

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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TO: Advisory Committee on Regional Transportation System Planning and Programming for the Milwaukee Urbanized Area (Milwaukee TIP Committee)

FROM: Southeastern Wisconsin Regional Planning Commission staff

DATE: February 29, 2024

SUBJECT: **YEAR 2020 CENSUS-DEFINED MILWAUKEE URBANIZED AREA BOUNDARY AND PROPOSED YEAR 2020 ADJUSTED MILWAUKEE URBANIZED AREA BOUNDARY**

After each decennial U. S. census, the U. S. Bureau of the Census delineates the urban areas of the nation. With each census the Census Bureau refines the methodology and criteria to define the urban areas. For the 2020 Census, the Census Bureau now utilizes in its urban area delineation housing unit density and number of housing units (to account for parts of the urban landscape that have less than average people per housing unit or that have seasonal populations) and areas having a high degree of impervious area (meant to identify commercial and industrial areas not captured in previous delineations.) A listing of these and other changes between the 2010 and 2020 urban area delineation criteria is provided on Table 1.

The Census Bureau also no longer distinguishes between different types of urban areas (urbanized areas and urban clusters).¹ While the U.S. Census no longer identifies urbanized areas, the Federal Highway Administration (FHWA) continues to designate Census-defined urban areas with populations of at least 50,000 as “urbanized areas” for purposes of planning and managing various federal transportation funding programs. As a result, there is still a need for the Commission—working with local officials—and the Wisconsin Department of Transportation (WisDOT) to propose an adjusted urbanized area boundary for the Milwaukee Urbanized area. A similar effort will be conducted for the other urbanized areas in Southeastern Wisconsin, including the Kenosha, Racine, Round Lake Beach, and West Bend urbanized areas.

The adjusted urbanized area boundary is used to define the area within which the Federal Transit Administration Section 5307 funding and Federal Highway Administration Surface Transportation Block Grant (STP-M) funding allocated to the Milwaukee urbanized area may be expended. The adjustments are made primarily to avoid having a street or highway located alternately inside and then outside an urbanized area. Such a situation would introduce funding complexity as both urban and rural federal funding may need to be obtained to implement a project.

The year 2020 Census-defined urbanized area boundary and proposed adjustments for the Milwaukee urbanized area are shown on Map 1. Also shown on Map 1 is the adjusted year 2010 urbanized area boundary approved by the Milwaukee TIP Committee on October 29, 2012. The year 2020 Census-defined urban area boundary, and proposed adjustments, would shrink the urbanized area boundary compared to

¹ The Census Bureau made this change in large part because it determined that the 50,000-population threshold was somewhat arbitrary and that the economic and social characteristics of urban areas with populations just over 50,000 were not substantially different than those with populations just under 50,000.

Table 1
Differences between the 2010 and 2020 Census Urban Area Delineation Criteria

Criteria	2010 Criteria	2020 Criteria
Identification of Initial Urban Area Cores	Census tracts and blocks meeting population density, count, and size thresholds. Use of land cover data to identify territory with a high degree of impervious land cover.	Census block or aggregation of census blocks with a housing unit density of 425 housing units per square mile. Use of land cover data to identify territory with a high degree of impervious land cover.
Qualifying Urban Areas	Based on a minimum threshold of 2,500 people.	Based on a minimum threshold of 2,000 housing units or 5,000 people.
Urban Area Type	Urbanized areas and urban clusters identified using a 50,000-population threshold	Urban areas are no longer distinguished as either an "urbanized area" or an "urban cluster." All qualifying areas are designated as an "urban area."
Group Quarters Blocks ^a	No additional criteria to specifically account for group quarters qualifying as urban.	Census blocks that do not meet the minimum housing unit density threshold but contain group quarters and a population density of at least 500 population per square mile adjacent to already qualified urban blocks will be included in an urban area.
Inclusion of Noncontiguous Territory via Hops and Jumps	Maximum hop distance of 0.5 miles, maximum jump distance of 2.5 miles. Intervening low-density jump corridor blocks included in urban area.	Maximum hop distance of 0.5 miles, maximum jump distance of 1.5 miles. Intervening low-density jump corridor blocks not included in urban area.
Inclusion of Noncontiguous Territory Separated by Exempted Territory	Bodies of water.	Bodies of water and wetlands, as identified in land cover data. The intervening, low-density blocks of water and/or wetlands are not included in the urban area.
Additional Nonresidential Urban Territory	Inclusion of groups of census blocks with a high degree of impervious land cover and are within 0.25 miles of an urban area and have a total area of at least 0.15 square miles.	Inclusion of groups of census blocks with a high degree of impervious land cover or contain a three-year average of at least 1,000 commuter destinations that are within 0.5 miles of an urban area and have a total area of at least 0.15 square miles.
Inclusion of airports	Currently functioning airport with an annual enplanement of at least 2,500 passengers and is within 0.5 miles of an urban area.	Currently functioning airport with an annual enplanement of at least 2,500 passengers and is within 0.5 miles of an urban area or is a qualified cargo airport within 0.5 miles of an urban area. Additional census blocks adjacent to an urban area not initially identified by automated delineation that have a high association with airports.
Merging Individual Urban Areas	Merge qualifying territory from separately defined 2010 Census urban cores that share territory contained within the boundaries of the same Census 2000 urban area. Merge only occurs if an area is at risk of losing urbanized area or urban status and is preventable by the merge.	Merge qualifying territory from separately defined 2020 Census Urban Areas in cases where the combined territory contains at least one area with a high-density nucleus and on without, the component areas are within 0.25 miles, both have at least 1,000 housing units or 2,500 population, and there is a 3-year mean worker-flow of at least 50 percent between candidate urban area pairs.

Table 1 (continued)

Criteria	2010 Criteria	2020 Criteria
Splitting Large Urban Agglomerations	Split location is guided by location of Census 2000 urbanized area boundaries. Potential split locations also consider metropolitan statistical area, county, incorporated place, census designated place, and/or minor civil division boundaries as well as distance from each component urbanized area	2010 Census Urban Areas and areas connected via low density fill during the 2020 Census Urban Area delineation are used to identify split candidates. The location of the split boundary is identified using worker flow data between candidate urban area pairs. If necessary, split location is further guided by other commuter-based communities and secondarily by other geographic area boundaries and/or physical features.
Assigning Urban Area Titles (Names)	Clear, unambiguous name based on commonly recognized place names derived from incorporated places, census designated places, minor civil divisions, and the Geographic Names Information System.	Clear, unambiguous name primarily based on commonly recognized names of places within a high-density nucleus, derived from incorporated places, census designated places, governmental minor civil divisions, and the Geographic Names Information System.
Assigning Urban Area Titles (Names)	Clear, unambiguous name based on commonly recognized place names derived from incorporated places, census designated places, minor civil divisions, and the Geographic Names Information System.	Clear, unambiguous name primarily based on commonly recognized names of places within a high-density nucleus, derived from incorporated places, census designated places, governmental minor civil divisions, and the Geographic Names Information System.

^a Group quarters refers to institutional and noninstitutional facilities housing groups of people. These facilities may include adult and juvenile correctional facilities, skilled-nursing facilities, psychiatric hospitals, in-patient hospice facilities, college/university housing, military quarters, and emergency and transitional shelters.

Source: U.S. Bureau of the Census

Last Updated: 2/29/2024

Map 1 Arterial Streets and Highways by Jurisdiction Within the Year 2020 Proposed Adjusted Milwaukee Urbanized Area (AMUA)

URBANIZED AREA BOUNDARIES

2020 CENSUS-DEFINED URBANIZED AREA

2020 DRAFT ADJUSTED URBANIZED AREA

2010 ADJUSTED URBANIZED AREA

ARTERIAL STREET OR HIGHWAY

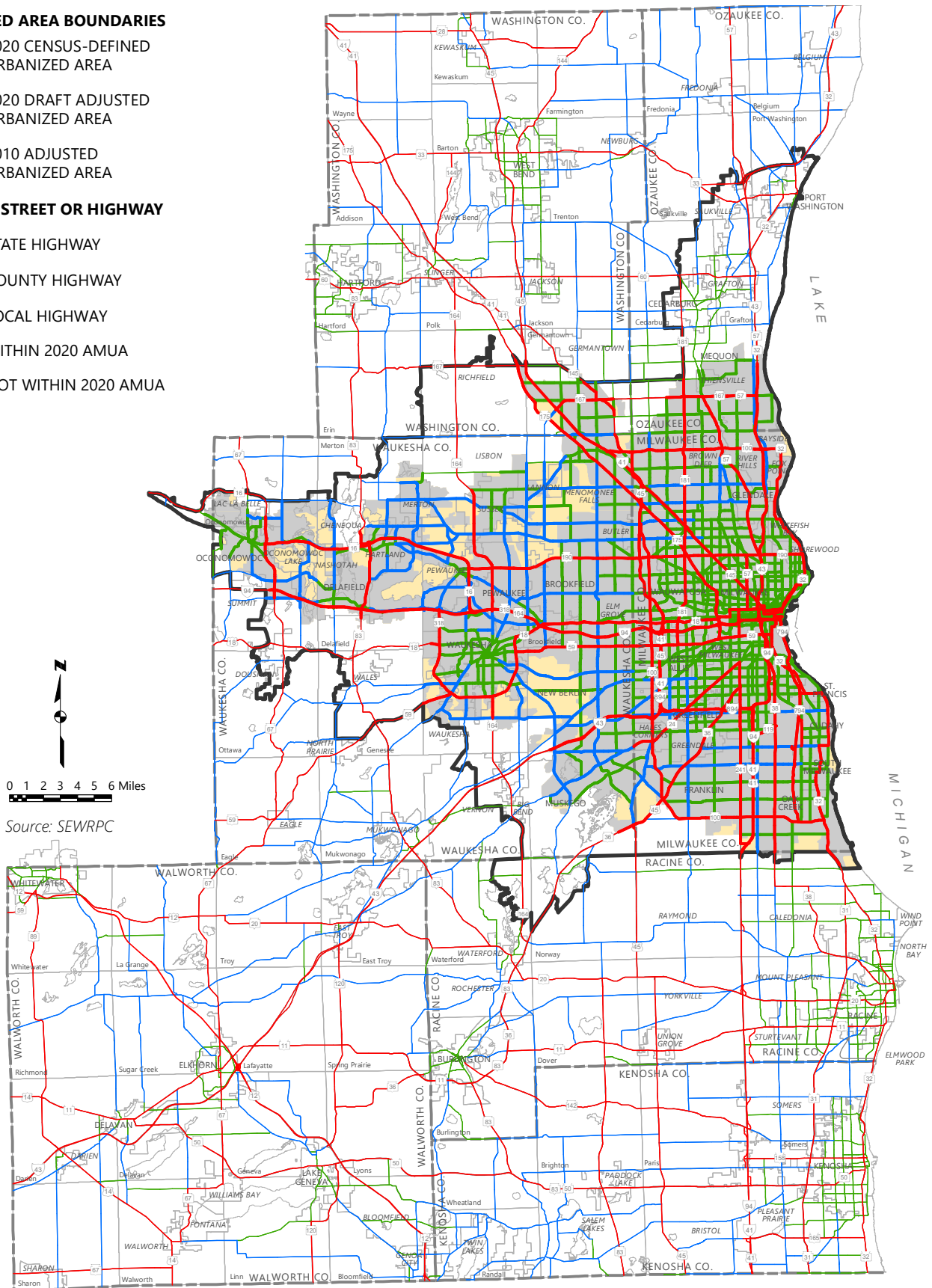
STATE HIGHWAY

COUNTY HIGHWAY

LOCAL HIGHWAY

WITHIN 2020 AMUA

NOT WITHIN 2020 AMUA



Source: SEWRPC

the approved adjusted year 2010 urbanized area boundary. In particular, large portions of areas within Ozaukee, Racine, Washington, and Waukesha Counties, along with a small portion of Milwaukee County, would no longer be located within the adjusted 2020 Census-defined urbanized area boundary.

Table 2 provides the estimated total length of eligible planned arterial streets and highway lane-miles and the proportionate share of STP-M funding for each local community and county in the Milwaukee urbanized area under the approved adjusted year 2010 and proposed adjusted year 2020 urbanized area boundaries. For the 67 local municipalities and counties having facilities eligible for STP-M funding under the approved 2010 adjusted urbanized area boundary, the total planned lane-miles under the year 2020 census-defined urbanized area boundary and the proposed adjusted boundary would:

- Remain the same for 38 local municipalities and counties. However, due to the contraction of the year census-defined and proposed adjusted urbanized area boundary, these municipalities and counties would experience an increase in their proportionate share of STP-M funding by about 18 percent.
- Decrease for 29 local municipalities and counties, which would result in an increase for 5 local municipalities and counties in their proportionate share of STP-M funding by about 6 to 15 percent and a decrease for 24 local municipalities and counties in their share by about 8 to 100 percent, including 24 local municipalities that would no longer be within the Milwaukee urbanized area;

* * *

Table 2

Estimated Total Length and Porportion of Planned Lane-Miles by Municipality and County Eligible Surface Transportation Block Grant Program - Milwaukee Urbanized Area Funding Within the Approved Adjusted 2010 and Proposed Adjusted 2020 Milwaukee Urbanized Area

Implementing Agency	Approved Year 2010 Adjusted Urbanized Area		Proposed Year 2020 Adjusted Urbanized Area		Percent Change of Proportionate Share
	Total Year 2050 Planned Lane-Miles ^a	Proportionate Share ^a	Total Year 2050 Planned Lane-Miles ^b	Proportionate Share ^b	
	MILWAUKEE COUNTY				
County	337.06	0.10373	329.24	0.11925	14.97
Village of Bayside	0.12	0.00004	0.12	0.00004	17.70
Village of Brown Deer	11.60	0.00357	11.60	0.00420	17.70
City of Cudahy	23.90	0.00735	23.90	0.00866	17.70
Village of Fox Point	2.36	0.00073	2.36	0.00085	17.70
City of Franklin	30.10	0.00926	30.10	0.01090	17.70
City of Glendale	25.32	0.00779	25.32	0.00917	17.70
Village of Greendale	18.18	0.00559	18.18	0.00658	17.70
City of Greenfield	39.06	0.01202	39.06	0.01415	17.70
Village of Hales Corners	6.18	0.00190	6.18	0.00224	17.70
City of Milwaukee	842.63	0.25931	842.63	0.30521	17.70
City of Oak Creek	52.20	0.01606	52.20	0.01891	17.70
Village of River Hills	7.96	0.00245	7.96	0.00288	17.70
City of St. Francis	7.18	0.00221	7.18	0.00260	17.70
Village of Shorewood	22.30	0.00686	22.30	0.00808	17.70
City of South Milwaukee	12.62	0.00388	12.62	0.00457	17.70
City of Wauwatosa	66.76	0.02054	66.76	0.02418	17.70
City of West Allis	84.24	0.02592	84.24	0.03051	17.70
Village of West Milwaukee	12.96	0.00399	12.96	0.00469	17.70
Village of Whitefish Bay	9.00	0.00277	9.00	0.00326	17.70
Milwaukee-County Total	1,611.73	0.49599	1,603.91	0.58095	17.13
WAUKESHA COUNTY					
County	794.71	0.24456	623.31	0.22577	-7.69
Village of Big Bend	1.58	0.00049	0.00	0.00000	-100.00
City of Brookfield	58.96	0.01814	58.96	0.02136	17.70
Town of Brookfield	5.32	0.00164	5.32	0.00193	17.70
Village of Butler	1.68	0.00052	1.68	0.00061	17.70
Village of Chenequa	0.40	0.00012	0.40	0.00014	17.70
City of Delafield	13.52	0.00416	13.52	0.00490	17.70
Town of Delafield	0.34	0.00010	0.34	0.00012	17.70
Village of Elm Grove	12.84	0.00395	12.84	0.00465	17.70
Village of Hartland	9.24	0.00284	9.24	0.00335	17.70
Village of Lannon	1.68	0.00052	1.68	0.00061	17.70
Village of Lisbon	17.00	0.00523	6.72	0.00243	-53.46
Village of Menomonee Falls	66.73	0.02054	60.03	0.02174	5.89
Town of Merton	0.80	0.00025	0.72	0.00026	6.28
Village of Merton	0.12	0.00004	0.00	0.00000	-100.00
City of Muskego	27.06	0.00833	25.00	0.00906	8.76
Village of Nashotah	0.54	0.00017	0.54	0.00020	17.70
City of New Berlin	49.14	0.01512	49.14	0.01780	17.70
City of Oconomowoc	28.86	0.00888	28.86	0.01045	17.70
Town of Oconomowoc	9.88	0.00304	7.33	0.00265	-12.70
Village of Oconomowoc Lake	0.12	0.00004	0.12	0.00004	17.70
City of Pewaukee	3.20	0.00098	3.20	0.00116	17.70
Village of Pewaukee	7.64	0.00235	7.64	0.00277	17.70

Table 2 (continued)

Implementing Agency	Approved Year 2010 Adjusted Urbanized Area		Proposed Year 2020 Adjusted Urbanized Area		Percent Change of Proportionate Share
	Total Year 2050 Planned Lane-Miles ^a	Proportionate Share ^a	Total Year 2050 Planned Lane-Miles ^b	Proportionate Share ^b	
Village of Sussex	12.64	0.00389	12.64	0.00458	17.70
Town of Vernon	4.34	0.00134	0.00	0.00000	-100.00
City of Waukesha	118.63	0.03651	118.63	0.04297	17.70
Village of Waukesha	3.96	0.00122	3.83	0.00139	13.97
Waukesha County-Total	1,250.93	0.38496	1,051.71	0.38093	-1.05
OZAUKEE COUNTY					
County	127.72	0.03930	7.31	0.00265	-93.26
City of Cedarburg	19.14	0.00589	0.00	0.00000	-100.00
Town of Cedarburg	5.64	0.00174	0.00	0.00000	-100.00
Town of Grafton	6.22	0.00191	0.00	0.00000	-100.00
Village of Grafton	12.10	0.00372	0.00	0.00000	-100.00
City of Mequon	90.36	0.02781	44.92	0.01627	-41.48
City of Port Washington	4.36	0.00134	0.00	0.00000	-100.00
Town of Port Washington	2.10	0.00065	0.00	0.00000	-100.00
Town of Saukville	0.48	0.00015	0.00	0.00000	-100.00
Village of Saukville	1.58	0.00049	0.00	0.00000	-100.00
Village of Thiensville	7.74	0.00238	7.74	0.00280	17.70
Ozaukee County-Total	277.44	0.08538	59.97	0.02172	-74.56
RACINE COUNTY					
County	6.78	0.00209	0.00	0.00000	-100.00
Village of Caledonia	0.94	0.00029	0.00	0.00000	-100.00
Town of Norway	5.68	0.00175	0.00	0.00000	-100.00
Town of Waterford	4.58	0.00141	0.00	0.00000	-100.00
Racine County-Total	17.98	0.00553	0.00	0.00000	-100.00
WASHINGTON COUNTY					
County	31.45	0.00968	2.52	0.00091	-90.55
Village of Germantown	56.81	0.01748	41.24	0.01494	-14.56
Village of Richfield	0.42	0.00013	0.42	0.00015	17.70
Washington County-Total	88.68	0.02729	44.19	0.01600	-41.36
JEFFERSON COUNTY					
County	0.80	0.00025	0.00	0.00000	-100.00
Town of Ixonia	1.94	0.00060	1.08	0.00039	-34.27
Jefferson County-Total	2.74	0.00084	1.08	0.00039	-53.46
Milwaukee Urbanized Area-Total	3,249.50	1.00000	2,760.86	1.00000	0.00

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