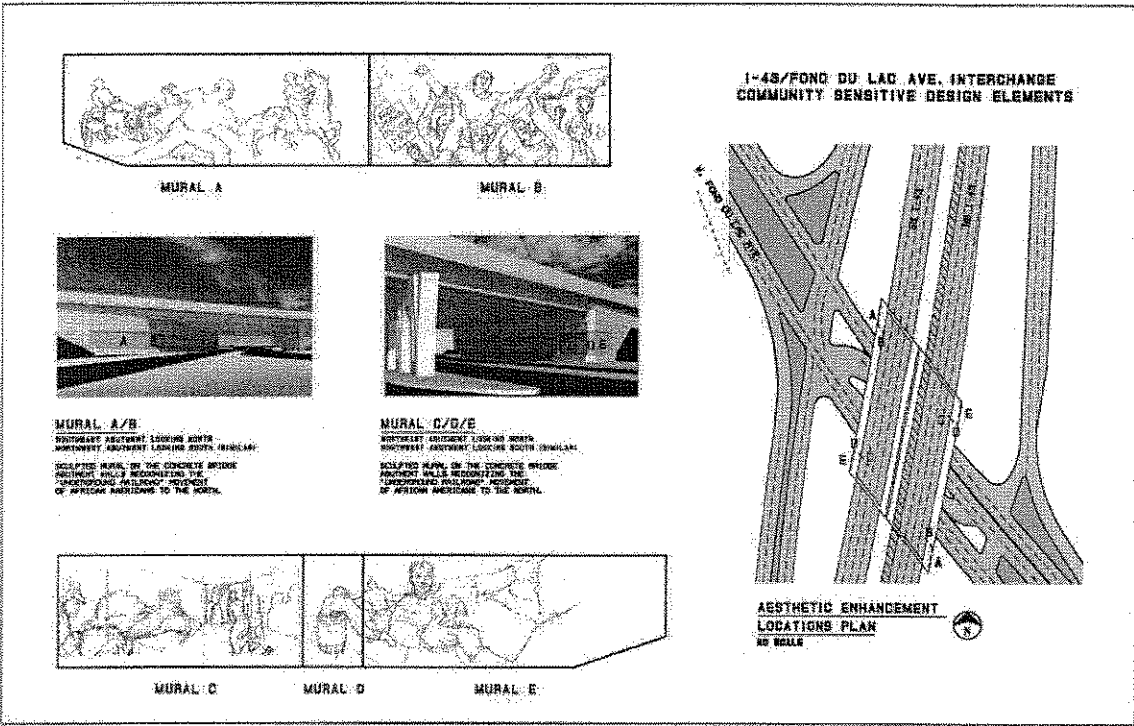
A handwritten signature in cursive script that reads "Randy Romanski".

Randall J. Romanski  
Executive Assistant

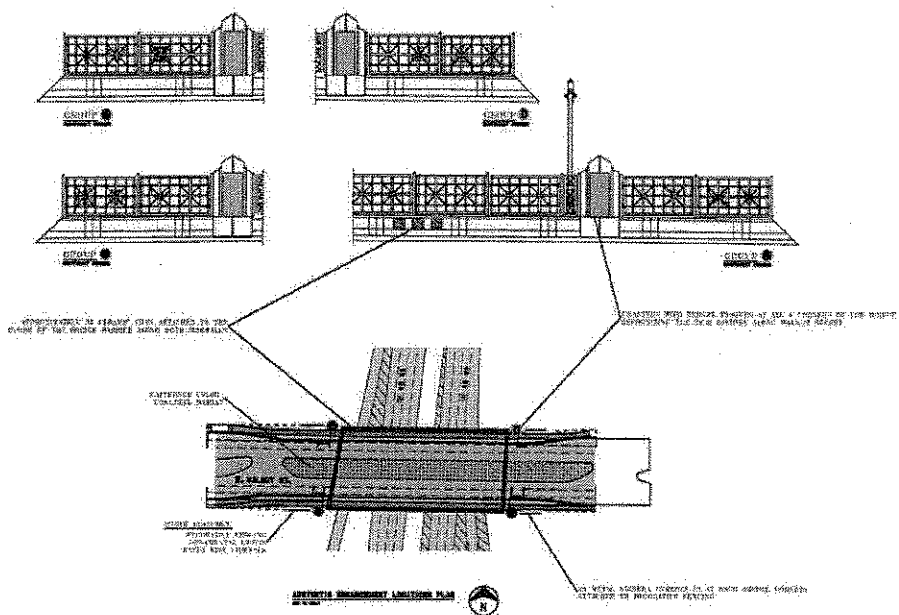
Attachments

cc: Secretary Busalacchi  
Deputy Secretary Anthony  
District 2 Director Les Fafard





**WALNUT STREET BRIDGE COMMUNITY SENSITIVE DESIGN ELEMENTS**



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chart.pdf"



## Wisconsin Department of Transportation

[www.dot.wisconsin.gov](http://www.dot.wisconsin.gov)

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June 1, 2004

The Honorable Carol Roessler, Co-chair  
Joint Legislative Audit Committee  
Room 8 South, State Capitol  
P. O. Box 7882  
Madison, WI 53707-7882

The Honorable Suzanne Jeskewitz, Co-Chair  
Joint Legislative Audit Committee  
Room 314 North, State Capitol  
P. O. Box 8952  
Madison, WI 53708-8952

Dear Senator Roessler and Representative Jeskewitz:

In my November 17, 2003, letter to State Auditor Mueller and in my testimony before your committee in January 2004, the Department of Transportation made a commitment to report on the Department's progress in implementing the audit recommendations. Below, is a brief summary of the Department's effort to this date.

### Real Estate

The audit recommended the Department track the number of acres and the cost of all real estate purchased for each major highway project because of concerns over the increasing cost of real estate for highway projects.

In response, the Department has developed a method to identify the land needed for a highway project and its cost for construction projects which began in FY 2002 or later. In line with the project status and cost reporting requirements in 2003 Wisconsin Act 217, an initial report on the real estate purchased for each major highway project will be available by February 2005.

### Improved Reporting

The report noted that the Department's record-keeping system makes it difficult to analyze expenditures for individual major highway projects. Existing processes compromise the Department's ability to consistently compile total project cost information for major highway projects. To address this issue, the Department is developing a process to enable accurate accounting and reporting of detailed project cost information for projects which may take several years to study, design, and construct.

As a result, the Department is developing a report which will contain more comprehensive information on the cost of a major highway project as well as identifying the reasons why the cost of the project has changed. This information will enhance the decision-making process of the Transportation Projects Commission (TPC) and the Legislature as it reviews the financial status of the major highway program. An initial report on the financial status of the major highway program will be available by February 2005 as required by 2003 Wisconsin Act 217.

### Environmental Costs

State and federal laws require the Department to avoid, minimize, and mitigate harmful environmental effects caused by transportation projects. The Audit Bureau concluded that the DOT does not adequately track environmental expenditures which makes it difficult to assess overall trends or the effects of environmental laws on transportation projects. Some construction contractors believe that the environmental cost information provided by the Department excludes a significant amount of compliance-related costs that they incur.

As a result, the Audit Bureau made the following two recommendations:

- 1) DOT should track its overall and per project environmental expenditures, including those incurred by its own staff, consultants, and construction contractors; and,
- 2) DOT should develop policies specifying that all project costs be included in the project costs estimates that are presented in its environmental documents.

The Department is pursuing a phased approach to improving its environmental cost accounting. The first phase is to develop an approach for closing the expenditure information gap identified in the audit report and to identify the time needed and cost of combining these pieces into a system for testing.

The Department has divided this environmental cost accounting task into three separate work groups, one related to design and two related to construction costs.

- 1) The design related group is reviewing the activity codes employed to capture the state staff or consultant related project costs associated with completing environmental assessments (EA) and environmental impact statements (EIS).
- 2) One of the two construction work groups is documenting and instituting a method for isolating and tracking the construction contract bid item costs on both a per project and statewide basis.
- 3) Using the products of the above group, a second construction related group composed of both state agency representatives and construction contracting industry representative will identify industry related environmental costs associated with construction projects.

The results of these work groups will be compiled into a prototype system. This pilot system could begin to be tested as early as FY 2006. Interim results may be available in FY 2007.

As noted, the Department will need to work with the contracting industry to understand the costs incurred by contractors as they work on highway projects. To recover their costs and make a profit, a highway contractor's bid prices must support a firm's outlay for supplies, labor, equipment, and overhead. A highway contractor's bid prices are as unique as the individual business decisions each firm makes. They are a direct reflection of a firm's competitive position and they can indicate when and where a firm is at an advantage or disadvantage.

Contractors are very protective of this information and guarded in any discussion about their costs of operation. This presents a general obstacle to the Department in engaging the industry

Senator Roessler and Representative Jeskewitz  
June 1, 2004  
Page 3 of 3

in open discussions relative to their environmental related cost of operations as well as a specific challenge in protecting the confidentiality of an individual firm's financial information.

The stated need for supporting documentation to verify these environmental expenditures is complicated by both the competitive nature of the highway contracting industry and the practical limits associated with the Department's existing project level staffing constraints. Methods for incorporating and documenting individual contracting firm's environmental costs will be formulated. Different methods will be evaluated which address the confidentiality issues, as well as the contractor and DOT staff effort required.

**Major Project Alternatives: EIS Preparation**

The Audit Bureau identified concerns with the project cost information included in Environmental Impact Statements (EIS) prepared for major highway projects by Department staff and consultants. Because cost estimates are not calculated in a standardized or comprehensive manner, it makes it difficult to compare costs among different projects as well as to track changes to an individual project's overall cost.

To place all candidate and subsequently enumerated major projects on an equal footing, the Department needs to specify the types of costs to include in the project presented in its environmental document. Department staff are reviewing the current techniques used by staff to estimate project costs. The next step will be to establish a comprehensive set of the cost categories needed for a comprehensive cost estimate. The Department expects to provide guidance to its staff and consultants on the costs to include in environmental documents early in 2005.

I hope you found this information useful in reviewing the Department's progress in implementing the audit recommendations. I look forward to providing additional information on the Department's efforts when I testify before your committee later this summer. If the Department can provide any other information, please feel free to call me.

Sincerely,



Frank J. Busalacchi  
Secretary

cc: Members of the Joint Legislative Audit Committee  
Ms. Janice Mueller, State Auditor  
Ruben L. Anthony, Jr., Deputy Secretary  
Randall J. Romanski, Executive Assistant



**Asbjornson, Karen**

---

**From:** Matthews, Pam  
**Sent:** Monday, June 14, 2004 11:17 AM  
**To:** Asbjornson, Karen; Chrisman, James; Shannon, Pam; Dyck, Jon  
**Subject:** FW: Marquette Interchange Project CSD Costs



EE040527CSD Cost  
for OC.xls

FYI...

Pamela B. Matthews  
Research Assistant  
Office of Representative Sue Jeskewitz  
24th Assembly District

Office: 608-266-3796  
Toll Free: 888-539-0024  
Pam.Matthews@legis.state.wi.us

-----Original Message-----

**From:** Handrick, Diane  
**Sent:** Monday, June 14, 2004 10:04 AM  
**To:** Matthews, Pam  
**Subject:** FW: Marquette Interchange Project CSD Costs

Delet if you already saw this.

-----Original Message-----

**From:** DOT-DTD2 Director's Office [mailto:d2director.dtd@dot.state.wi.us]  
**Sent:** Friday, June 11, 2004 2:11 PM  
**To:** Jeskewitz, Suzanne  
**Cc:** Romanski, Randy; Klein, Rose  
**Subject:** Marquette Interchange Project CSD Costs

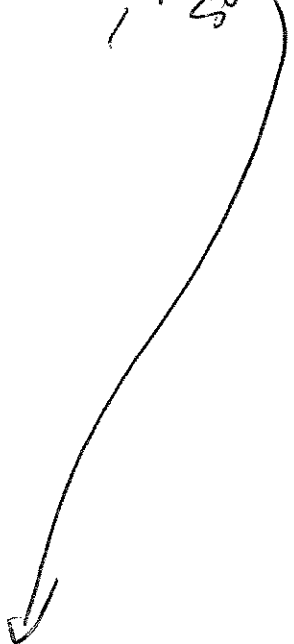
Rep. Jeskewitz:

Randy Romanski, Executive Assistant to the Secretary of WisDOT, asked me to respond to your request for additional information about the costs of Community Sensitive Design (CSD) items of work on the Marquette Interchange Project.

Attached is a spreadsheet showing the estimated costs of the various items of work associated with Community Sensitive Design (CSD). It includes categories for bridges, retaining walls, sign bridges, staining, decorative fence, lighting, river walk, cross streets, landscaping, special pavement, and artist enhancements.

If you need any additional information or have questions relating to the information already received,

*fyi - not sure if you saw*



you may contact me directly by telephone or email.

Don Reinbold  
Director, Marquette Interchange Team  
WisDOT

Telephone: (262) 548-8448  
email: Donald.reinbold@dot.state.wi.us



**Monarque Interchange**  
**CSD Components**  
**Upgrade costs**  
 May 21, 2001

ITEM	QUANTITY	UNIT	UNIT COST PREMIUM	CSD PREMIUM COST	SUBTOTAL (ROUNDED)	COMMENTS
1 Bridges						
1 Extra concrete foundations	2,296	CY	\$200	\$459,200		
2 Extra concrete piles and columns	1,022	CY	\$200	\$204,400		
3 Extra 150' x 100' piles for increased dead load	109	Each	\$1,500	\$163,500		
4 Extra reinforcement in piles, columns & slab	2,983,475	lb	\$0.60	\$1,789,085		
5 Additional framing steel	42,560	CY	\$25	\$1,064,000	\$7,746,908	
6 Reinforcing walls, column footings	424,500	SF	\$2	\$849,000	\$65,000	Pierces and panel facing premium for architectural aesthetics
7 Sign bridges - full bridge	21	Each	\$41,200	\$865,200		Includes railing and form finish
8 Sign bridges - cantilever	19	Each	\$15,000	\$285,000		
9 Sign bridges - bollards	7	Each	\$12,400	\$86,800	\$79,000	
10 Concrete shafting - superstructure	1,096,537	SF	\$3 to \$3	\$3,289,611		\$2.17' below 50' net elevations, \$5.17' above
11 Concrete shafting - substructure	682,343	SF	\$2 to \$3	\$1,364,686		\$2.17' below 50' net elevations, \$3.17' above
12 Concrete shafting - remaining walls	478,569	SF	\$2	\$957,138	\$4,731,000	
13 Decorative fence - bridge	4,484	LF	\$210	\$941,640		6' High Incurable fence
14 Decorative fence - wall	2,729	LF	\$140	\$382,060		13' High Incurable fence on 24' property, 3' yield
15 Decorative fence - ground mounted	1,258	LF	\$20	\$25,160	\$3,119,000	6' High Incurable fence
16 Lighting on balustrade (lamp light)	89	Each	\$1,000	\$89,000		50' spacing on bridge
17 Up-lighting at gateway pier	18	Each	\$1,800	\$32,400		50' and 10' spacing
18 Lighting on front access (strip light)	240	Each	\$3,000	\$720,000		100' spacing / 2 sides of road
19 Pedestrian light and pole	30	Each	\$5,500	\$1,650,000	\$1,026,200	Monogram (C) (b) (6) (c) (d) (e) (f) (g) (h) (i) (j) (k) (l) (m) (n) (o) (p) (q) (r) (s) (t) (u) (v) (w) (x) (y) (z) (aa) (ab) (ac) (ad) (ae) (af) (ag) (ah) (ai) (aj) (ak) (al) (am) (an) (ao) (ap) (aq) (ar) (as) (at) (au) (av) (aw) (ax) (ay) (az) (ba) (bb) (bc) (bd) (be) (bf) (bg) (bh) (bi) (bj) (bk) (bl) (bm) (bn) (bo) (bp) (bq) (br) (bs) (bt) (bu) (bv) (bw) (bx) (by) (bz) (ca) (cb) (cc) (cd) (ce) (cf) (cg) (ch) (ci) (cj) (ck) (cl) (cm) (cn) (co) (cp) (cq) (cr) (cs) (ct) (cu) (cv) (cw) (cx) (cy) (cz) (da) (db) (dc) (dd) (de) (df) (dg) (dh) (di) (dj) (dk) (dl) (dm) (dn) (do) (dp) (dq) (dr) (ds) (dt) (du) (dv) (dw) (dx) (dy) (dz) (ea) (eb) (ec) (ed) (ee) (ef) (eg) (eh) (ei) (ej) (ek) (el) (em) (en) (eo) (ep) (eq) (er) (es) (et) (eu) (ev) (ew) (ex) (ey) (ez) (fa) (fb) (fc) (fd) (fe) (ff) (fg) (fh) (fi) (fj) (fk) (fl) (fm) (fn) (fo) (fp) (fq) (fr) (fs) (ft) (fu) (fv) (fw) (fx) (fy) (fz) (ga) (gb) (gc) (gd) (ge) (gf) (gg) (gh) (gi) (gj) (gk) (gl) (gm) (gn) (go) (gp) (gq) (gr) (gs) (gt) (gu) (gv) (gw) (gx) (gy) (gz) (ha) (hb) (hc) (hd) (he) (hf) (hg) (hh) (hi) (hj) (hk) (hl) (hm) (hn) (ho) (hp) (hq) (hr) (hs) (ht) (hu) (hv) (hw) (hx) (hy) (hz) (ia) (ib) (ic) (id) (ie) (if) (ig) (ih) (ii) (ij) (ik) (il) (im) (in) (io) (ip) (iq) (ir) (is) (it) (iu) (iv) (iw) (ix) (iy) (iz) (ja) (jb) (jc) (jd) (je) (jf) (jg) (jh) (ji) (jj) (jk) (jl) (jm) (jn) (jo) (jp) (jq) (jr) (js) (jt) (ju) (jv) (jw) (jx) (jy) (jz) (ka) (kb) (kc) (kd) (ke) (kf) (kg) (kh) (ki) (kj) (kk) (kl) (km) (kn) (ko) (kp) (kq) (kr) (ks) (kt) (ku) (kv) (kw) (kx) (ky) (kz) (la) (lb) (lc) (ld) (le) (lf) (lg) (lh) (li) (lj) (lk) (ll) (lm) (ln) (lo) (lp) (lq) (lr) (ls) (lt) (lu) (lv) (lw) (lx) (ly) (lz) (ma) (mb) (mc) (md) (me) (mf) (mg) (mh) (mi) (mj) (mk) (ml) (mm) (mn) (mo) (mp) (mq) (mr) (ms) (mt) (mu) (mv) (mw) (mx) (my) (mz) (na) (nb) (nc) (nd) (ne) (nf) (ng) (nh) (ni) (nj) (nk) (nl) (nm) (nn) (no) (np) (nq) (nr) (ns) (nt) (nu) (nv) (nw) (nx) (ny) (nz) (oa) (ob) (oc) (od) (oe) (of) (og) (oh) (oi) (oj) (ok) (ol) (om) (on) (oo) (op) (oq) (or) (os) (ot) (ou) (ov) (ow) (ox) (oy) (oz) (pa) (pb) (pc) (pd) (pe) (pf) (pg) (ph) (pi) (pj) (pk) (pl) (pm) (pn) (po) (pp) (pq) (pr) (ps) (pt) (pu) (pv) (pw) (px) (py) (pz) (qa) (qb) (qc) (qd) (qe) (qf) (qg) (qh) (qi) (qj) (qk) (ql) (qm) (qn) (qo) (qp) (qq) (qr) (qs) (qt) (qu) (qv) (qw) (qx) (qy) (qz) (ra) (rb) (rc) (rd) (re) (rf) (rg) (rh) (ri) (rj) (rk) (rl) (rm) (rn) (ro) (rp) (rq) (rr) (rs) (rt) (ru) (rv) (rw) (rx) (ry) (rz) (sa) (sb) (sc) (sd) (se) (sf) (sg) (sh) (si) (sj) (sk) (sl) (sm) (sn) (so) (sp) (sq) (sr) (ss) (st) (su) (sv) (sw) (sx) (sy) (sz) (ta) (tb) (tc) (td) (te) (tf) (tg) (th) (ti) (tj) (tk) (tl) (tm) (tn) (to) (tp) (tq) (tr) (ts) (tt) (tu) (tv) (tw) (tx) (ty) (tz) (ua) (ub) (uc) (ud) (ue) (uf) (ug) (uh) (ui) (uj) (uk) (ul) (um) (un) (uo) (up) (uq) (ur) (us) (ut) (uu) (uv) (uw) (ux) (uy) (uz) (va) (vb) (vc) (vd) (ve) (vf) (vg) (vh) (vi) (vj) (vk) (vl) (vm) (vn) (vo) (vp) (vq) (vr) (vs) (vt) (vu) (vv) (vw) (vx) (vy) (vz) (wa) (wb) (wc) (wd) (we) (wf) (wg) (wh) (wi) (wj) (wk) (wl) (wm) (wn) (wo) (wp) (wq) (wr) (ws) (wt) (wu) (wv) (ww) (wx) (wy) (wz) (xa) (xb) (xc) (xd) (xe) (xf) (xg) (xh) (xi) (xj) (xk) (xl) (xm) (xn) (xo) (xp) (xq) (xr) (xs) (xt) (xu) (xv) (xw) (xx) (xy) (xz) (ya) (yb) (yc) (yd) (ye) (yf) (yg) (yh) (yi) (yj) (yk) (yl) (ym) (yn) (yo) (yp) (yq) (yr) (ys) (yt) (yu) (yv) (yw) (yx) (yz) (za) (zb) (zc) (zd) (ze) (zf) (zg) (zh) (zi) (zj) (zk) (zl) (zm) (zn) (zo) (zp) (zq) (zr) (zs) (zt) (zu) (zv) (zw) (zx) (zy) (zz)

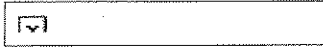
**NOTE:**  
 1) Does not include enhancements for parking lots under 175' and the core area, previously included at a cost of \$17.74  
 2) Values shown do not include bridge costs.  
 3) Premium costs are listed in excess of standard item costs.

**Asbjornson, Karen**

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**From:** Soucie & Associates [SoucieAssociates@msn.com]  
**Sent:** Tuesday, June 15, 2004 11:38 PM  
**Subject:** Editorial: Highway funding problems getting needed attention

[Click here for June 22nd Summit info and to register](#)



Posted June 15, 2004

## **Editorial: Highway funding problems getting needed attention**

Drivers can handle a bump in the road. Too many bumps, and people complain. The state's highway funding issues are like that. So many people are getting conversant, there's a major conference planned later this month.

The Wisconsin Transportation Finance Summit Tuesday, June 22, in Milwaukee will look at ways to build highways other than by property taxes. Its chief organizer, consultant Kevin Soucie, stumps for an idea to have contractors build highways and then charge tolls in a concession agreement with the state. He has other ideas, too, but that's the main one.

Tollways or not, it's very significant that private interests have highway spending on their radar scopes. One of the sponsors is the Oshkosh Chamber of Commerce. It shows that more people are seeing the dangers in a state highway system that builds more than it can afford, in a state that has problems managing its finances.

Much work on the issue already has been done by state Sen. Carol Roessler, R-Oshkosh. As co-chairwoman with state Rep. Susan Jeskewicz of the Joint Legislative Audit Committee, the panel has been monitoring spending by the state Department of Transportation.

The state DOT got a knuckle rap for major highway cost overruns, including new U.S. 45 in Winnebago County. Gov. Jim Doyle in April signed Act 217 into law, ordering the Joint Audit Committee to investigate DOT spending habits. Committee changes won't be recommendations. They'll become policy. That

means that what they decide will become law.

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These include better reporting of real estate values for highway projects. A review committee will have to approve project changes suggested by cities and citizens. That's important because the DOT had the audacity to blame about \$30 million in U.S. 45 cost overruns on suggestions from local people here in Winnebago County.

There will be requirements by an internal DOT committee for change orders of more than \$500,000 and further requirements to keep environmental recommendations within reason.

These are major steps toward being more responsible with the public tax dollar that pays for these projects. DOT officials are said to be cooperative with Roessler's panel. That's important, too.

When Roessler's audit is done this summer, she should tackle the next case of necessary reform in Wisconsin. The state should repeal its automatic gas tax increase. Right now, it is taxation without representation as a tax increase that is foisted on the people every April 1 whether they want it or not. Given the past history of DOT to blow several years' worth of increases on project overruns, it only stands to reason that the state DOT should end it now.

Is this a drastic measure? No. Remember, more people are developing an interest in highway funding issues enough to hold a major conference this month. To be conversant about highway funding solutions, they have to know the problems.

And once they understand those, the calls for accountability will become the norm in Wisconsin instead of exceptional as they are with Roessler and Jeskewicz.

**The Final Thought:** A statewide transportation summit shows there's growing interest in the ways that Wisconsin can do

better in accounting for its highway spending dollars.

**Asbjornson, Karen**

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**From:** Soucie & Associates [SoucieAssociates@msn.com]

**Sent:** Wednesday, June 16, 2004 1:01 AM

**Subject:** Editorial: On second thought, tolls aren't so bad

[Click here for June 22nd Summit info and to register](#)



Tue, Jun 15, 2004

## On second thought, tolls aren't so bad

If you say the words, "toll roads," to many Wisconsinites, they go into anaphylactic shock.

Even to drivers who aren't deathly allergic to paying to use a highway, tolls are a costly nuisance - all that stopping and pitching quarters and dimes, up to 95 cents at a crack, into those funnel-shaped thingies.

Toll roads are so ... Illinois.

But toll roads will be one of the topics that comes up with a Marshfield Area Chamber of Commerce and Industry-backed statewide summit on paying for transportation improvements convenes a week from today in Milwaukee.

Gov. Jim Doyle vows there won't be a tollway in Wisconsin as long as he's governor. Road builders say they want it to be part of the possible mix of money sources.

But of course.

No Wisconsin governor is going to get re-elected with an "I brought you toll roads" record. Road builders just want to keep building roads, and the funds are running short.

A 21-year highway plan approved by the Department of Transportation in 2000 will cost \$20.4 billion - \$5.1 billion more than estimated gasoline taxes, license fees and federal aid.

The Marquette Interchange will cost \$810 million, part of a \$5.4 billion Milwaukee-area freeway reconstruction plan. Make that \$6.2 billion if a Southeastern Wisconsin Regional Planning Commission version gets built.

So when the state comes up \$5.1 billion to \$5.9 billion shy, talk turns to toll roads.

Kevin Soucie, a former legislator and current transportation consultant, envisions electronic toll roads. Transponders on cars and trucks would let computers calculate tolls and send out bills.

Soucie talks of a public-private partnership, with entrepreneurs putting up cash to construct tollways in return for a cut of the cash.

Tolls on the Marquette Interchange "would become the model for at the very least the rest of the Southeast Wisconsin system," Soucie says.

It's the "at the very least" part that gives drivers in central Wisconsin the jitters. If the Milwaukee area wants toll roads, that's their business, similar to the stadium tax paid only in southeastern counties to support Miller Park.

But a \$97 million Highway 10 freeway between Marshfield and Stevens Point - Marshfield's first four-lane connection to the world - is also in that 21-year plan.

U.S. Rep. Dave Obey, D-Wausau, got \$20 million into the federal highway funding bill to give the Highway 10 project a boost, but can we get the other \$77 million from traditional sources - or is there a toll road in our future?

It might seem odd that MACCI is an organizational sponsor of a highway funding summit in Milwaukee, but what happens there will surely affect highways in the Marshfield area. Our voice needs to be heard.

Maybe tollways make sense on the Marquette Interchange or the web of interstate highways connecting Beloit, Kenosha, Madison and Milwaukee, but not on highways in rural and small urban areas. They wouldn't be moneymakers for investors.

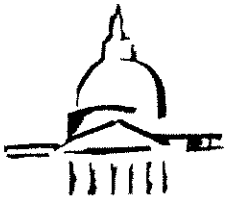
It's estimated that 40 percent of the revenue on the Illinois Tollway comes from Wisconsin-registered vehicles. Wisconsin's highway funding gap over the next two decades will be about \$1,000 for every Wisconsin resident, and growing. If we can get 40 percent of the \$5.4 billion to \$6.2 billion needed for Southeast Wisconsin highways from Illinoisans, that's \$2.16 billion to \$2.48 billion. And that'd cut Wisconsin residents' gap payments by up to half. If there's private investors, too, maybe the chasm gets bridged.

Suddenly, toll roads seem less shocking. It's almost like the Golden Rule, revised ever so slightly: Do unto Illinois what Illinois has always done unto us.

"I advocate tolling," Soucie says.

That could be a tough sell to commuters around Milwaukee, but here in Marshfield, it has a certain appeal.





# JOHN AINSWORTH

STATE REPRESENTATIVE • 6<sup>TH</sup> ASSEMBLY DISTRICT

CHAIRMAN:

COMMITTEE ON TRANSPORTATION

JUN 17 2004

June 16, 2004

Senator Carol Roessler, Co-Chair  
Joint Legislative Audit Committee  
Room 8 South – State Capitol  
Madison, Wisconsin 53707

Representative Sue Jeskewitz, Co-Chair  
Joint Legislative Audit Committee  
Room 314 North – State Capitol  
Madison, Wisconsin 53708

In Re: Audit Request

Dear Co-Chair Roessler and Co-Chair Jeskewitz:

I would like to formally request the Joint Legislative Audit Committee to conduct a complete audit of all Department of Transportation holdings of excess land. Specifically, the review should include the following items:

1. Dates of acquisition – number of parcels acquired during specific time periods.
2. Recent (since last audit) trends in number of parcels held.
3. Estimated fiscal effect of holding property longer than required to complete sale.
4. Uniformity of sale procedure (or lack thereof) including regular re-appraisal, deviation from appraised price, etc.
5. Cost of time and effort spent by DOT handling its own sales and comparison to generally accepted percentage of sale paid to private real estate agent.

Your consideration of my request is appreciated.

Sincerely,

John Ainsworth, Chair  
Assembly Committee on Transportation

JA/cr

# 10:00 DOT MAJOR HIGHWAYS – SEC. BUSALACCHI

- January 26, 2004 hearing held on the Major Highway Program
- February 26, 2004 hearing held on AB 893/SB 478
  - AB 893 is now WI Act 217 (March passed both houses/April Gov signed into law)
- February 19, 2004 sent letter to Sec. Busalacchi thanking him for his testimony on January 26, acknowledged receipt of the value engineering study report, and asks the Department testify before the committee this summer.
- June 1, 2004 DOT letter – won't be able to track real estate costs for each major highway till February 2005. November 2003 report – why take more than a year to track real estate costs and come up with that data? More comprehensive reporting to TPC February 2005. All actual and estimated costs – why the more qualifier. Concern that all cost information – does more mean more than now or all?
- August 11, 2004 we asked Sec. Busalacchi to testify before the committee today to:
  - Discuss their **change management system** that will review and track project costs on an on-going basis during highway design and construction
  - Discuss **value engineering study and environmental costs to track**
  - Implementation status of **other recommendations** from the Legislative Audit Bureau (**LAB**) report
  - Respond to concerns raised in the audit requests from Rep. Ainsworth and Citizens Allied for Sane Highways:

- **Rep. Ainsworth - audit of DOT holdings of excess land**
- **Citizens Allied for Sane Highways - audit the Marquette Interchange contracting process**

Welcome Sec. Busalacchi

## Questions:

- Why take more than a year to track real estate costs and come up with that data?
- Will all costs be provided to the TPC in February 2005 (as the act states)?
- **Environmental costs** – know its a difficult process. It will need until fiscal year 2006 and fiscal year 2007 to provide information. That is a long time.. could be June 2007 – what is the current status of the department to track the costs? What action taken since June to start the pilot system creation? What are some measurable targets? Does DOT ultimately think they will be able to track the environmental costs?
- Give me internet address out there yet? Has TPC met since bill enacted?

In his invitation letter to speak to

Feb 2005  
CASH. we agreed on

Project ready to testify in June  
1999 audit & audit

TPC met?  
meeting

Simpler Project  
Tracks trends in low costs

Oshkosh Northwestern June 15, 2004

## EDITORIAL

# Highway funding problems getting needed attention

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**1000 FRIENDS  
OF WISCONSIN**

# WISCONSIN LANDSCAPES

Perfecting the Places We Live  
to Protect the Places We Don't

Volume 8, Number 1  
Summer 2004

## TRANSPORTATION REFORM MOST SIGNIFICANT REFORM ENACTED!

In a major victory for citizens and their pocketbooks, the Legislature and the Governor worked together over the last few months to pass the most significant piece of transportation fiscal reform in recent years.



### The Need for an Audit

For years, citizens and various public interest groups have questioned the state's spending on highway expansion projects. In February 2003, Senator Carol Roessler (R-Oshkosh) and Representative Suzanne Jeskewitz (R-Menomonee Falls), co-chairs of the Legislature's Joint Committee on Audits, led their committee to request a Legislative Audit Bureau investigation of the Major Highway Projects program.

As one of the first groups invited to give input to the Legislative Audit Bureau, 1000 Friends of Wisconsin focused on sharing with the Legislative Audit Bureau the findings of our March 2003 legislative briefing booklet, *Exceeding the Limit: WisDOT and Transportation Financing in Wisconsin*. The request for an audit could not have been better timed since one of the key findings in the booklet was that, historically, there has been a lack of transparency in how WisDOT spends state funds.

1000 Friends of Wisconsin concluded that the lack of access to information inhibits the public's ability to understand how its tax dollars are being spent and that an audit of WisDOT was needed. Additional findings in the briefing booklet that were relevant to the audit included indications 1) that spending on Major Highway Projects was out-of-control, particularly in relation to spending on repair and maintenance work, and 2) that the approval process for Major Highway Projects, generally a proxy for highway expansion, amounted to little more than a rubber-stamp.

(Continued on page 3)

## WHY SMART GROWTH IS GOOD FOR DEMOCRACY

Almost 55 years ago, the "father of wildlife conservation," and the grandfather of today's environmental movement, Aldo Leopold wrote an essay entitled, "The Land Ethic." In this essay, which has arguably had more impact on the environmental movement than any other single document, Leopold expresses frustration at our society's treatment of the land, on which we so deeply depend for our existence, both actual and spiritual.

Leopold delves into the nature of ethics and ethical decision-making and asks us to look beyond the strictly economic value of land – "entailing privileges but no obligations." He makes the case that all ethics so far rest upon a single premise:

that "the individual is a member of a community of interdependent parts. His instincts prompt him to compete for his place in that community, but his ethics prompt him also to cooperate." In his essay, Leopold challenges society to enlarge the boundary of the "community" to include soils, waters, plants and animals – collectively: **the land**.

**ALDO LEOPOLD'S  
CHALLENGE**

### 1000 Friends and the Land Ethic

1000 Friends of Wisconsin, the predominant land-use organization in the state, struggles daily with the implementation of Leopold's Land Ethic. As our work illustrates, we believe that the best decisions – the most ethical ones – are made when the community comes together in an appropriate forum to air conflicts and create solutions that balance the good of the community (current and future) with that of the individual.

In practice, Wisconsin's Comprehensive Planning Law, which 1000 Friends co-authored and helped to pass in the legislature, puts this into action as it requires communities to come together to plan for how they will use and protect their resources now and in the future. One of the law's component's that distinguishes it from laws

(Continued on page 4)

### Inside this Issue:

Director's Column (By Steve Hlinker)	2
Legislative Update	5
Spotlight on Wisconsin Legislators	7
A Bit of Perspective	8

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## DIRECTORS' COLUMN: STEVE HINIKER

### A Little Change in Transportation Policy Could Go a Long Way

Policy makers interested in creating jobs, reducing spending and improving the quality of life in Wisconsin should take a close look at the state's penchant for paving over paradise. A little change could go a long way.

The state is considering highway reconstruction and expansion plans that include spending more than 6 billion dollars over the next twenty to thirty years in southeast Wisconsin. Officials admit that the plans leave them several billion dollars in the red—leading to the prospect of even higher gas taxes down the road if the paving plan is approved.

Even more amazing is that while highways would be torn up for the next two decades in southeastern Wisconsin, transit improvements are set up for secondary status: new transit dollars would be made available only after all of the paving plans are funded. Its easy to see where this is headed. Don't look for a bus or a train to take when the cars are backed up behind the orange barrels.

There are alternatives to this nightmare and there is even time and perhaps political will to implement an alternative. The political will may come from the fact that the transit alternative develops jobs in the areas where jobs are so badly needed.

Rather than put all of our limited dollars into road expansion, we should invest in transit alternatives and repairing existing roads. At a time when highways are being torn up for reconstruction, it only makes sense to increase the options to use buses or trains. Transit alternatives will reduce the pressure of cars on surface streets and decrease the negative impacts that reconstruction will have on commerce in the city.

Investment in transit will also create more jobs where they are needed most.

According to the Washington, D.C. based Surface Transportation Policy Project (STPP), investing in transit improvements produces 20% more new jobs than investments in new road construction. (Visit our web-site at [www.1kfriends.org](http://www.1kfriends.org) for a copy.) Moreover, since those transit construction projects are located in major urban areas, the new jobs are created closer to the residents in cities where industrial jobs have been hit with the heaviest losses in recent years.

A separate study conducted by the Wisconsin Department of Transportation shows that transit construction projects deliver \$6 in benefits for every dollar invested. Compare that to the assertion promoted by the road building industry over the last year that there is a \$3 return on every dollar invested in state highways.

Lawmakers now have an historic opportunity to improve our transportation system and to improve jobs and the economy at the same time. It is up to us to hold them to the task.



**Welcome New Members: Thanks for your support!**

**Society:** Michal Dawson, 2706 \* Martin Schreiber, 2716.

**Friend:** Priya Barnes, 2715 \* Andy Sullivan, 2707 \* Steve Tesmer, 2709.

**Basic:** Mary Elise Cieslewicz, 2714 \* Norbert Dall, 2708 \* Alfred (Bud) & Karen Hanson, 2713 \* R. Taylor Marshall, 2711 \* Sandra McKitrick, 2710 \* Ruth Shelly, 2712.

## TRANSPORTATION REFORM

(Continued from page 1)

### Audit Findings

When the Legislative Audit Bureau released its report in late November many of our biggest concerns were confirmed, and some new concerns were created, while other questions remained unanswered. The key finding of the audit was that cost overruns on just seven Major Highway Projects, six of which were enumerated between 1989 and 1995, totaled \$381 million dollars. Cost overruns on one project alone reached \$86 million, evidencing seriously out-of-control spending. The audit also found that a potential savings of \$382 million on remaining Major Highway Projects has not been realized because "value engineering," a cost-benefit analysis process, has not been sufficiently implemented. Also, arguments that environmental regulations are driving up the costs on highway projects appear to be overblown.

Meanwhile, questions about how Major Highway Projects spending compares to spending on highway repair and highway maintenance, as well as to aids to local governments and funding for alternative modes, remain unsatisfactorily answered. We believe these questions should be addressed in future audits.

### Legislative Action

In January 2004, co-chairs Roessler and Jeskewitz held a public hearing to discuss the results of the audit. 1000 Friends of Wisconsin testified, commending the co-chairs and the Legislative Audit Bureau on their work, as well as expressing our hope that the audit serves as a first step, not an end of the process. Building directly on the hearing and testimony of 1000 Friends of Wisconsin and others, Senator Roessler and Representative Jeskewitz introduced identical transportation reform bills in each house of the Legislature.

Of the two companion bills, AB 893, is arguably the most significant piece of transportation reform legislation in recent years because it does the following five things:

- It will require that the Transportation Projects Commission (TPC) receive notification that a project's environmental impact statement or environmental assessment has been approved by the federal government before it can approve that project, thus adding increased restraint to what has been a "rubber stamp" approval process.
- It will require WisDOT to implement a "Change Management System" to manage changes to a project's size, scale and scope that occur during the design and construction process.
- It will require WisDOT to provide semi-annual reports to the TPC relating to the Change Management System, thus increasing the TPC's ability to track and oversee Major Highway Projects.
- It will prohibit the Legislature from enumerating projects without TPC approval, reducing the type of political pressure on the Major Highway Projects approval process that led to four projects, with an estimated cost of \$500 million, being included in the 2003-2005 budget by the Legislature after the TPC refused to approve them.
- It will increase the amount of information available to the public, increasing transparency and accountability.

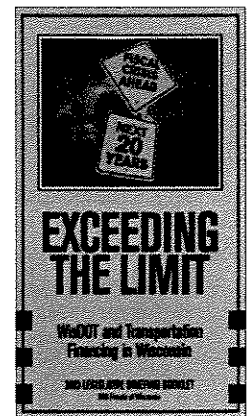
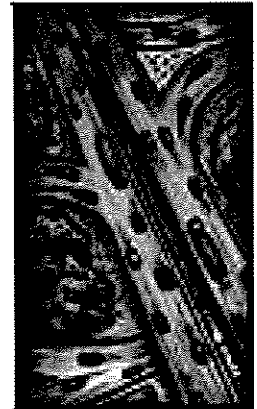
Assembly Bill 893 was passed by the Senate in mid-March on the last day of the 2003-2004 Legislative Session. 1000 Friends of Wisconsin had very positive follow-up meetings with both Representative Jeskewitz and Senator Roessler to thank them for their important work, as well as to discuss other needed legislative changes. On an invitation from the Governor's office, 1000 Friends of Wisconsin joined Governor Doyle as he signed AB 893 into law at a press conference in Sheboygan on April 8, 2004.

### Strong First Steps

While the audit identified major problems with the Major Highway Projects program and AB 893 will lead to increased monitoring and restraint of this program, these measures are just first steps. When it comes to transportation reform, the rubber hits the road when the state allocates funding to different programs. 1000 Friends of Wisconsin looks forward to further indications that meaningful reform is gaining momentum when the Legislature and Governor decide how to spend taxpayers' money next spring in the 2005-2007 Budget. We'll keep you posted.

Ward Lyles, Transportation Policy Director  
[ward@1kfriends.org](mailto:ward@1kfriends.org)

For those of you who want to learn more about exactly how WisDOT spends your money, please call Ward at 608.259.1000 for a copy of our legislative briefing booklet, *Exceeding the Limit*.



## SMART GROWTH AND DEMOCRACY

(Continued from page 1)

enacted in other states is its insistence on grassroots inclusive public participation in land use issues.

### TO ACHIEVE CONSERVATION—WE NEED “MORE CONSERVATION EDUCATION”

But is it good enough to have a law on the books without education and enforcement? This is the point at which other states that have tried to pass similar laws have failed. Leopold's answer to this question again challenges the process of implementation, explaining that the usual answer to the dilemma of achieving conservation is “more conservation education.” He asks whether it is the volume of education or the content that is lacking. In the first three years of the law's existence, the lesson we may have learned is that it is not the volume of education that matters.

A myriad of organizations have worked to educate Wisconsinites about this law, its requirements and its opportunities yet still, significant misinformation and misconception abound – some to such a degree that they have threatened to derail this progressive effort at challenging the status quo of land use decision-making – as you have read about in the legislative sections of our newsletter. [See good news about the legislative story of the Comprehensive Planning law on page 5]

The law's spirit – as Leopold recommends – assigns obligations, calls for sacrifice and implies changes in current philosophy of values – most notably, *balancing* the good of the community with that of the individual property owner.

As co-authors of the state's Comprehensive Planning Law, and as an organization dedicated to promoting development that does not sacrifice economic, environmental, cultural or social resources, we have a significant stake in this struggle. In order to effectively implement this law, we need to better understand the concerns and motivations of those who oppose community planning. And we need to understand how we can better articulate the spirit of this law so that Wisconsinites not only understand the opportunity it provides for truly inclusive community planning – but that they participate in the often long and sometimes difficult planning process.

The best way for Wisconsin's law to succeed is if we are successful at encouraging grassroots support for planning – and *encourage everyday citizens to get involved*.

Armed with accurate information and inspiration, everyday citizens will reengage; we are witnessing the beginnings of this on the national level as we prepare for the 2004 presidential election. We hope that the renewed

commitment to civic engagement we're seeing on the national level will reverberate throughout Wisconsin.

In order to foster this engagement locally, 1000 Friends in the coming months will unveil a new website. The site will be a clearinghouse of current information and tools to help citizens answer questions and find help with land use and transportation issues. The site will feature extensive resources on community planning, legislation, transportation and 1000 Friends' public policy initiatives. Other highlights of the site will be regular news updates, case studies of best practices, downloadable publications and an expanded search capability that will identify resources based on your location.

Wisconsin's Comprehensive Planning Law is one of the most innovative planning laws in the country – in large part because of its public participation components – and many are watching to see if it succeeds or fails. We cannot afford to allow it to fail as so much is at stake. 1000 Friends continues to be committed to doing our part to ensure its success.

Andrea Dearlove, Assistant Director  
Kevin Pomeroy, Planning Director

### Save the Date!

#### Policy, Planning and Practical Strategies for Creating Active Community Environments

5 Regional Workshops for: Citizens, Planners, Safe Community Coalitions, Community Recreation & Fitness Providers, Traffic Safety Engineers, Municipal Officials, Bicycling & Walking Safety Advocates, School Officials, Law Enforcement, Neighborhood Associations, Nutrition & Physical Activity Coalitions, Public Health Professionals, Aging Services/Area Agencies on Aging.

9am-3:30pm, \$18 registration fee includes lunch, two breaks and materials

Monday June 21 - Madison, WI

Tuesday, June 29 - Wauwatosa, WI

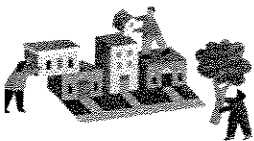
Wednesday, June 30 - Oshkosh, WI

Thursday, July 15 - Eau Claire, WI

Thursday, July 29 - Minocqua, WI



Presented by Department of Health & Family Services-Division of Public Health, Wisconsin Walks, Health Promotion Project, University of Wisconsin-Madison. In collaboration with AARP of Wisconsin, Bicycle Federation of Wisconsin, 1000 Friends of Wisconsin, WI Department of Transportation. Registration materials are available. For more information, contact [info@wisconsinwalks.org](mailto:info@wisconsinwalks.org), 262-375-6180



## LEGISLATIVE WRAP-UP: THE 2003-2004 LEGISLATIVE SESSION



The regular legislative session ended in March. For better or for worse, many bills got stranded somewhere in the process. Those bills that survived the process were either signed or vetoed by Governor Doyle. The following is a brief update on the status of various bills we've worked on during the 2003-2004 session.

### Public Waters Deregulation (a.k.a. the "Jobs Creation Bill")

Act 118 - Signed into law on January 22<sup>nd</sup>, 2004. Act 118 is now undergoing the Department of Natural Resources administrative rulemaking process. This fall and winter when the legislation that would become 2003 Wisconsin Act 118 was speeding through the legislature, the main concern repeated again and again—by the public, by statewide conservation groups, and by preeminent conservationists such as Gaylord Nelson—was that, as *written*, the legislation threatened to undermine current protections of Wisconsin's waters and the public trust in those waters.

Governor Doyle, legislative leaders, and the Department of Administration responded to this concern by pledging that Act 118 was never intended to lower environmental standards or weaken the protection of public rights in our navigable waters. They promised that their intention was for the Department of Natural Resources to adopt administrative rules that would ensure the continued current protection of the public trust, including the protection of fish and wildlife habitat, natural scenic beauty and water quality.

In response, the DNR drafted a set of emergency administrative rules to fill the void while permanent rules are being drafted. 1000 Friends and others provided comment on the rules at the March 24<sup>th</sup> Natural Resource Board meeting. 1000 Friends urged the Natural Resource Board to swiftly adopt the emergency rules with several recommended modifications to the list of "areas of special natural resource interest" and waters with "public rights features." We believe these emergency rules must be adopted in the interim in order to fulfill the promise not to lower current environmental standards and to ensure that Wisconsin's waters continue to be "swimmable and fishable" rather than just developable.

*The Natural Resource Board approved emergency rules on April 6<sup>th</sup>. To see 1000 Friends' full comments on the emergency rules (NR 1, etc.) visit our website at [www.1kfriends.org](http://www.1kfriends.org).*

### Smart Growth-Related Bills

AB 435 - This bill, introduced by Rep. Mary Williams early in the session, sought to repeal the Smart Growth comprehensive planning law in its entirety. We're happy to report that it never made it out of committee this session.

AB 551—Under this bill, no county development (i.e., comprehensive plan), nor any amendment to the plan, may take effect in a town unless the town's board approves the county board's action. The bill's authors and supporters intended it to foster more cooperation between counties and towns on comprehensive planning, which we firmly support. However, we were concerned that as it was written it just as easily could be used by opponents of planning to unnecessarily stall the process at the 11th hour. 1000 Friends opposed this bill for a number of reasons. First, many counties across the state are already working cooperatively with towns, cities and villages on their comprehensive plans. Second, it could harm economic development, transportation, housing, recreational planning and other important county functions that could be prevented from taking effect within towns. Finally, it appears to be motivated by a concern with county zoning control rather than planning, and current state law already provides that county zoning ordinances cannot take effect unless they have town board approval. Governor Doyle vetoed this bill. *1000 Friends is working with the Towns Association and others on options that would encourage town and county cooperation with full engagement by towns at the beginning of the planning process.*

AB 608 - On April 13th, Governor Doyle recognized the importance of comprehensive planning to the vitality of Wisconsin's local communities by signing AB 608 into law (2003 Wisconsin Act 233). This bill makes three changes to the state comprehensive planning law: 1) It clarifies the relationship of regional planning commissions with respect to other governmental bodies by reasserting current state law, which holds that regional planning commission plans are advisory; 2) It clarifies the list of actions that must be consistent with a local governmental unit's comprehensive plan by removing the "catchall phrase"; and 3) It simplifies the overall list of actions that must be consistent with a local governmental unit's comprehensive plan by paring it down to zoning, shoreland zoning, official mapping and subdivision regulation.

Confusion about the law was functioning as a road block to communities, especially rural towns that have been wary of engaging in the planning process as long as ambiguities persisted.

These changes will allow communities across the state to move forward and reap the benefits of comprehensive planning as it was intended by the law—as a locally driven, locally controlled process.

The bill was introduced by Reps. Albers, Berceau, Freese, Gunderson, Hines, Jensen, M. Lehman, Musser, Pettis, Powers, Plouff and Olsen and co-sponsored by Senators Stepp and Lazich. The bill was supported by the WI Towns Assoc., WI Realtors, WI Builders, the League of WI Municipalities, and the WI Counties Association among others.

*(Continued on page 6)*





## LEGISLATIVE WRAP-UP: 2003-2004 LEGISLATIVE SESSION

(Continued from page 5)

**AB 728** - This bill created a special notice requirement for owners or leaseholders of property that may be used for non-metallic mining (e.g., gravel pits). Before a local comprehensive plan may take effect, a local governmental unit must provide written notice specifically to property owners / leaseholders with non-metallic mining interests. 1000 Friends opposed this bill because the comprehensive planning law already requires local governments to provide notice and the opportunity for public participation in the planning process to *all* citizens. Governor Doyle signed this bill into law.

### *The Stewardship Fund*

**AB 480** - This bill attempted to reinstate cuts to the Stewardship Fund that the Governor had vetoed in the biennial budget earlier this year. It would have significantly weakened the ability of the state and local land trusts to conserve land by cutting the Stewardship Program's bonding authority by \$245,000,000. The bill failed to pass this session.

### *Transportation*

**AB 893** - On the heels of an eye-opening legislative audit of the state's major highway projects program, Senator Roessler and Representative Jeskewitz introduced this bill to bring greater accountability to the citizens and taxpayers of Wisconsin when it comes to road building. Governor Doyle signed this bill into law (2003 Wisconsin Act 217) on April 8th.

*· Please see the more complete story on AB 893 on page 1, and the legislative profile on page 7 of this newsletter.*

### *Wetlands*

**AB 780** - This bill would have created a broad exemption from all water quality standards that apply to wetland regulations. This new exemption would have applied to wetland development activities that meet all the following requirements: (1) The site of the activity is located in a city, village, town, or county that has adopted a comprehensive plan under the state's smart growth law; (2) The wetland area that will be affected by the activity has "negligible functional values"; and (3) The activity incorporates a plan by the person engaging in the activity to create at least 1.5 acres of wetland for each acre of wetland affected by the activity. This bill was introduced in response to a single constituent complaint from a developer in Fond du Lac. It passed out of the Assembly Natural Resources committee but never made it to the assembly floor for a vote.

### *Groundwater Protection*

**AB 926** - Hailed by conservation, agriculture, municipal and development interests as a "good first step" toward much-needed comprehensive management and protection of Wisconsin's groundwater, the "Groundwater Protection Act of 2004" also provided a very rare example this last session of a bipartisan, open and collaborative legislative process led by co-authors Senator Neal Kedzie (R-Elkhorn) and Representative DuWayne Johnsrud (R-Eastman).

While the legislation is far from ideal, it represents positive progress in the area of groundwater protection and will provide a framework by which to evaluate groundwater management in Wisconsin. It accomplishes a number of things, including: protects sensitive surface water resources from damage by high capacity well withdrawals, allows for locally-led water management planning efforts by communities in the southeast and northeast regions of the state (Waukesha and Brown counties) that are designated as Groundwater Management Areas because of imminent groundwater quantity concerns, and it establishes Groundwater Protection Areas in which high-capacity well permits will be submitted to higher environmental review standards. Both Representative Johnsrud and Senator Kedzie indicated that this legislation represents the beginning of continuing efforts to protect groundwater for the future. The Governor signed this bill into law on Earth Day.

*· Kudos to 1000 Friends Board Member and Wisconsin waters guru, Steve Born, for his contributions to this legislation!*

Please contact Lisa MacKinnon at [lmac@1kfriends.org](mailto:lmac@1kfriends.org) or 608/259-1000, ext.107 if you would like more information on the legislation mentioned in this article.

**THANK YOU THANK YOU THANK YOU**  
Special thanks to all of you who have taken the time to contact your legislators and attend hearings on these and other important land use issues over the course of this legislative session.

Look for details on the  
**1000 Friends Annual Meeting**  
in your next newsletter!



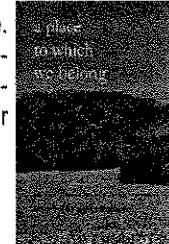
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Edited by Dennis Boyer and Justin Isherwood, with a forward by Gaylord Nelson

This anthology of nearly fifty short essays by Wisconsin writers explores a personal sense of place. Wonderfully wide-ranging yet united by a common theme, the chapters include both intimate contemplations of lakes and gardens and big picture overviews of science, politics and land use. The contributors ask, "What gives us a sense of place? What binds us to places that somehow touch our minds, hearts and souls? What makes a place worthy of protection and respect?"

*A Place to Which We Belong* is a treasure for Wisconsinites, not only as a tribute to our varied landscapes, but also as a celebration of Wisconsin writers. (\$8.00 & \$2.00 shipping and handling)



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## In My Neighborhood; Celebrating Wisconsin's Cities

Edited by Andrea Dearlove and Mary McIntyre



This is an anthology of essays, poems and amazing photographs of Wisconsin cities for those who value a rich urban experience while seeking to preserve and enhance Wisconsin's environment. It was written to remind people of what cities offer that you can't find in a suburb or rural area. The book celebrates cities and reminds us of our responsibilities to them. (\$12.00 & \$2.00 shipping and handling)

*A Citizens' Guide to Land Use in Wisconsin* is also available at a reduced price.

See the enclosed order form for details. *Thanks and enjoy!*

Discounts available for bulk orders. Call 608.259.1000 to inquire.

## Spotlight on Wisconsin Legislators

### Senator Carol Roessler and Representative Suzanne Jeskewitz

As Co-Chairs of the Legislature's Joint Committee on Audit, Senator Carol Roessler and Representative Suzanne Jeskewitz made major inroads towards transportation reform in the 2003-2004 session of the Legislature. To learn more about the important work they and their committee performed, see the article on page 1.

Senator Roessler (R-Oshkosh) represents the City of Oshkosh and parts of Winnebago and Fond du Lac counties in the Fox Valley. From 1982 to 1987, she served in the Assembly and has served in the Senate since 1987. "As Co-Chairs of the Audit Committee, we are serious about reigning in cost overruns on our major transportation projects," said Sen. Roessler upon passage of AB 893 by the Senate. "The reporting requirements in this bill will make certain the Department and the Legislature more closely scrutinize how taxpayer dollars are being spent on transportation."

Rep. Suzanne Jeskewitz (R-Menomonee Falls) has represented part of Waukesha County in southeastern Wisconsin in the Assembly since 1996. Following the passage of AB 893 by the Senate, Rep. Jeskewitz said, "We were able to accomplish our goal of making the Major Highway Program more accountable and addressing the unacceptable cost overruns. I am so pleased that we were able to take the politics out of the enumeration of major highway projects by prohibiting the Legislature from approving projects without TPC approval."



SENATOR ROESSLER  
(ABOVE)

REPRESENTATIVE JESKEWITZ  
(BELOW)





## 1000 FRIENDS OF WISCONSIN

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### WISCONSIN LANDSCAPES

## A BIT OF PERSPECTIVE



## 1000 FRIENDS OF WISCONSIN

Perfecting the Places We Live  
to Protect the Places We Don't

**LOOK**  
at this!

The recent audit of the Major Highway Projects program indicated that cost overruns on just seven projects totaled \$381 million. What else could the state have purchased with that money? Chomp on these figures for a bit of perspective:

- **A completed comprehensive plan for every Wisconsin county, town, village and city**  
- with at least \$70 million left over. (72 Counties - \$500,000 each; 1265 Towns - \$150,000 each; 1295 Villages - \$150,000 each; and 190 Cities - \$250,000 each)  
or
- **6,600 full scholarships to UW-Madison for Wisconsin residents, including tuition, fees, room and board for four years; that's 90 scholarships per county.**  
(Cost: \$14,350 per year)  
or
- **46 free public transit rides for every state resident.** (254 million \$1.50 rides)  
or
- **10 new bike/pedestrian paths for every county in the state.** (Est. \$500,000 each)  
or
- **6 years of full \$60 million funding for the Stewardship Fund.**  
or
- **19,000 brand new Honda Civic Hybrids.** (\$20,000 per Civic Hybrid)  
or
- **A High Speed Rail System between Madison and Milwaukee (\$176 million) and a Commuter Rail Start-Up System for Dane County (\$189 million)**