

# Annual Report



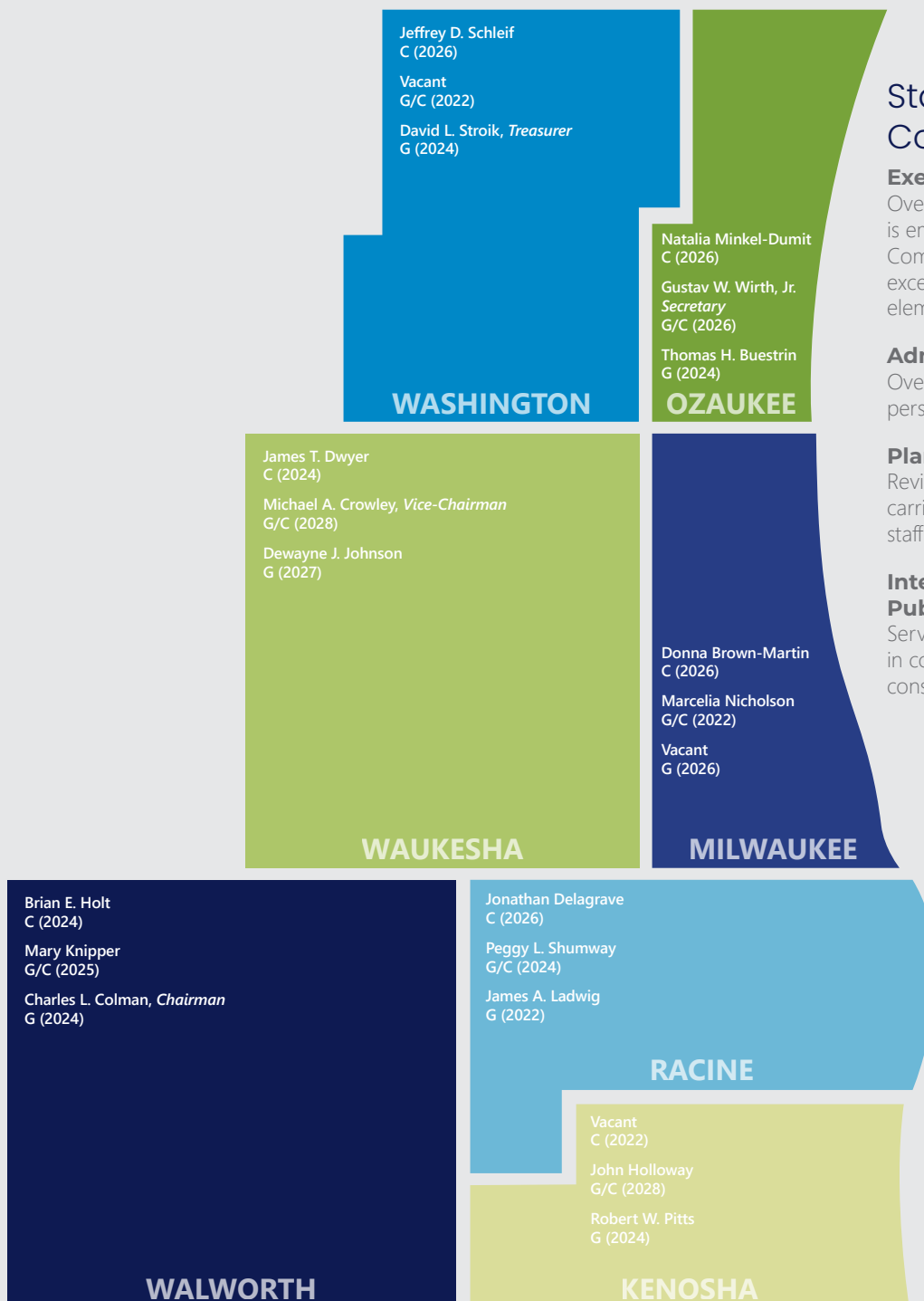
2022

# Commissioners and Committees

Under State law, SEWRPC is governed by 21 Commissioners (three from each county):

- C Appointed by county board or appointed by county executive and confirmed by county board
- G/C Appointed by Governor from a county-supplied list of candidates
- G Appointed directly by Governor

Commissioners are appointed to six-year terms. Term end dates are shown in parentheses.



## Standing Committees

### Executive

Oversees work efforts and is empowered to act for the Commission in all matters except adopting regional plan elements and the budget

### Administrative

Oversees financial and personnel matters

### Planning and Research

Reviews all technical work carried out by the Commission staff and consultants

### Intergovernmental and Public Relations

Serves as the principal arm in communicating with the constituent county boards

# Message from the Chairman

Dear Southeastern Wisconsin,

Each year, we review the work the Regional Planning Commission accomplished in collaboration with our numerous partners and share this work through the Commission's annual report. During the past year, we were involved in many impactful efforts and preparing this annual report allows us and our partners to reflect on those efforts as we continually improve our service to Southeastern Wisconsin.

I am pleased to present highlights of some of the Commission's important work efforts during 2022 in this 62nd annual report. Several key efforts are noted below, and I encourage you to read about these and many more plans, projects, and studies that our staff worked on tirelessly during the year.

- Prepared and adopted a new Transportation Improvement Program listing projects to be carried out over the next four years by local, county, and State governments
- Completed a pilot program with UW-Milwaukee, MobilSE, and several other partners to implement a new on-demand transportation service called FlexRide Milwaukee
- Continued work on the Regional Chloride Study, including progress on various reports that will prepare the Region to manage the impacts of chloride (salt) in the environment
- Continued work on the Regional Food System Plan and engaged in research and outreach activities to better understand the complex components of the Region's food system
- Carried out various activities related to regional water quality management, including preparing detailed local sewerage facilities plans and sanitary sewer service area plans
- Continued work to update the Regional Natural Areas Plan and conducted related environmental field inspections and site visits that identified new critical species habitats
- Continued work on a major update of the regional land use inventory
- Worked on several watershed management/restoration plans
- Supported various public transit improvement efforts and completed the Milwaukee North-South Transit Enhancement Study and Waukesha Area Transit Development Plan

As always, if you want to learn more about any of the Commission's work or get more involved in our efforts, please contact us. Southeastern Wisconsin faces many challenges and we take our role in helping to address these challenges very seriously. All the work the Commission staff performs is done to improve the quality of life for everyone who calls the Region home. We look forward to continuing to serve and work in cooperation with our county and local governments, State and Federal agencies, and many other partners in our never-ending pursuit of this goal.

Very truly yours,



Charles L. Colman  
Chairman

## **Executive Committee**

Charles L. Colman, *Chairman*  
Michael A. Crowley, *Vice-Chairman*  
Donna Brown-Martin  
Jonathan Delagrave  
James T. Dwyer  
Robert W. Pitts  
David L. Stroik  
Gustav W. Wirth, Jr.  
Thomas H. Buestrin

## **Administrative Committee**

James T. Dwyer, *Chairman*  
Donna Brown-Martin  
Thomas H. Buestrin  
Charles L. Colman  
Michael A. Crowley  
Jonathan Delagrave  
Robert W. Pitts  
David L. Stroik  
Gustav W. Wirth, Jr.

## **Planning and Research Committee**

Donna Brown-Martin  
Charles L. Colman  
Michael A. Crowley  
John Holloway  
Brian E. Holt  
Dewayne J. Johnson  
Mary Knipper  
James A. Ladwig  
Natalia Minkel-Dumit  
Marcelia Nicholson  
Robert W. Pitts  
Jeffrey D. Schleif  
Peggy Shumway  
David L. Stroik

## **Intergovernmental and Public Relations Committee**

Michael A. Crowley, *Chairman*  
Jonathan Delagrave  
Brian E. Holt  
Jeffrey D. Schleif

## About SEWRPC

The Southeastern Wisconsin Regional Planning Commission is the official areawide advisory planning agency for land use and infrastructure and the metropolitan planning organization (MPO) for the Region. The Commission was established in 1960 under Section 66.0309 of the *Wisconsin Statutes* in response to petitions submitted by each of the seven Southeastern Wisconsin counties. It is the largest of the nine regional planning commissions in Wisconsin.

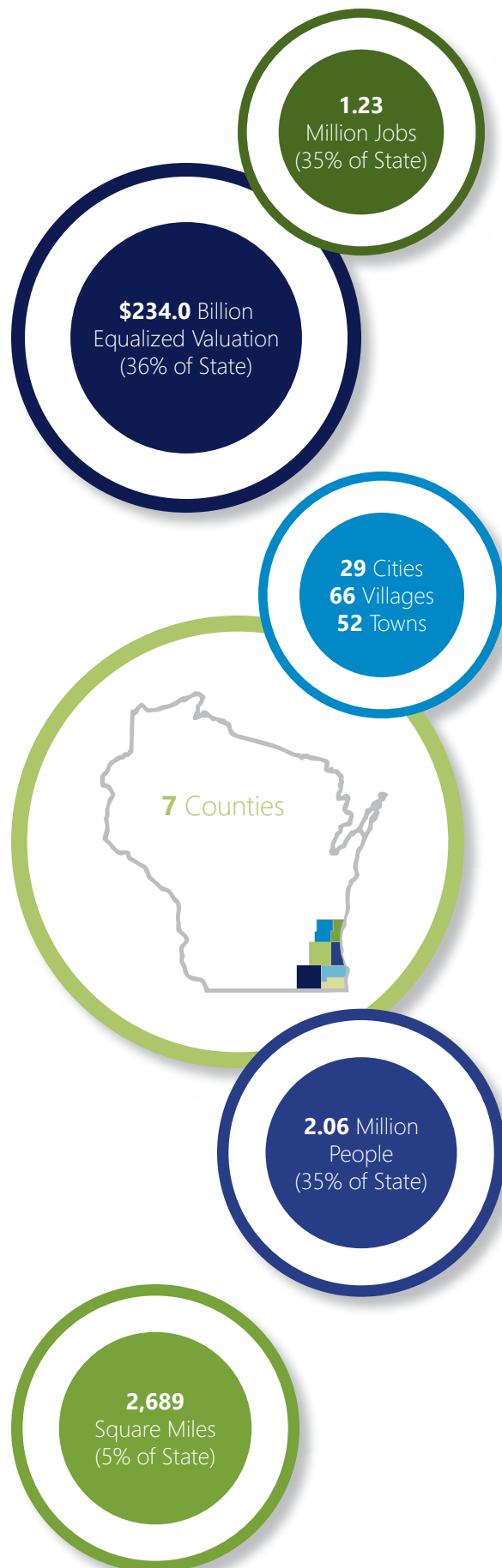
Regional planning is needed in large metro areas across the United States because development and infrastructure problems often transcend the political boundaries and fiscal capabilities of individual communities. A regional approach assists in providing efficient, cost-effective public works systems such as public transit, highways, sewerage and water supply, and parks. Regional planning is also a sound approach to address issues such as flooding, air and water pollution, changing land use, and preserving natural and agricultural resources.

The Commission performs three basic functions to address regional issues:

- Providing basic planning and engineering data and analyses to Federal, State, and local governments
- Developing a framework of long-range areawide plans for the physical development of the Region, as mandated by State law
- Coordinating day-to-day planning activities of all the governments operating in the Region

The Commission's work is assisted by advisory committees, which include both elected and appointed public officials and interested residents with knowledge in the Commission work program areas. The committees perform a significant function in both formulating and executing those work programs. A listing of the current advisory committees can be found at:

[www.sewrpc.org/advisorycommittees](http://www.sewrpc.org/advisorycommittees).





# REGIONAL PLANNING

As the areawide planning agency for Southeastern Wisconsin, the Commission is responsible for making and adopting a master plan for the physical development of the Region, including the use of land and supporting transportation and utility facilities. To accomplish this, the Commission prepares individual plan elements that together comprise the Region's comprehensive plan. Each element is intended to address an identified areawide developmental or environmental problem. The individual elements are coordinated through an areawide land use plan, which is currently presented in VISION 2050, the long-range land use and transportation plan.

During 2022, the Commission continued several major regional planning efforts, including the Regional Chloride Impact Study, Regional Food System Plan, and Regional Natural Areas Plan. The Commission also completed a new 2023-2026 Transportation Improvement Program. The following pages summarize these along with additional efforts from the year that support the Commission's regional planning program, such as housing planning, workforce transportation efforts, surveying and mapping, a regional land use inventory update, coastal management planning, natural resource planning, sanitary sewer service area planning, and orthoimagery collection.

# Transportation Improvement Program

## What is the TIP?

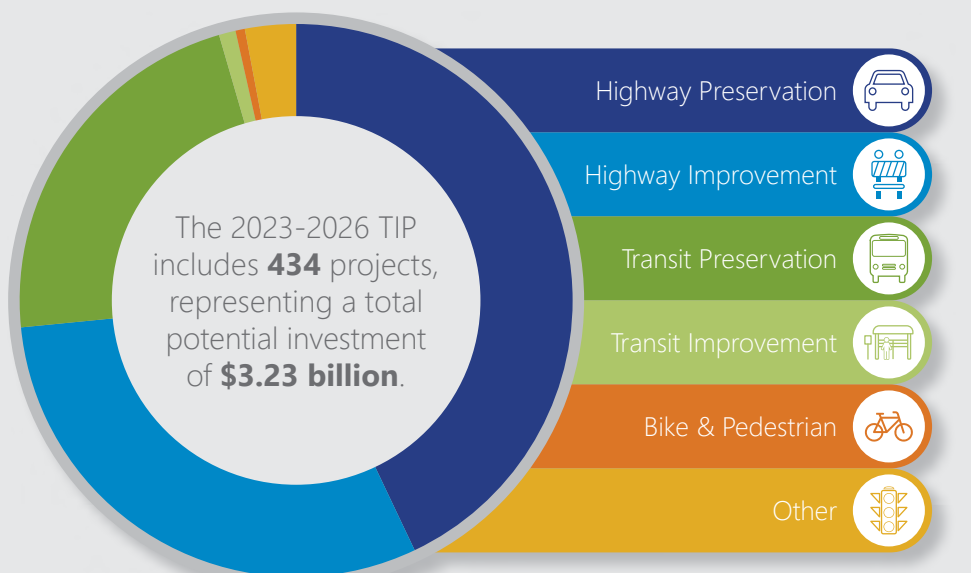
In 2022, the Commission adopted a new 2023-2026 Transportation Improvement Program (TIP). The TIP is a listing of all arterial highway, public transit, and other transportation improvement projects proposed to be carried out over a four-year period by county and local governments and the Wisconsin Department of Transportation (WisDOT) in the Region. Arterial highway and public transit projects proposed to be funded with Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) funding must be listed in the TIP.

## How is it Developed?

The Commission develops the TIP working with WisDOT staff, area transit operators, and county and local units of government in the Region. The Commission's TIP Committees (one for each of the Region's five urbanized areas) guide the TIP. These Committees are made up of local elected officials and staff, including all of the area transit operators. The TIP is occasionally amended to add or remove projects, or to account for changes in project scope, costs, and/or sources of funding.

## Plan Consistency

The TIP must be consistent with VISION 2050 and conform to State of Wisconsin air quality implementation and maintenance plans for specified national ambient air quality standards, given the presence of nonattainment and maintenance areas for ozone and fine particulate matter (PM<sub>2.5</sub>) in the Region.



### Highway Preservation

Projects that preserve the existing highway system

### Highway Improvement

Projects that preserve the highway system and add capacity to address congestion

### Transit Preservation

Projects that preserve the extent and level of service of the existing transit system

### Transit Improvement

Projects that improve the existing transit system and add new transit services

### Bike & Pedestrian

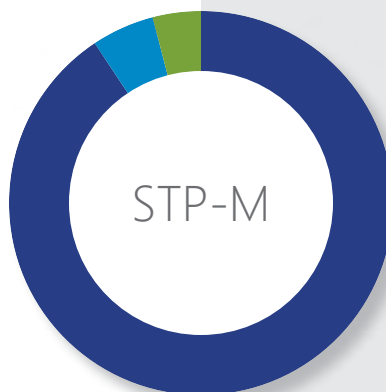
Bicycle and pedestrian facility projects

### Other

Other projects, including highway safety and environmental enhancement

## Surface Transportation Block Grant Program – Milwaukee Urbanized Area (STP-M)

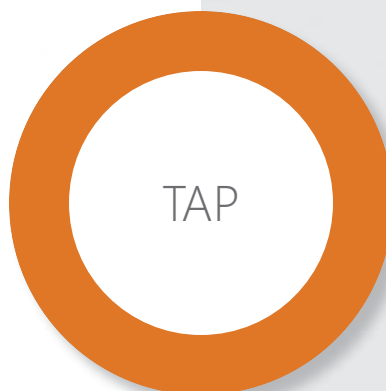
FHWA provides STP funding to preserve and improve Federal-aid highways, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects.



The Commission is also involved in the prioritization and selection of projects to receive several types of Federal funding, which are then programmed into the TIP.

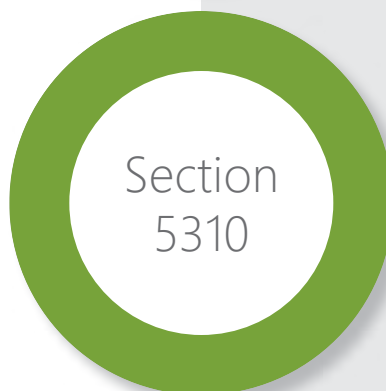
## Transportation Alternatives Program (TAP)

FHWA TAP funding supports transportation alternatives such as pedestrian and bicycle facilities, recreational trails, and safe routes to school programs.



## Section 5310 Program

FTA Section 5310 program funding aims to improve mobility for seniors and people with disabilities.



## Congestion Mitigation and Air Quality Improvement Program (CMAQ)

FHWA provides CMAQ funding on a biennial basis for surface transportation projects and other efforts that provide congestion relief and improve air quality.







## FlexRide Milwaukee Pilot Program Completed

[www.flexridemke.com](http://www.flexridemke.com)

From March through September 2022, a team of UW-Milwaukee urban planning professors and Commission staff worked with multiple partners to conduct a pilot on-demand transportation program, called FlexRide Milwaukee. The pilot, funded by a Civic Innovation Challenge (CIVIC) Planning Grant from the National Science Foundation (NSF), was aimed at getting workers from Milwaukee to jobs in the Menomonee Falls area. About 20 businesses participated in the pilot and over 700 Milwaukee residents applied and were accepted into the pilot. About 55% of accepted applicants were unemployed and nearly 90% did not have access to a car.

Ridership continually increased during the pilot and in June 2022, the State of Wisconsin awarded MobilISE, a key partner in the pilot, a grant to allow FlexRide services to continue beyond the pilot and expand to serve other Milwaukee area communities. In October, riders no longer needed to apply to use the service, and ridership significantly increased. At the end of the year, Commission staff was overseeing continued operations of the FlexRide service and working to transition oversight to MobilISE. Staff was also assisting MobilISE in planning for service changes and an initial expansion in spring 2023, including a request for proposals for the future FlexRide vendor.



# Bridging the Last-Mile Plan Completed

[www.mobilisewi.org](http://www.mobilisewi.org)

*Bridging the Last Mile*, a plan that identifies flexible transportation solutions in Southeastern Wisconsin, was completed in March 2022. The plan, led by MobilisE and supported by Commission staff and the consulting firm HNTB, explores effective, viable workforce transportation services for businesses and their employees in southern Milwaukee County and eastern Waukesha County. These places have a significant number of well-paying jobs but are difficult to serve with fixed-route transit service, thus exacerbating workforce shortages. An important element of the plan was identifying how to implement and sustain transportation services, possibly through creation of a Transportation Management Association, or TMA, to oversee and coordinate mobility programs and services. The plan also identifies immediate steps that MobilisE and its partners can take to close the last-mile gap, including supporting extension of FlexRide and providing on-demand service to the Franklin Business Park and other parts of the Region, enabling employers to utilize on-demand services as an employee recruitment/retention tool, and aligning businesses to advocate for funding to expand fixed-route transit services in Milwaukee and Waukesha Counties. The plan was made possible by a group of funding partners led by Wisconsin Economic Development Corporation, the United Way of Greater Milwaukee and Waukesha County, along with Mandel Group, the City of Franklin, GRAEF, and the Milwaukee 7 Economic Development Partnership. The final plan was presented at the International Conference of the Association for Commuter Transportation, including representatives from HNTB, MobilisE, and Commission staff.

## Workforce Mobility Team

[www.sewrpc.org/mobility](http://www.sewrpc.org/mobility)

The Workforce Mobility Team was heavily involved in both the FlexRide pilot and the last-mile transportation study during 2022. The Team focused on responding to concerns from employers in the Region who experience challenges in the post-pandemic labor market where limited or no commuting transportation options is a barrier to attracting and retaining a workforce. The Team met and provided tailored transportation recommendations for employers in Racine, Kenosha, and Waukesha Counties. In addition, staff provided employment-focused transportation options for consideration in Washington and Ozaukee Counties with concepts that serve both inter- and intra-county transportation.

## Preparing to Launch CommuteWISE Program

[www.commutewise.org](http://www.commutewise.org)


In 2022, Commission staff continued to develop a commute program to encourage Transportation Demand Management (TDM) strategies and promote multimodal transportation options. Staff built the framework for the CommuteWISE program, a regionwide initiative to encourage a shift from drive-alone commuting to cost-effective and sustainable options like riding the bus, carpooling, or biking. Plans for the program include encouraging behavior change through gamification and regional challenges. Staff continued to work with the Wisconsin Department of Transportation and the Greater Madison MPO to update the statewide Rideshare Etc. online platform, which will be a key component of the CommuteWISE initiative. In addition, staff maintained efforts to research innovative workforce mobility solutions nationwide and supported local efforts such as the Milwaukee Regional Medical Center's Ride Guide program.

The logo for CommuteWISE features the word "commutewise" in a dark blue, lowercase, sans-serif font. The letter "o" is replaced by a circular icon containing a white right-pointing arrow.

[www.sewrpc.org/transportation](http://www.sewrpc.org/transportation)


# Regional Chloride Impact Study

The Regional Chloride Impact Study is the Region's foremost comprehensive study to identify significant sources and magnitudes of chloride (salt) in surface water and groundwater resources. Several potential anthropogenic sources that contribute chloride to the environment are being examined, including road salt, water softener discharge, septic systems, and fertilizers. Commission staff will develop a plan that encompasses aspects from policy to alternative scenarios to help reduce the adverse effects of chloride on the Region's freshwater resources.



**41** stream  
and **6** lake  
monitoring  
sites

Work began on the study in 2017, with the installation of a pilot site to evaluate in-stream specific conductance sensors and telemetry equipment. The data collected by these sensors, when paired with lab-analyzed water samples, are typically used to estimate chloride concentrations in surface water once a chloride-specific conductance relationship is established. In 2018, the monitoring equipment was purchased and 37 monitoring stations were established throughout the Region. Field data collection from the 37 sensors and the collection of physical water samples was initiated in October 2018. In addition to the monitoring of rivers and streams, six lakes were chosen to sample quarterly at the deepest part of the lake. During the field collection period of the study, the number of stream monitoring sites grew to 41. Monthly river sampling and quarterly lake sampling over the 2-year data collection period culminated in over 1,400 physical water samples, which were analyzed for chloride and other major ions.



While the 2-year monthly river sample collection period was completed in October 2020, field water sampling continued into August 2021 at several stream monitoring sites. A targeted winter event sampling program extended into 2021 to collect water samples during periods of high specific conductance. Staff relied on the near-real-time monitoring data provided by the telemetry-equipped data loggers and accessed through a cloud-based interface to monitor conditions and equipment performance remotely, which allowed staff to quickly mobilize to collect samples in response to changing conditions in the field.

Almost **9 million**  
recorded  
data points

In 2022, staff began evaluating the data collected for the Chloride Impact Study. These data are being used for several analyses, as staff work to develop a regression relationship between chloride and specific conductance and estimate chloride loading at river and stream monitoring sites. Additionally, chloride loads generated across the Region and within the contributing drainage areas of the stream monitoring sites will be estimated using chloride source data obtained from other agencies. Staff also continued to collect information on public and private deicing, fertilizers, water softening, wastewater sources, and groundwater sources, and research state-of-the-art technologies and practices related to chloride management.

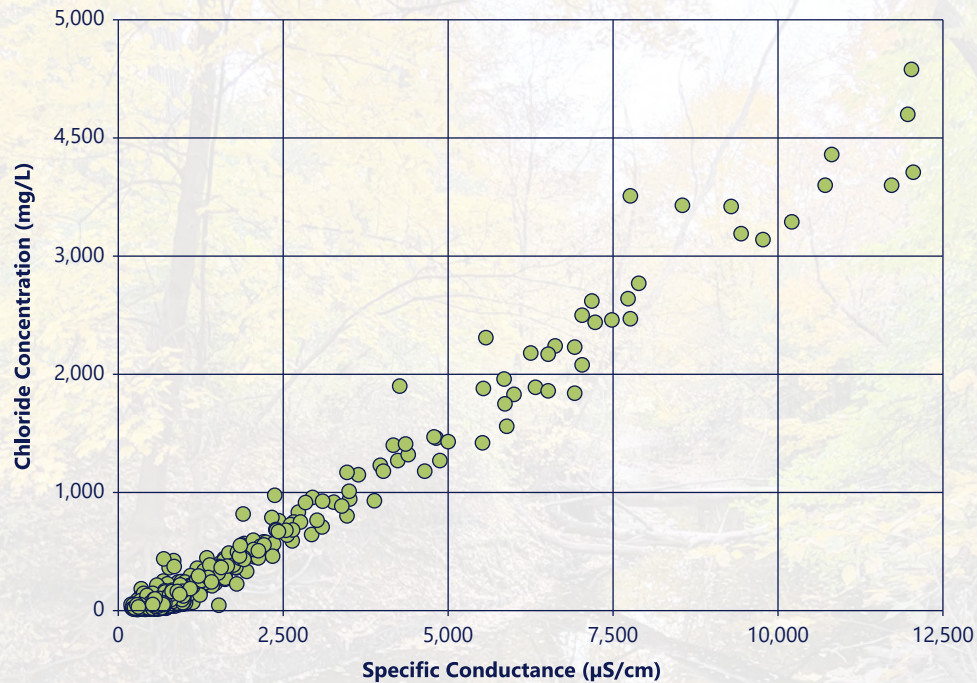


Over **1,400** water  
samples collected  
and analyzed

Several study technical reports were outlined in 2022 and are being prepared to address a variety of study topics, including field work and data collection; the impacts of chloride in the environment; regional chloride conditions and trends; the regression analysis; mass balance and loading analyses for chloride sources within the Region; and state-of-the-art practices and technologies affecting chloride in the environment. Professor David Strifling, the director of the Water Law and Policy Initiative at Marquette University, is leading the development of a technical report covering the legal and policy considerations for chloride management.



### Paired Specific Conductance and Chloride Data at Stream Monitoring Sites: October 2018 – August 2021



The chart above represents data collected by Commission staff at stream monitoring sites throughout the Region for the Chloride Impact Study. The chloride concentrations were analyzed from over 1,400 water quality samples collected during routine monthly sampling and targeted winter weather event sampling. The corresponding specific conductance data were measured by in-stream sensors that recorded data at 5-minute intervals. The paired chloride and specific conductance data will be used to develop regression relationships, which will be used to estimate in-stream chloride concentrations from the specific conductance data. The estimated in-stream chloride concentrations will be used to estimate in-stream chloride loads and evaluate chloride conditions and trends.



# VISION 2050

VISION 2050 is the long-range land use and transportation plan for Southeastern Wisconsin. It was originally adopted by the Commission in 2016 and was updated in 2020. It makes recommendations to local and State government to shape and guide land use development and transportation improvement to the year 2050 and was developed with extensive input from residents, stakeholders, and the Commission's Advisory Committees on Regional Land Use and Transportation Planning. The plan's transportation component is essential to ensure that State, county, and local governments maintain eligibility to obtain highway and transit funding from the USDOT.

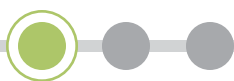


VISION 2050 was most recently reviewed and updated in 2020. This was an opportunity to update recommendations to improve quality of life throughout Southeastern Wisconsin and make the Region more competitive over the next several decades. The plan included an updated financial analysis for transportation that identified a significant funding gap between reasonably expected transportation revenues and revenues needed to implement the VISION 2050 transportation system. Updated equity analyses also identified significant racial and ethnic disparities in the Region and showed that implementing VISION 2050 would help to reduce these disparities by providing more equitable access to opportunities through improved access to jobs, education, healthcare, and other activities. Without additional funding to implement the VISION 2050 public transit element, the plan notes that a disparate impact on the Region's people of color, low-income populations, and people with disabilities is likely to occur.

While no major work products were prepared for the plan in 2022, Commission staff spent a significant amount of time and effort sharing recommendations and conclusions from VISION 2050 and supporting plan implementation through its regional planning program. Many of the individual planning efforts and studies highlighted in the annual report come out of or are aligned with VISION 2050 and represent the ongoing nature of regional plan implementation activities. The TIP, CEDS, Regional Food System Plan, Regional Housing Plan, local/county comprehensive plans, transit development plans, the North-South Transit Enhancement Study, CommuteWISE, workforce transportation initiatives like FlexRide Milwaukee, and many other efforts are all connected to VISION 2050. The plan is also central to the Commission's public outreach efforts.



Credit: RYDE Racine



# Regional Food System Plan

Begun in August 2020, staff continued work on the Regional Food System Plan for Southeastern Wisconsin during 2022. The plan is recommended by VISION 2050, which recognizes a need to improve access to healthy foods for all residents, especially low-income residents of the Region’s “food deserts.” The plan will present information about the components of the Region’s food system, including agricultural production, food and beverage manufacturing, distribution, retail, consumption, and reuse and waste. Recommendations will be developed to increase food access; reduce economic and health disparities; support locally owned farms; preserve productive agricultural land and sensitive natural resources; and better connect those who produce, distribute, and consume the Region’s food. There are already many important initiatives related to the food system underway in Southeastern Wisconsin that could be strengthened by expanding connections and interaction at the regional level. One way to achieve this is through a regional planning effort that can address all aspects of this complex issue by “tying it all together.”

The following activities took place in 2022:

- Chapter 2 of the report, *The Food System*, was drafted
- Chapter 3 of the report, *Consumers*, was drafted
- Staff conducted outreach at farmers’ markets, grocery stores, and other public spaces and events
- Staff continued researching the different components of the Region’s food system, such as agricultural production, the food and beverage manufacturing industry, distribution, retail, and food waste



## Food System

The food system is a complex web of activities, processes, and actors involved in the production, processing, distribution, transportation, consumption, and disposal of food products. A sustainable food system supplies food security and adequate nutrition for all in a way that protects economic, social, and environmental interests for future generations.

# Comprehensive Economic Development Strategy



The 2021-2025 Comprehensive Economic Development Strategy (CEDS) for Southeastern Wisconsin was led by the Milwaukee 7 Regional Economic Development Partnership (M7) and prepared in collaboration with SEWRPC. M7's Regional Economic Partnership (REP) working group and other stakeholders also provided substantial input.

The CEDS represents a strategy-driven plan for regional economic development. It includes an Action Plan focused around five goals: Unity, Growth, Talent, Livability, and Infrastructure. The Action Plan recognizes that equity and economic resilience are critical components of the CEDS and also identifies economic development projects in the Region that illustrate some of the many ways the CEDS is being and will be implemented.

Preparing a new CEDS every five years ensures that communities and organizations within the Region qualify for U.S. Economic Development Administration (EDA) funding targeted at economically distressed areas. In addition, action on the CEDS by each of the county boards representing the seven counties in the Region and by the Commission makes it possible for the Region to apply to EDA for designation as an Economic Development District (EDD). In 2022, the Commission submitted preliminary information to the EDA to initiate the process of applying to become an EDD.



## Housing

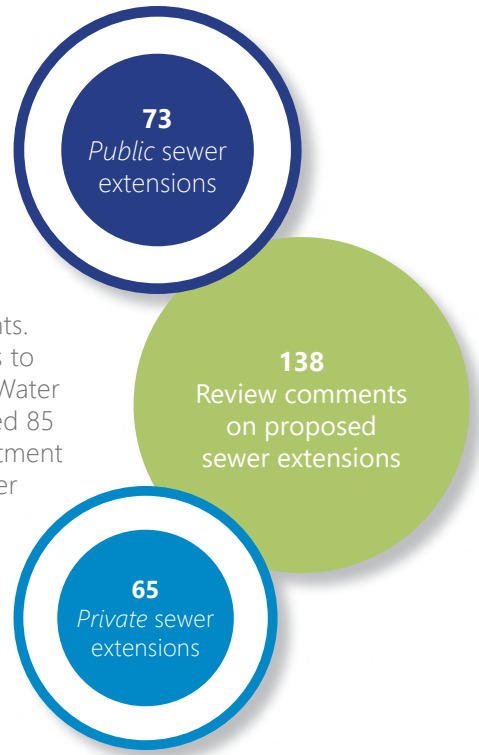
The Regional Housing Plan was adopted by the Commission in 2013 with a vision of providing financially sustainable housing for people of all income levels, age groups, and needs. Plan recommendations address six key areas, many of which are geared toward the cities and villages in the Region that administer land use regulations. Every year, staff works to inform those in the Region concerned with housing about the plan and its recommendations. Highlights of housing-related activities in 2022 include:

- Presented to an Urban Planning class at UW-Milwaukee
- Initiated work on a booklet of housing data for the Walworth County Health & Human Services Division of Public Health to assist in the development of their Community Health Improvement Plan (CHIP)
- Presented information to the City of Whitewater about Tax Incremental District extensions to support affordable housing

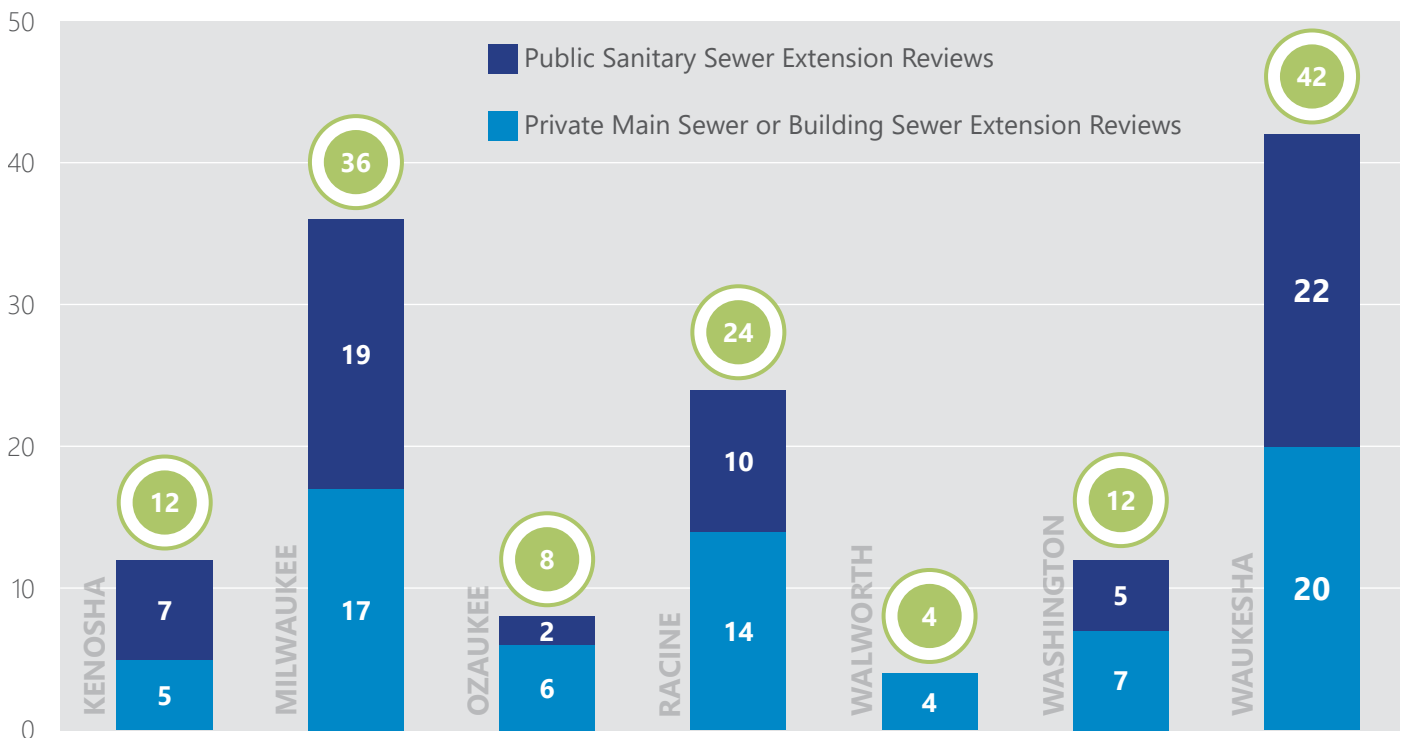


# Sanitary Sewer Service Area Planning

The Regional Water Quality Management Plan (RWQMP) provides for sound watershed planning and preservation and was designed to ensure the Region's waters are "fishable and swimmable" to the extent practical. An important element of the RWQMP relates to recommendations for wastewater treatment plants and the wastewater conveyance systems that flow to those plants. In 2022, the Commission continued to work with local engineers and consultants to prepare detailed local sewerage facilities plans designed to meet Federal Clean Water Act and Wisconsin Clean Water Fund requirements. The initial RWQMP delineated 85 sanitary sewer service areas tributary to each recommended public sewage treatment plant in the Region. Since then, staff has refined and detailed many of these sewer service areas in cooperation with local units of government. During 2022, the Commission completed a comprehensive update of the sanitary sewer service area plan for the Village of Slinger and completed amendments to the sanitary sewer service area plans for the Cities of Mequon, Oak Creek, and Port Washington, and the Villages of Darian, Germantown, and Menomonee Falls. The Commission also initiated amendments to the sanitary sewer service area plans for the Villages of Bristol, Germantown, and Lisbon, and the Town of Waterford/Waterford Sanitary District.



As part of its sewer service area planning efforts, the Commission is required to review and comment on all proposed public sanitary sewer extensions and certain proposed private sanitary sewer extensions and large onsite sewage disposal systems and holding tanks relative to their conformance to the adopted RWQMP.





# Natural Resource Planning

The Commission completed field inspections for a total of 73 requests in 2022 for special environmental inventories, assessments, and evaluations for a wide variety and scale of projects. These inspections are summarized below:

- Individual Development Parcel (23)
- Large Residential or Commercial Development Project (25)
- Individual Transportation Project (4)
- Evaluation of Existing and Proposed Public Park Site (5)
- Municipal/Private Utility or Public Facility Development Project (6)
- Transportation Corridors (10)

In 2022, the Commission continued work to update the *Regional Natural Areas and Critical Species Habitat Protection and Management Plan* (SEWRPC Planning Report No. 42). Two Technical Advisory Committee meetings and one Aquatic Habitat Subcommittee meeting were held in 2022. Significant progress has been made to update site profiles, a digital database, and maps, and to re-rank natural areas (including Water Classification) and critical species habitat sites.

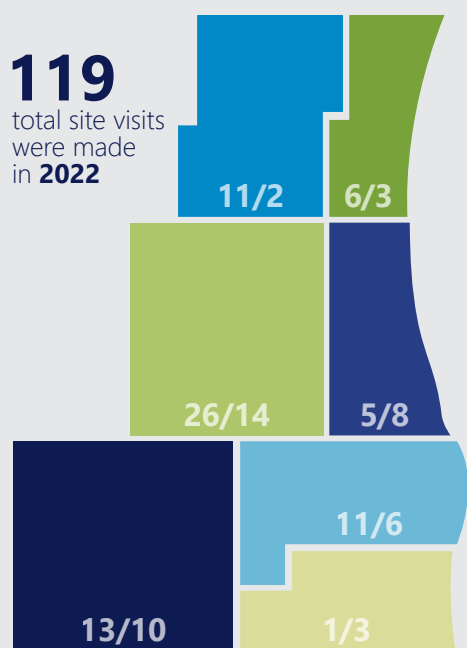
A total of 46 designated or proposed natural areas and critical species habitats were visited by staff in 2022. These visits were conducted either to inform the Commission's natural areas planning or at the request of various governments or conservation nonprofit organizations. No formal amendments were made to the Regional Natural Areas Plan during the year, but several changes were identified for inclusion in the future amendment to the Natural Areas Plan (pending approval by the Advisory Committee) among the three categories below:

- **New sites:** Ten new critical species habitat sites were identified (five in Milwaukee County, two in Racine County, one in Walworth County, one in Washington County, and one in Waukesha County)
- **Upgraded sites:** No sites were proposed for an upgrade in 2022
- **Downgraded sites:** Field work did not identify any natural areas for downgrades



**119**

total site visits were made in 2022



## Special Environmental Inventories, Assessments, and Evaluations (first number)

The Commission continually helps Federal, State, and local governments to evaluate and assess the environmental significance and quality of specific development and preservation sites throughout the Region. In particular, this often involves the field identification and delineation of environmentally sensitive areas, including wetlands and/or environmental corridors.

## Natural Areas and Critical Species Habitat Site Visits (second number)

Natural Areas and Critical Species Habitat Sites—essentially, the highest quality remnants of the pre-European settlement landscape—as well as other areas vital to maintaining endangered, threatened, and rare plant and animal species in the Region.



## Coastal Management Planning

The Wisconsin Coastal Management Program (WCMP) was established in 1978 under the Federal Coastal Zone Management Act to preserve and improve Wisconsin's Great Lakes coastal resources. During 2022, the Commission continued to provide assistance to the Wisconsin Department of Administration and coastal communities related to the program, including:

- Conducting field investigations associated with the evaluation of environmental corridors and other sensitive lands in the coastal management area
- Reviewing proposed sanitary sewer extensions in the coastal management area
- Assisting counties, state and local governments, and other organizations with programs and projects to improve near-shore water quality and habitat value
- Briefing the Wisconsin Coastal Council on relevant Commission activities

Staff also continued work on the Southeastern Wisconsin Coastal Resilience Study in collaboration with the WCMP, the UW Sea Grant Institute, and the UW-Madison Department of Civil and Environmental Engineering. The three-year study focuses on the Lake Michigan coast in Ozaukee, Milwaukee, Racine, and Kenosha Counties. Deliverables for the study include:

- Future shoreline recession projections
- Guidance materials for implementing risk reduction practices and communicating risk along the coastal shoreline
- Organizing a network for communities to collaborate
- Identifying coastal resilience projects to fund

*Credit: VISIT Milwaukee*

# Surveying, Mapping, and Land Information

The Commission has long recognized the need for accurate base data layers depicting the shape of the land's surface and the precise location of its physical features, both natural and manmade. Since 1961, the Commission has been a resource for counties and communities regarding surveying and mapping practices. In this role, the Commission prepared general purpose base layers of the entire Region in the 1960s and continues to recommend that they stay current for use in more localized planning efforts. To this end, the Commission has continuously worked with county and local governments to ensure the survey control system is maintained and provide various geospatial recommendations. The recommended approach to surveying and geospatial services has provided a strong foundation for both the Region's county and local digital land information systems and public works management systems.

## Foundational Data Layers



### Corner Monumentation

The permanent monumentation of all U.S. Public Land Survey System (USPLSS) section, quarter section, and center of section corners in the Region.



### Control Surveys

Field surveys to enhance each monument as a station of a known horizontal and vertical position on both the USPLSS and State Plane Coordinate System, along with documentation of the entire control network.



### Digital Cartography

Orthoimagery that combines image characteristics of an aerial photograph with the geometric qualities of a map and Light Detection and Ranging (LiDAR). LiDAR is a remote sensing method that uses light in the form of a pulsed laser to measure ranges (variable distances) to the Earth.



### Cadastral Mapping

Preparing companion, correlated real property ownership data layers and maps based on Commission-recommended standards.

Since 1984, the Commission has carried out the responsibilities of the Milwaukee County Surveyor, including ensuring the perpetuation of those corners of the USPLSS that are destroyed, removed, or buried through construction or other activities. Given this State-mandated responsibility and the need to maintain a capable staff to perform the County Surveyor function, the Commission also provides County Surveyor services to Kenosha, Ozaukee, Walworth, and Waukesha Counties and has a separate agreement with WisDOT to assist the County Surveyor in Racine County. In performing these County Surveyor duties during 2022, the Commission monumented a total of 193 USPLSS corners that had been disturbed or destroyed through a range of activities, primarily road reconstruction. These efforts included field work as well as substantial office work to update documentation of the corners concerned, including new corner dossier sheets and control survey summary diagrams.







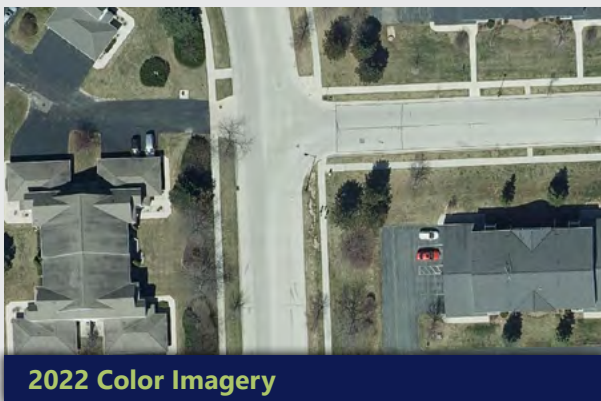
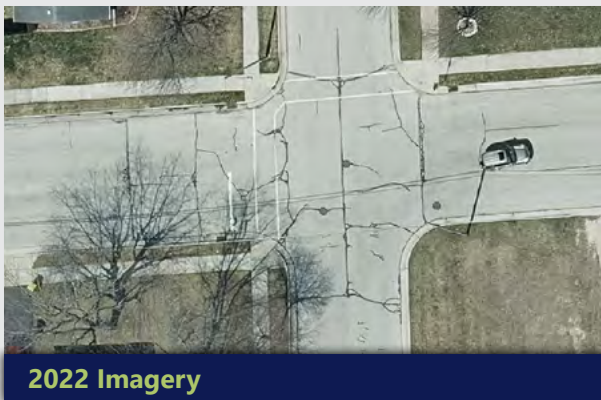
## 2020 Regional Land Use Inventory

During 2022, the Commission continued work on a major update of the regional land use inventory to the year 2020. Local units of government will be able to use this update in their own planning efforts, such as comprehensive plans and park and open space plans. This updated inventory will be used to track progress on implementing the land use component of the regional plan (currently VISION 2050). This inventory identifies existing land uses throughout the entire Region using a classification system with over 60 land use categories as first determined in 1963, and has served throughout the agency's history as vital base information regarding the Region's existing built and unbuilt environment. Analysis of the inventory data identifies growth and change that occurred within the Region with respect to urban development and its impact on environmentally sensitive lands and prime farmlands. The Commission completed similar land use inventories for the Region for the years 1963, 1970, 1975, 1980, 1985, 1990, 1995, 2000, 2010, and 2015.

Orthophotographs serve as the primary basis for identifying the existing land uses, augmented by available oblique aerial photographs, other online resources, and field surveys as needed. The Commission anticipates completing this inventory in 2023.

The example above shows economic development and changes that occurred in a five-year time span. The area identified in these photos was categorized as "Other Open Land" in the Commission's 2015 Land Use Inventory. Utilizing the 2020 orthophoto imagery, Commission staff was able to identify this new development and will re-classify this land as "Commercial" in the 2020 Land Use Inventory.

# 2022 Regional Orthoimagery Program



The Commission assisted the Region's counties with acquiring new orthoimagery for 2022. This image collection interval has been increased due to county interest. Historically, orthoimagery was collected every five years but now each county is being collected every other year due to the economic development and continued interest in having up to date orthoimagery. Orthoimagery combines the image characteristics of an aerial photograph with the geometric qualities of a map. Orthoimagery is a uniform scaled image where corrections have been made for scale variation caused by terrain relief, sensor geometry, and camera tilt. Mathematical equations based on the digital camera lens, control positions, and a digital elevation model are applied to each image pixel to rectify the aerial image and obtain the geometric qualities of a map.

Orthoimagery allows users to accurately measure visible ground features in their true geographic position. This allows users to make accurate distance and area calculations and measure the true position of any feature observed in the orthoimage. Orthoimagery is the foundation for GIS, forming the base layer from which many additional geospatial data layers are created.

Orthoimagery can vary greatly in both accuracy and pixel resolution. Pixel resolution refers to the actual distance on the ground each pixel represents in the orthoimagery. For example, one-foot pixel resolution means each pixel in the image covers one foot on the ground. Typically, ortho programs for planning purposes would require either six-inch or even one-foot resolution, however, the Region has elected to go with three-inch imagery to allow for greater detail. Images on the left show the difference between six-inch (2015 Imagery) and the imagery that was flown in support of the 2022 program.

In addition to the increase in resolution for the 2022 acquisition, four counties elected to work with the Wisconsin Regional Orthoimagery Consortium (WROC) to include a fourth band as part of the final tiled color orthoimages. This fourth band was color infrared (CIR). CIR imagery's main advantage is identifying vegetation. Utilizing this additional band, a geospatial professional can extract impervious and non-impervious surfaces in support of stormwater run-off calculations using semiautomatic techniques. The example shows how this fourth band looks when one replaces the blue band (color is based on three bands: red, green, blue) with CIR and how vegetated features are highlighted.





# ASSISTANCE

Since its inception in 1960, the Commission has assisted county and local governments with a wide range of plans related to land use, parks, transportation, and natural resources. This assistance promotes coordination between regional and local plans, helps county and local governments implement plans, and encourages the sound physical development of the Region. Services are available to all county and local governments that participate in and financially support the regional planning program. Highlights from 2022 are on the following pages and include assistance with:

- Comprehensive planning
- Public transit and other transportation planning
- Floodplain and stormwater management planning
- Lake and river management planning
- Park and open space planning
- Hazard mitigation planning
- Economic development assistance
- Data provision and other technical assistance



# Hazard Mitigation Planning



Throughout 2022, Commission staff assisted Kenosha, Racine, and Washington Counties in updating their hazard mitigation plans. Such planning efforts are required by FEMA for local governments to receive federal funding for mitigation projects to help communities reduce the loss of life and property by minimizing the impact of natural disasters.

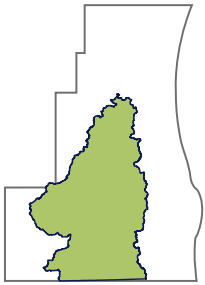
These plan updates are focused on natural hazards, including flooding, coastal bluff failure, tornadoes, extreme temperature events, and severe winter storms. After identifying these risks, the plans include long-term and equitable strategies for protecting people and property from similar events. Mitigation strategies may include floodplain protection, structural acquisition or buyouts, coastal bluff failure and erosion education and prevention, dam inspections, community safe rooms, critical infrastructure protection, and green infrastructure to mitigate stormwater flooding.

With climate change predicted to cause warmer and wetter conditions in Wisconsin, planning for increased frequency and intensity of storms and temperature extremes is a high priority to keep our communities safe. Hazard mitigation planning helps prevent future damages, promotes disaster-resilient communities, and reduces response and recovery resource requirements.





# Fox (Illinois) River Watershed Mitigation Plan



In 2022, the Commission continued work on a hazard mitigation plan for the Wisconsin portion of the Fox (Illinois) River watershed, at the request of the Waukesha County Department of Emergency Management. A major impetus for the development of this regional watershed hazard mitigation plan was the extreme flood conditions experienced by the City of Burlington in July 2017. Kenosha, Racine, Walworth, and Waukesha Counties contain 98% of the Fox River watershed area in Wisconsin and for this reason this plan focuses on those four Wisconsin counties. The plan will document hazards and mitigation strategies for flooding, dams, and drought. The plan aims to help protect communities and infrastructure within the watershed by identifying areas at highest risk, recommending mitigative strategies to reduce hazard impacts, and encouraging communication between entities within the watershed. As part of the development process for the plan, a local planning team (LPT) was formed, consisting of local officials, agency representatives, dam operators, and watershed residents.

Work began in 2021 and continued through 2022 to inventory of major natural features within the watershed, including stream networks, lakes, floodplains, wetlands, and groundwater, as well as manmade features such as municipal boundaries, major roads, dams, and monitoring gages for streams, lakes, and rainfall. Additionally, the primary concerns of flooding, dam failure, and drought were documented by the following:



## Flooding

Document the number of structures that would experience flood damages during a 1-percent-annual-probability flooding event, and identify critical facilities at risk. Identify major roadways that could be at risk of overtopping during a 1-percent-annual-probability flooding event. Inventory available condition ratings for major roads and dams.



## Dam Failure

Research historical dam failures within the watershed. Inventory dam work, operating ranges, operators, and known dam impairments.



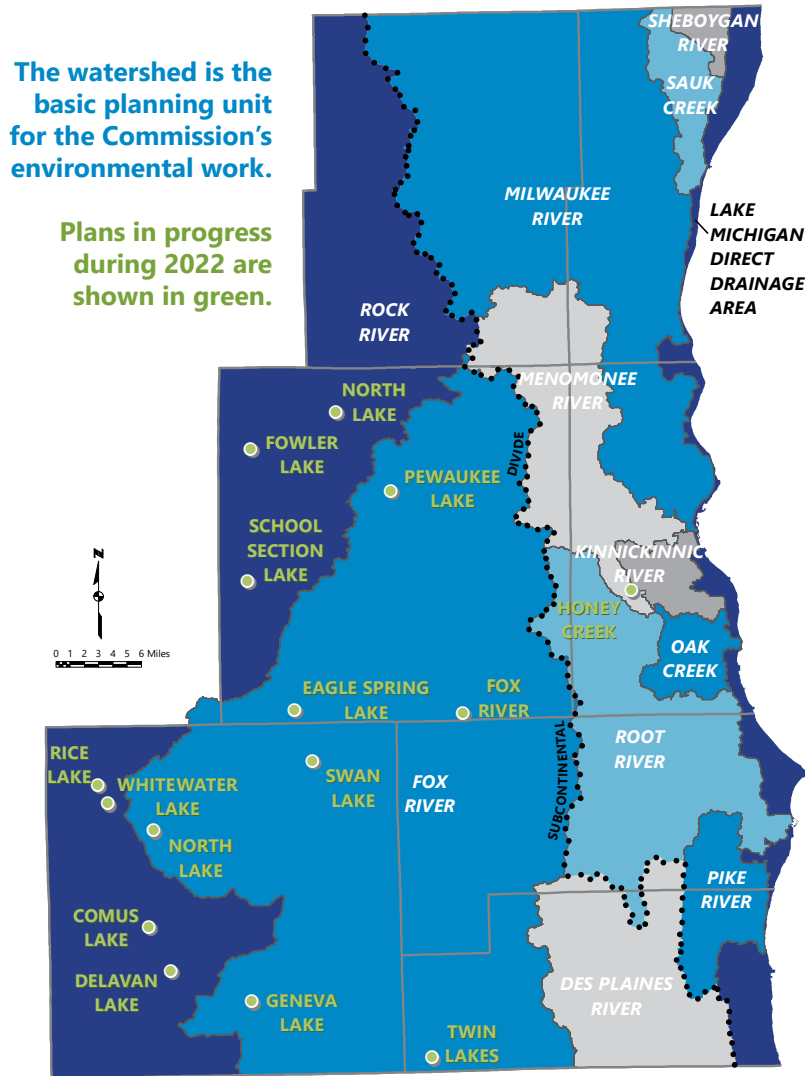
## Drought

Research major historical drought periods. Inventory baseflows in the Fox River as a means to document historical drought periods. Inventory records of the economic cost of crop loss during drought.

All the major hazards of interest were analyzed for their potential to affect vulnerable populations with the watershed, and for the potential for hazard impacts to change over time due to changes in climate and development. Work continues with the LPT on developing mitigative strategies to reduce the impacts of flooding, dam failure, and drought as well as developing plan implementation, maintenance, and funding strategies.

# Lake and River Management Planning

During 2022, Commission staff worked on 16 watershed management/restoration plans. These plans focus on multiple issues such as aquatic plant growth and management, water quality, flooding, watershed conditions, pollutant (nutrient and sediment) sources and transport, identifying and prioritizing parcels for implementing best management practices, groundwater recharge protection, algae, shoreline maintenance, recreation, public access, water levels, and wildlife. Work during 2022 addressed the following lake and stream watersheds:



## Lake Management Planning

- Twin (Elizabeth and Mary) Lakes (Kenosha County)
- Comus, Delavan, Geneva, North, Swan, Whitewater, and Rice Lakes (Walworth County)
- Eagle Spring, North, Fowler, Pewaukee, and School Section Lakes (Waukesha County)

## River Management Planning

- Fox River (Kenosha, Racine, and Waukesha Counties)
- Honey Creek (Milwaukee County)



## A Lake Management Plan for Lake Comus

In collaboration with the Lake Comus Protection and Rehabilitation District (LCPRD), Walworth County, the Wisconsin Department of Natural Resources (WDNR), and other partners, the Commission published Community Assistance Planning Report No. 341, *A Lake Management Plan for Lake Comus, Walworth County, Wisconsin*, in December 2022. This plan was funded through a WDNR NR 190 Surface Water Planning Grant and is the first plan published by the Commission for the Lake.



Lake Comus is a 131-acre lake on the north side of the City of Delavan in Walworth County. Agriculture and wetlands are the most common land uses within the Lake's 32.8-square-mile watershed. The Lake is a shallow impoundment on Turtle Creek and is a significant feature of the extensive primary environmental corridor stretching along the Creek. Turtle Creek is the Lake's largest tributary, supplying approximately two-thirds of the Lake's water; precipitation, groundwater, and other tributaries supply the rest. Unlike many lakes with public access in Southeastern Wisconsin, most of the Lake's shoreline is undeveloped wetland. This allows ample opportunity for wildlife viewing, fishing, and paddle sports. The Lake supports a warmwater sport fish community and is regularly stocked with northern pike. The adjacent Paul Lange and Ora Rice Arboretums as well as proximity to downtown Delavan enhances recreational opportunities on the Lake.



Excessive soil runoff and nutrient loading from the Lake's watershed contribute to ongoing water quality problems in the Lake and Turtle Creek. As described in the management plan, the Lake is highly eutrophic with low water clarity, algal blooms, and a depauperate aquatic plant community.

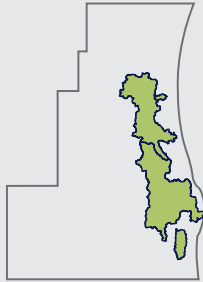


With the assistance of volunteer monitoring, the Lake and Creek were both listed as impaired from non-point source total phosphorus on the 2022 303(d) list. The lake management plan identifies priority areas and conservation practices to help reduce pollutant loads delivered to the Lake. These practices include utilizing cover crops and conservation tillage, ensuring that all agricultural lands are following a nutrient management plan, retrofitting drain tile systems, restoring wetlands, and expanding riparian buffers. Recognizing the importance of these efforts, the LCPRD has contracted with the Commission to develop a nine key element plan to refine total phosphorus and sediment load sources as well as parcel-level prioritization strategies and practices introduced in the lake management plan.



Lake Comus and Turtle Creek have significant aesthetic, recreational, and ecological value and have the potential to be more diverse and resilient aquatic ecosystems. Achieving these goals for the watershed will continue to be a challenge requiring collaboration of the many participating organizations and a commitment to implement these management plans; the Commission will continue to assist in this effort.

# Floodplain and Stormwater Management



The Commission maintains a continuing program to address stormwater and floodplain management issues, which was initiated long before the concepts of local floodplain zoning and federal flood insurance had been widely adopted. From 1966 through 2003, staff prepared comprehensive plans for most of the Region's watersheds. Each plan included development of hydrologic and hydraulic computer simulation models and detailed flood profiles and floodplain maps along numerous streams and rivers within each watershed. That information, refined and updated over time, serves as the basis for local floodplain zoning and federal flood insurance mapping throughout much of the Region. Due to significant expertise in hydrologic and hydraulic modeling, Commission staff are regularly involved in floodplain and stormwater management planning activities across the Region. Highlights for stormwater and floodplain work during 2022 are included in this section.

## Regional Floodplain Mapping Studies

Commission staff continued work on floodplain mapping studies in the Region and to seek regulatory approval of several hydrologic and hydraulic modeling and floodplain mapping efforts in 2022, as summarized below.

- Completed models and floodplain maps for the South Branch Pike River and its five tributaries were submitted to FEMA for a Letter of Map Revision (LOMR) and are currently under the regulatory review and approval process.
- Preliminary floodplain models and maps for the Menomonee River mainstem upstream of W. North Avenue completed for the Milwaukee County Information Council (formerly MCAMLIS) were reviewed and approved by WDNR in 2022.
- Work continues on the Root River floodplain mapping effort, and in 2022 work began on the Root River mainstem and West Branch Root River hydraulic models. This effort was initiated by MMSD and MCAMLIS.

## Watercourse System Plan for Honey Creek

In 2022, Commission staff completed the Honey Creek Watercourse System Plan. This plan evaluated flood risks identified under the WDNR-approved floodplain models and developed six alternative plans to mitigate those flood risks along Honey Creek. The alternative plans incorporate flood mitigation measures including voluntary acquisition and demolition of flood-prone structures, voluntary elevation of flood-prone structures, bridge improvements along Honey Creek, and rehabilitation of the concrete-lined segments of Honey Creek. The published Memorandum Report No. 259 can be obtained from the SEWRPC website.

## Watercourse Management Plan for Beaver Creek

In 2022, Commission staff completed work on the Beaver Creek Watercourse Management Plan for MMSD to address flooded structures in the Village of Brown Deer. Flood mitigation solutions include channel daylighting, structure floodproofing, and the voluntary acquisition of flooded structures. The plan analysis included the recently constructed channel restoration effort on the Creek and incorporated the MMSD Flood Risk Reduction Policy, adopted in 2020.

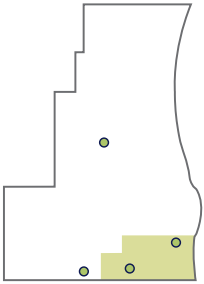
## Other Environmental Assistance

The Commission's work each year to support improving water quality necessitates providing a wide range of technical assistance. Staff worked with all seven county governments and several municipalities on various water quality/aquatic habitat initiatives by providing technical information, guidance, advice, and/or training to entities throughout the Region. Highlights from 2022 include:

- Served on the University of Wisconsin-Milwaukee School Freshwater Sciences Academic Programs Advisory Board (Milwaukee County)
- Developed and submitted four WDNR Educational grant applications to fund public outreach efforts of high-quality water lakes (Walworth and Waukesha Counties)
- Assisted with the WDNR State Wildlife Grant to implement a Comprehensive Watershed Approach to Identify Distribution and Status of Mussel Species of Greatest Conservation Need and Conservation Opportunities for Declining Mussel Populations in the Fox River Watershed of Illinois and Wisconsin (Racine, Kenosha, Walworth, and Waukesha Counties)
- Assisted UW-Extension, Wisconsin Lakes, and WDNR in Wisconsin Lakes and Rivers Convention planning (all counties)
- Assisted WDNR staff in selecting and collecting samples for the neonicotinoid water quality sampling project throughout Southeastern Wisconsin (all counties)
- Assisted in resolving floodplain modelling issues associated with stream remeandering and boardwalk trail reconstruction projects (Waukesha County)
- Assisted in fish passage initiatives for the Milwaukee River (Milwaukee County)
- Served on the Milwaukee Estuary Area of Concern fish and wildlife technical team (Milwaukee, Washington, and Ozaukee Counties)
- Milwaukee River tributary stream connectivity (Ozaukee County)
- Provided evaluation and guidance regarding groundwater conditions, vegetation community, and bluff stability at Virmond Park (Ozaukee County)
- Studied water quality and wave action on North Lake for the North Lake Management District and Carroll University (Waukesha County)
- Served as co-leader of the Fabulous Fox! Water Trail Core Development Team working to achieve National Water Trail designation status among both Wisconsin and Illinois (Racine, Kenosha, Walworth, and Waukesha Counties)
- Provided field assistance and technical review for a groundwater chloride study on the Root River led by UW-Milwaukee staff (Racine County)



# Comprehensive Planning



In 1999, the Wisconsin Legislature enacted a comprehensive planning law, which is set forth in Section 66.1001 of the *Wisconsin Statutes*. The requirements, which are often referred to as the “Smart Growth” law, provide a framework for developing, adopting, implementing, updating, and amending comprehensive plans in Wisconsin. The law includes a consistency requirement, which means that local zoning, subdivision, and official mapping ordinances need to be consistent with the local comprehensive plan.

Subsequently, the Region’s counties, cities, villages, and towns have adopted comprehensive plans to address the nine comprehensive planning elements and corresponding goals, objectives, policies, and programs required by the comprehensive planning law. The Commission assisted many of these communities, ranging from providing various inventory and demographic data to plan writing in cooperation with individual communities and with counties and communities working together in multi-jurisdictional planning efforts.

Section 66.1001(2)(i) of the State’s comprehensive planning law requires that comprehensive plans be updated no less than once every 10 years. As such, many counties and communities have undertaken, or will shortly undertake, 10-year updates of their comprehensive plans. Because of the important role comprehensive plans play in local and regional planning efforts, the Commission continues to offer its assistance to update these plans. In 2022, major comprehensive planning activities with a focus on extending the land use plan map to the design year 2050 are summarized below.

## Initiated Efforts

- **Kenosha County Multi-Jurisdictional Comprehensive Plan:** Updating plan and incorporating a new health chapter
- **Town of Bloomfield Comprehensive Plan:** Updating plan

## Continued Efforts

- **City of Waukesha Comprehensive Plan:** Updating plan, incorporating sustainability concepts throughout, and conducting new public outreach efforts
- **Village of Salem Lakes Comprehensive Plan:** Updating plan and incorporating more flexible land use categories
- **Village of Somers Comprehensive Plan:** Updating plan and incorporating a review of development opportunities along key highway corridors and discussion of a possible Village Center

## Model Planning Guides, Regulations, and Ordinances

In addition to comprehensive plans, the Commission prepares planning guides, regulations, and model ordinances that contain examples of good planning practice and aid local and county governments in their planning and zoning efforts. Work efforts during 2022 included:

- **Zoning Guide:** Staff continued work on updating the Commission’s zoning guide, focusing on the model zoning ordinance. Priority is placed on sections impacted by changes in State law, a court decision, or that help implement local, county, and/or regional plans.
- **Model Land Division Ordinance:** Staff continually monitors changes in State law or court decisions that may impact the model land division ordinance that was completed in 2018. Staff compiles information about any changes to pertinent State law and court decisions for potential use in any future updates of the model ordinance that may occur.



## Park and Open Space Planning

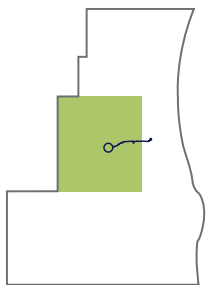


The Commission adopted the Regional Park and Open Space Plan in 1977. The plan recommends preserving environmentally significant open space lands and providing sites and facilities for major resource-oriented outdoor recreation activities throughout the Region. Over time, the plan has been amended on a county-by-county basis, with Commission staff assisting in most county plan updates and the Commission adopting them as amendments to the Regional Park and Open Space Plan. Staff also prepares park and open space plans for communities on request. In 2022, staff completed work on the park and open space plan updates for Milwaukee County, Walworth County, and the Village of Mount Pleasant. Staff also continued work on the park and open space plan update for Ozaukee County.

*Credit: Milwaukee County*



# Waukesha Area Transit Development Plan and Bluemound Road Transit Enhancement Study



Commission staff completed the Waukesha Area Transit Development Plan (TDP) in 2022 and initiated further study of transit enhancements along the Bluemound Road corridor. Staff prepared the Waukesha Area TDP, including the transit service recommendations, in a joint effort with the staffs of the City of Waukesha and Waukesha County. The plan was guided by an advisory committee that included representatives from the City and County, local municipalities, and interested educational and business groups and nonprofit organizations.



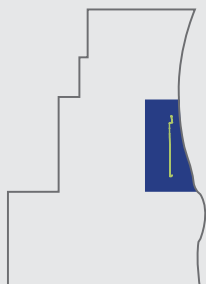
To gather feedback on the draft transit recommendations, a formal public involvement process was held in October and November 2022. The public involvement process included three public meetings, an online survey, and opportunities to submit comments via email, phone, online comment form, or mail. A business-focused meeting, hosted by the Waukesha County Business Alliance, was held to discuss potential transit recommendations. The City of Waukesha adopted the TDP on December 20, 2022. In 2023, the Commission will consider amending VISION 2050 to incorporate the recommendations included in the Waukesha Area TDP.

The Waukesha Area TDP includes recommendations and options for the City of Waukesha and Waukesha County to make informed decisions in the face of future uncertainties. Recommendations are presented in three elements: on-demand transportation solutions; paratransit service options; and fixed-route transit service changes, including transit enhancements along the Bluemound Road corridor.



One immediate outcome of the Waukesha Area TDP was initiating a study of transit enhancements along and near Bluemound Road in Waukesha and Milwaukee Counties. The study will provide recommendations for an incremental investment approach to implementing transit enhancements from downtown Waukesha, along existing Waukesha Metro Route 1, including a planned extension to provide a transfer to the Milwaukee County Transit System (MCTS) East-West bus rapid transit route, CONNECT 1, at the Milwaukee Regional Medical Center. The study will include recommendations for more frequent transit service, extending dedicated bus lanes, bus shelters with off-board ticketing and next-bus arrival information, pedestrian improvements, and transit hubs. The study team assembled an advisory workgroup made up of local officials and stakeholders and held its first meeting in September 2022. An on-bus survey of Waukesha Metro Route 1 and MCTS GoldLine riders was undertaken in October to gauge what improvements are priorities for the existing transit riders. In addition, a meeting with local businesses along Bluemound Road was held in partnership with the Waukesha County Business Alliance in November and a virtual open house on a draft study report was planned for spring 2023 to gather public feedback. The study is expected to be completed in 2023.

# Milwaukee North-South Transit Enhancement Study



The Milwaukee North-South Transit Enhancement Study, which began in May 2020, identified options for improved transit service along 27th Street in Milwaukee County. Enhanced transit along this corridor—which is currently home to the MCTS PurpleLine, one of the highest ridership routes in the County—would provide better transit access and service by reducing transit travel times and improving stops with amenities that will better serve current riders and attract new riders. The study had a focus on equity given the corridor's demographics: people of color make up nearly 75% of the population, 21% of households do not have a car, 25% of families are experiencing poverty, and 15% of people have a disability.

Throughout the study, public feedback was encouraged and received regarding transit technologies, route options, station locations, and preliminary analyses of traffic and parking impacts resulting from dedicated transit lanes. After the team reviewed and considered the public comments, bus rapid transit (BRT) was identified as the transit technology that would best fit the needs of the corridor, and a route generally along 27th Street from Bayshore Mall in Glendale to the Ikea furniture store in Oak Creek was selected as the recommended route.

The analyses and report for the study were completed at the end of 2022 and Milwaukee County then submitted a request to FTA to begin the environmental and design phases of the project. Upon securing funding for the project, the County would pursue construction of the BRT stations, platforms, and dedicated transit lanes, and the purchase of electric buses, with BRT service expected to open to the public in 2028.

This is the second BRT corridor pursued as part of Milwaukee County's new BRT system, CONNECT. The first CONNECT route, between Downtown Milwaukee and the Milwaukee Regional Medical Center along Wisconsin Avenue and Bluemound Road, is scheduled to open in June 2023. Both corridors are among those recommended for rapid transit service in VISION 2050.





## Other Transportation Planning and Assistance

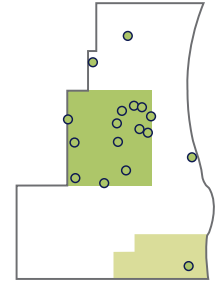
The Commission regularly provides staff services and data to assist counties, local governments, and transit operators with transportation-related planning activities. Highlights from 2022 include:

- Assisted Washington and Ozaukee Counties by analyzing transportation options to serve residents and employers, including development of memoranda and assisting local staff with holding public workshops and stakeholder forums.
- Administered the selection process for the FTA Section 5310 program for years 2023 and 2024. This program funds the purchase of vehicles and other capital items to transport seniors and people with disabilities, as well as the expansion of transportation mobility options for people with disabilities.
- Completed the updated Group Transit Asset Management Plan for Tier II operators in the Region as required every four years by FTA. In addition, completed the annual Transit Asset Management Narrative Reports for the Group Plan participants and Kenosha Area Transit, for submittal to the National Transit Database.
- As required by FTA, coordinated with transit operators in the Milwaukee urbanized area to establish the agreed-upon transit funding allocation method and amounts for FFY 2022 FTA funds.
- Assisted transit operators with triennial review documentation, Title VI compliance, and other compliance questions as needed.



# Economic Development

The Commission's role in economic development is to assist county and local units of government and economic development organizations in the Region in pursuing economic development activities and to promote the coordination of local economic development plans and programs. Assistance during 2022 is summarized below.



- **Economic Development Data:** In response to two data requests, staff provided nine reports from WEDC's web-based Economic Modeling Specialist International (EMSI) Developer software to county and local governments and economic development organizations. These reports can be customized to various geographies and provide valuable industry, occupation, and workforce information.
- **Federal and State Grant-In-Aid Support:** In aid to Kenosha County, staff administered several federal grant awards to acquire and remove homes located in the Fox River floodplain and provided assistance in seeking funding opportunities for future acquisitions. Staff also aided the Village of Pleasant Prairie and the Kenosha Area Business Alliance (KABA) in administering two Community Development Block Grant (CDBG) awards.
- **Economic Profiles:** Staff worked with the Waukesha County Center for Growth and We Energies to prepare economic profiles for 14 participating communities in Waukesha County. The profiles highlight community assets that help to attract, retain, and grow businesses within each community and throughout the County.
- **Revolving Loan Fund Support:** A Commission staff member serves as the Kenosha County Housing Authority's Program Coordinator and administers the County's housing rehabilitation Revolving Loan Fund (RLF). The Commission is responsible for providing information to Kenosha County residents outside the City of Kenosha for the packaging and closing of new housing assistance loans and for servicing outstanding loans. During 2022, two new loans were made and seven loans were serviced. In addition, staff coordinated the County loan program and loan applications with the Southern Housing Region established by the Wisconsin Department of Administration. Staff has worked diligently to reduce the Kenosha County Housing Authority RLF balance from approximately \$127,000 in mid-2014 to approximately \$10,000 at the end of 2022 by making additional loans to qualified low- and moderate-income households.
- **Cudahy Redevelopment District Plans:** Staff initiated work on project plan updates for Redevelopment Districts #1 and #2 in the City of Cudahy. The project plans are part of the City's ongoing economic development efforts and promote the highest and best of lands in the redevelopment districts. The project plans are being updated to ensure they are consistent with the City's 2021 comprehensive plan update. The updates will be completed in 2023.



# PARTNERSHIP & OUTREACH

The success of the Commission's work relies on strong partnerships with numerous stakeholders across a variety of planning topics the Commission addresses. This specifically includes consultation and coordination with governmental agencies and officials and others in its transportation planning and programming efforts. This valuable consultation is conducted primarily through Commission advisory committees, task forces on key issues, work with community partners, and engaging numerous groups representing disadvantaged populations. The partnerships and collaborations required for carrying out the Region's many water-related initiatives are another specific example. The Commission also recognizes that public participation is an important part of government decisions affecting many aspects of our lives. As such, there is a continual emphasis on effective outreach to residents of the diverse communities that make up Southeastern Wisconsin, led by the Commission's Public Involvement and Outreach Division. The following section highlights some of the key partnerships and outreach activities from 2022.



## Regional Consultation Activities

The following summarizes regional transportation consultation activities conducted by the Commission pursuant to its Regional Transportation Consultation Process during 2022.

### Advisory Committees on Transportation System Planning and Programming (TIP Committees)

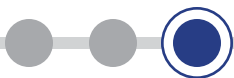
- The Milwaukee TIP Committee met three times to review and recommend projects for Surface Transportation Block Grant Program-Milwaukee Urbanized Area and Transportation Alternatives Program-Milwaukee Urban Area funding.
- The Kenosha, Milwaukee, Racine, Round Lake Beach, and West Bend TIP Committees held a joint meeting to consider and recommend a new 2023-2026 TIP.
- Commission staff initiated and completed work with WisDOT and WDNR staff on evaluating and recommending projects for additional years 2025-2026 Congestion Mitigation and Air Quality Improvement Program (CMAQ) funding included in the Bipartisan Infrastructure Law (BIL). This also entailed a meeting with the TIP Committee Chairs to review and recommend the initial list of recommended projects. The list was transmitted to the WisDOT Secretary for his review and concurrence.

### Advisory Committees on Transit Development Planning

- The Waukesha Area Committee met two times to guide work on the Waukesha Area TDP and provide feedback on draft transit service recommendations, consider public comment, and recommend changes to be included in the final transit service recommendations.

### Environmental Justice Task Force

- The Task Force met four times to discuss and provide input on various transportation-related planning efforts and projects as well as the Commission's public outreach, PFAS chemicals, Wisconsin Environmental Equity Tool, workforce transportation initiatives, and Regional Food System Plan.





# Environmental Partnerships and Collaborations

Within Southeastern Wisconsin, many water-related initiatives require ongoing partnerships and collaborations in some fashion. The Commission, in addition to specifically serving the Region's counties and municipalities, regularly participates in a number of important initiatives across the Region with WDNR and community organizations, including lake and stream management associations, public inland lake protection and rehabilitation districts, conservancy groups, and land trusts. Staff has actively participated in organizational events and activities at local, regional, and statewide scales, including attending meetings, supporting event logistics, serving on committees/boards, providing environmental outreach/education, and giving presentations to share information and management alternatives. In 2022, staff participated in events and activities with the following:

- Lake management districts, associations, committees, protection and rehabilitation districts, and sanitary districts, including those servicing Big Cedar, Friess, and Silver Lakes (Washington County); Ashippun, Denoon, Eagle Spring, Fowler, Hunters, Lac La Belle, North, Pewaukee, School Section, and Spring Brook Lakes (Waukesha County); Comus, Delavan, Geneva, Green, Lorraine, Middle, Mill, North, Rice, Swan, and Whitewater Lakes (Walworth County); and Camp, Center, Mary, and Elizabeth Lakes (Kenosha County)
- Carroll University, UW-Whitewater, and Wisconsin Lutheran College
- Healthy Lakes Conference
- Mid-Kettle Moraine Partners Group
- Mukwonago River Watershed Initiative
- Oconomowoc River Watershed Protection Program
- Ozaukee Treasures Network
- Ozaukee-Washington Land Trust
- Pewaukee River Partnership
- Riveredge Nature Center
- Root-Pike Watershed Initiative Network
- Schlitz Audubon Nature Center
- Southeastern Wisconsin Fox River Commission
- Southeastern Wisconsin Watersheds Trust, Inc.
- Tall Pines Conservancy
- Geneva Lakes Conservancy
- Ulao Creek Partnership
- Walworth County Lakes Association
- Watershed Protection Committee of Racine County
- Waterway Restoration Partnership (Milwaukee Estuary Area of Concern)
- Wisconsin Association for Floodplain, Stormwater, and Coastal Management
- UW-Extension Lakes and Wisconsin Lakes

## Milwaukee Metropolitan Sewerage District

MMSD provides water reclamation and flood management services for about 1.1 million people in 28 communities in the Greater Milwaukee Area. The agency serves 411 square miles that cover all or part of six watersheds. Commission staff participated in several initiatives in 2022 that are integral to or allied with MMSD's efforts, including:

- Aquatic and riparian habitat enhancement/rehabilitation projects in Lincoln Park
- Dam management and channel manipulation in the Estabrook/Lincoln/Kletschsch Park reach of the Milwaukee River
- Kinnickinnic River rehabilitation and flood mitigation project tech support
- Reforestation and Wetland Restoration Project within the Greater Milwaukee watersheds

## Annual Fox River Summit

The annual Fox River Summit brings together a wide range of Federal, State, county, community, nonprofit organization, and private sector interests. The Summit gives residents, environmental and conservation groups, businesses, and local governments the ability to discuss issues of concern, share resources, and work toward common goals associated with protecting, restoring, and enhancing natural resources in the Fox River watershed. Commission staff are highly active in this effort and helped the Southeast Fox River Partnership and Southeastern Wisconsin Fox River Commission, along with the Fox River Ecosystem Partnership, Fox River Study Group, and Friends of the Fox, to organize and coordinate the 10th Annual Fox River Summit. This annual event helps to bring together watershed organizations in Wisconsin and Illinois for a one-day discussion of common interests and possible opportunities for future cooperation, which has led to significant partnerships, projects, and funding in this part of the Region.

# Public Involvement and Outreach

## Engagement with Community Partners

In 2022, Public Involvement and Outreach (PIO) staff engaged with SEWRPC's nine community partners utilizing both in-person and virtual options. Staff participated in 26 virtual and in-person events during the year with Urban Economic Development Association (UEDA) alone! Staff attended UEDA virtual events such as Carnival Milwaukee and the Emerging Topics series, and in-person events such as the Annual Community Gathering & 25th Anniversary celebration and Bank On Greater Milwaukee's 3rd Anniversary celebration.

Staff also attended the openings of two of our community partners' satellite offices. IndependenceFirst added a second location in Grafton, and the Greater Milwaukee Urban League began operating a satellite office on Good Hope Road in Milwaukee.

PIO staff attend many meetings and events throughout the Region, not only with our Community Partners, but with many other organizations as well.

## Educational Outreach

In 2022, staff developed project-based lessons that could be utilized in schools within the Region to help students understand career opportunities in planning, civil engineering, and environmental sciences fields. The lessons focused on transportation and land use planning, the Regional Food System Plan, and floodplain modeling.

Some examples of SEWRPC's educational outreach participation included:

- Kenosha Teen Achievers program
- Stem Forward presentation to Milwaukee College Prep
- Lincoln Middle School 8th grade presentation judges
- Salt Paddle with Root River Educational Community Center about the Regional Chloride Study
- Green & Healthy School Annual Conference with Milwaukee Public Schools
- Gateway Technical College Stem & Manufacturing Expo for high school student
- Racine Unified School District - SEE YOUR FUTURE EXPO
- Agriculture Industry Panel Discussion at Vincent High School
- GSCM's in-person School Selection Committee meeting
- MMSD RISE Internship Program



## Organizations Serving Target Populations

Engaging specific population groups, notably low-income populations, people of color, and people with disabilities or other needs, is a particular focus of the Commission's public participation program. This targeted outreach has four major objectives: Outreach, Public Involvement, Education, and Environmental Justice. As part of these efforts, Commission staff directs engagement to the 75+ **Primary Organizations** serving specific population subgroups, which are reviewed each year with the Environmental Justice Task Force. SEWRPC's nine community partners are also included in the primary organizations list.

### Primary Organizations

**Bold text denotes SEWRPC Community Partner**

*Italicized text signifies operations in multiple counties within Southeastern Wisconsin*

- Aging and Disability Resource Center (ADRC)*
- African American Chamber of Commerce of Greater Racine*
- African American Roundtable*
- African American Roundtable of Leaders of Racine*
- Clarke Square Neighborhood Initiative*
- Common Ground**
- Eras Senior Network*
- Ethnic and Diverse Business Coalition**
- Forward Latino*
- Harambee Great Neighborhood Initiative*
- Hispanic Collaborative*
- Hispanic Roundtable*
- Hmong American Friendship Association**
- Independence First**
- Interfaith Caregivers of Ozaukee County*
- Interfaith Caregivers of Washington County*
- Kenosha Achievement Center*
- Kenosha Area Family and Aging Services*
- Kenosha Chapter of the American Association of University Women*
- Kenosha Coalition for Dismantling Racism*
- Kenosha Community Health Center*
- Kenosha County Veterans Services*
- La Casa de Esperanza (Waukesha)*
- Local Initiatives Support Corporation*
- League of United Latin American Citizens*
- Milwaukee Urban League**
- National Alliance on Mental Illness*
- National Association for the Advancement of Colored People*
- Ozaukee Family Services*
- Racine County Family Resource Network*
- Racine Kenosha Community Action Agency*
- Renew Environmental Public Health Advocates, Inc.**
- Riverwest Neighborhood Association/*
- Riverworks Development Corporation*
- Root River Environmental Educational Community Center*
- Sherman Park Community Association*
- Sixteenth Street Community Health Centers*
- Social Development Commission*
- Society's Assets*
- Southeastern Oneida Tribal Services*
- Southside Organizing Center**
- Teens Grow Greens*
- The Threshold, Inc. (Washington)*
- Tosa Together*
- United Migrant Opportunity Services*
- United Way*
- Urban Ecology Center*
- Urban Economic Development Association of Wisconsin**
- Urban League of Racine and Kenosha**
- VIA CDC*
- Visioning a Greater Racine*
- Walnut Way Conservation Corporation*
- Walworth County Community Alliance*
- Washington Park Partners*
- WATERShed Program*
- We Got This*
- Wisconsin Green Muslims*
- Wisconsin Hispanic Scholarship Foundation/Mexican Fiesta*
- Wisconsin Department of Veterans Affairs*
- Wisconsin Veterans Chamber of Commerce*
- WISDOM*
- Wisconsin Women's Business Initiative Corporation*
- YWCA Southeast Wisconsin*





# Environmental Justice Task Force

The primary role of the EJTF is to enhance the consideration and integration of environmental justice throughout the regional planning process. Environmental justice (EJ) refers to the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. EJ populations include people of color, low-income populations, and people with disabilities. The EJTF consists of 15 representatives from throughout the Region who meet regularly to gain an understanding of the Commission's technical work program and to provide input to that program through the lens of environmental justice.

During its four meetings in 2022, the EJTF:

- Discussed and provided input on the Commission's public involvement and outreach efforts, including an evaluation of the Commission's public outreach approach prepared by Dr. Deborah Blanks
- Received updates and discussed the Regional Food System Plan and several transportation-related Commission efforts, including several workforce transportation initiatives
- Discussed multiple topics with WDNR staff, including PFAS chemicals and the Wisconsin Environmental Equity Tool
- Provided guidance to Commission staff in developing an updated document that guides the work of the EJTF

## Five Basic Responsibilities

### **Involvement and Participation**

Facilitate the involvement of, and help ensure the full and fair participation of, EJ populations at all stages in relevant areas of regional planning

### **Address Relevant Issues**

Make recommendations on, and help monitor, issues and analyses relevant to the needs and circumstances of EJ populations

### **Identify Benefits and Effects**

Help identify potential benefits and adverse effects of regional planning programs and activities with respect to EJ populations

### **Advise and Recommend**

Advise and recommend methods to a.) prevent the denial of, reduction in, or significant delay in the receipt of benefits to EJ populations, and/or b.) avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on EJ populations

### **Enhance Planning Awareness**

Enhance awareness, understanding, appreciation, support, and implementation of plan recommendations and benefits, with emphasis on the needs of EJ populations



In addition to the Commission's Annual Report for 2021 and Overall Work Program for 2023, the following publications were published in 2022. Publication types are described at [www.sewrpc.org/publicationtypes](http://www.sewrpc.org/publicationtypes).

## Community Assistance Planning Reports

- No. 128 – Sanitary Sewer Service Area for the Village of Slinger and Environs, Washington County, Wisconsin, February
- No. 132 – A Long-Range Park and Open Space Plan for Milwaukee County (2nd Edition), February
- No. 135 – A Park and Open Space Plan for Walworth County (4th Edition), July
- No. 341 – A Lake Management Plan for Lake Comus, Walworth County, Wisconsin, December
- No. 340 – Milwaukee County North-South Transit Enhancement Study - Tier 1 Evaluation, February
- No. 340 – Milwaukee County North-South Transit Enhancement Study - Tier 2 Evaluation, December

## Memorandum Reports

- No. 190 – Aquatic Plant Management Plan Update for Delavan Lake (2nd Edition), July
- No. 249 – School Section Lake Aquatic Plant Management Plan Update, July
- No. 259 – A Watercourse System Plan for Honey Creek, Milwaukee County, Wisconsin, October
- No. 260 – Aquatic Plant Management Plan for Eagle Spring Lake, Waukesha County, Wisconsin, March
- No. 265 – Transit Asset Management Plan for Kenosha Area Transit, October
- No. 266 – Group Transit Asset Management Plan for Tier II Operators in Southeastern Wisconsin, October

## Other Reports

The Commission prepares a number of additional types of reports as needed. These report types include: planning guides, technical records, planning program prospectuses, study designs, regional planning conference proceedings, staff memorandums, public meeting minutes, planning program reports, and lake use reports.

## Newsletters

Sign up to receive Regional Planning News and access past issues at [www.sewrpc.org/enews](http://www.sewrpc.org/enews).

- Volume 9, Issue 1, March
- Volume 9, Issue 2, June
- Volume 9, Issue 3, September
- Volume 9, Issue 4, December

The Commission prepares an annual work program that is reviewed and approved by Federal and State funding agencies. This work program is then carried out by a core staff of full-time professional, technical, and clerical personnel, supplemented by additional temporary staff and consultants as needed. At the end of 2022, the Commission staff totaled **66**, including **63** full-time and **3** part-time employees.

## Executive Leadership

Benjamin R. McKay, AICP, *Interim Executive Director*

## Administrative Services

**Elizabeth A. Larsen, SPHR, SHRM-SCP, Director of Administration**

Alexa J. Carzoli, *Administrative Assistant*  
Megan I. Deau, *Senior Graphic Designer*  
Carrie M. Pozum, *Accounting Clerk/HR Assistant*  
Robert J. Klatkiewicz, *Office Clerk*  
Richard J. Wazny, *Print Shop/Building Supervisor*

## Environmental Planning

**Laura K. Herrick, PE, CFM, Chief Environmental Engineer**  
**Dr. Thomas M. Slawski, Ph.D, Chief Specialist-Biologist**

Michael A. Borst, *Research Analyst*  
Dr. Joseph E. Boxhorn, Ph.D, *Principal Planner*  
Dale J. Buser, PE, PH, *Principal Specialist*  
Jennifer L. Dietl, *Principal Specialist*  
Shane T. Heyel, *Senior Specialist*  
Karin M. Hollister, PE, *Principal Engineer*  
Christopher J. Jors, *Principal Specialist*  
Zachary P. Kron, *Senior Specialist*  
Zijia Li, PE, *Engineer*  
James M. Mahoney, PE, *Engineer*  
Nicklaus J. Neureuther, *Specialist*  
Zofia Noe, *Senior Specialist*  
Julia C. Orlowski, PE, *Engineer*  
Aaron W. Owens, *Senior Planner*  
Justin P. Poinsatte, *Senior Specialist*  
Megan A. Shedivy, *Planner*

## Land Use Planning

**Joel E. Dietl, AICP, Chief Land Use Planner**

Rochelle M. Brien, AICP, *Senior Planner*  
Frank G. Fierek, Jr., *Senior Specialist*  
Barry A. Gore, *Principal Planner*  
Joyce A. Gramz, *Senior GIS Specialist*  
Kendall J. Johnson, *Research Analyst*  
Richard R. Kania, AICP, RLA, *Principal Planner*  
Katelyn M. Miner, *Planner*  
Miranda L. Page, JD, *Planner*  
Robbie L. Robinson, *Senior Planner*  
David A. Schilling, *Principal Planner*  
James P. Siegler, *Planner*  
Kathryn E. Sobottke, *Principal Specialist*

## Public Involvement and Outreach

**Nakeisha N. Payne, Public Involvement and Outreach Manager**

Montre J. Moore, *Public Involvement and Outreach Specialist*

## Special Projects

**Eric D. Lynde, Chief Special Projects Planner**

Kaleb W. Kutz, *Planner*  
Christopher Parisey, *Senior Planner*

## Surveying and GIS

**Robert W. Merry, PLS, Chief Surveyor**  
**Michael G. Gosetti, GIS Manager**

Patricia L. Bouchard, *GIS Specialist*  
Justin Kendall, *Systems Administrator*  
Timothy R. Gorsegner, *GIS Specialist*  
Benjamin O. Johnson, *Land Survey Assistant*  
Bradley T. Subotnik, *Senior GIS Specialist*  
Megan V. Tornoe, *Land Survey Assistant*  
Andrew J. Traeger, *Certified Survey Technician*

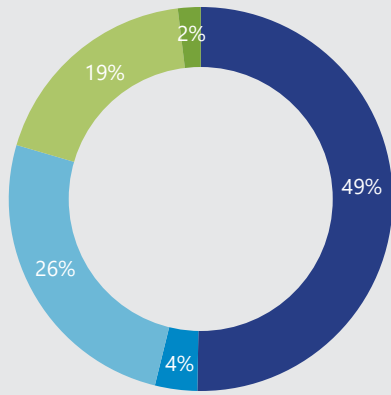
## Transportation Planning

**Christopher T. Hiebert, PE, Chief Transportation Engineer**  
**Ryan W. Hoel, PE, Deputy Chief Transportation Engineer**

Dr. Gom B. Ale, Ph.D., *Principal Planner-Modeler*  
Elizabeth T. Callin, AICP, *Senior Planner*  
Carrie L. Cooper, *Principal Planner*  
Joseph M. Delmagori, *Senior Planner*  
Victor T. Helin, *Senior Planner*  
Ethan S. Johnson, *Senior Planner*  
Reginald L. Mason, *Research Analyst*  
Gabriel A. Rosenwald, *Engineer*  
Xylia N. Rueda, *Senior Planner*  
Jennifer B. Sarnecki, AICP, *Principal Planner*

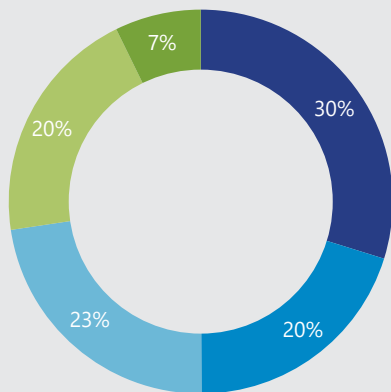






## 2022 Revenues \$9,235,239


- **Federal Government \$4,638,835**  
 Federal Highway Administration (41%)  
 U.S. Environmental Protection Agency (<1%)  
 National Science Foundation (9%)
- **State Government \$328,303**  
 Wisconsin Department of Transportation (3%)  
 Wisconsin Department of Natural Resources (1%)  
 Wisconsin Department of Administration (<1%)
- **Local Government Tax Levy \$2,370,245**
- **Service Agreements \$1,721,221**
- **Miscellaneous \$176,629**



## 2022 Expenditures \$8,803,869

- **Transportation Planning \$2,623,737**
- **Land Use Planning \$1,772,879**
- **Environmental Planning \$1,998,941**
- **Local Planning Assistance \$1,770,065**
- **Administration \$638,247**

Basic financial support is provided by a regional tax levy apportioned to each county on the basis of equalized valuation, which is supplemented by Federal and State aids. The regional tax levy for the Commission has not increased since 2007. A financial audit report for 2022 can be viewed at [www.sewrpc.org/funding](http://www.sewrpc.org/funding).



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