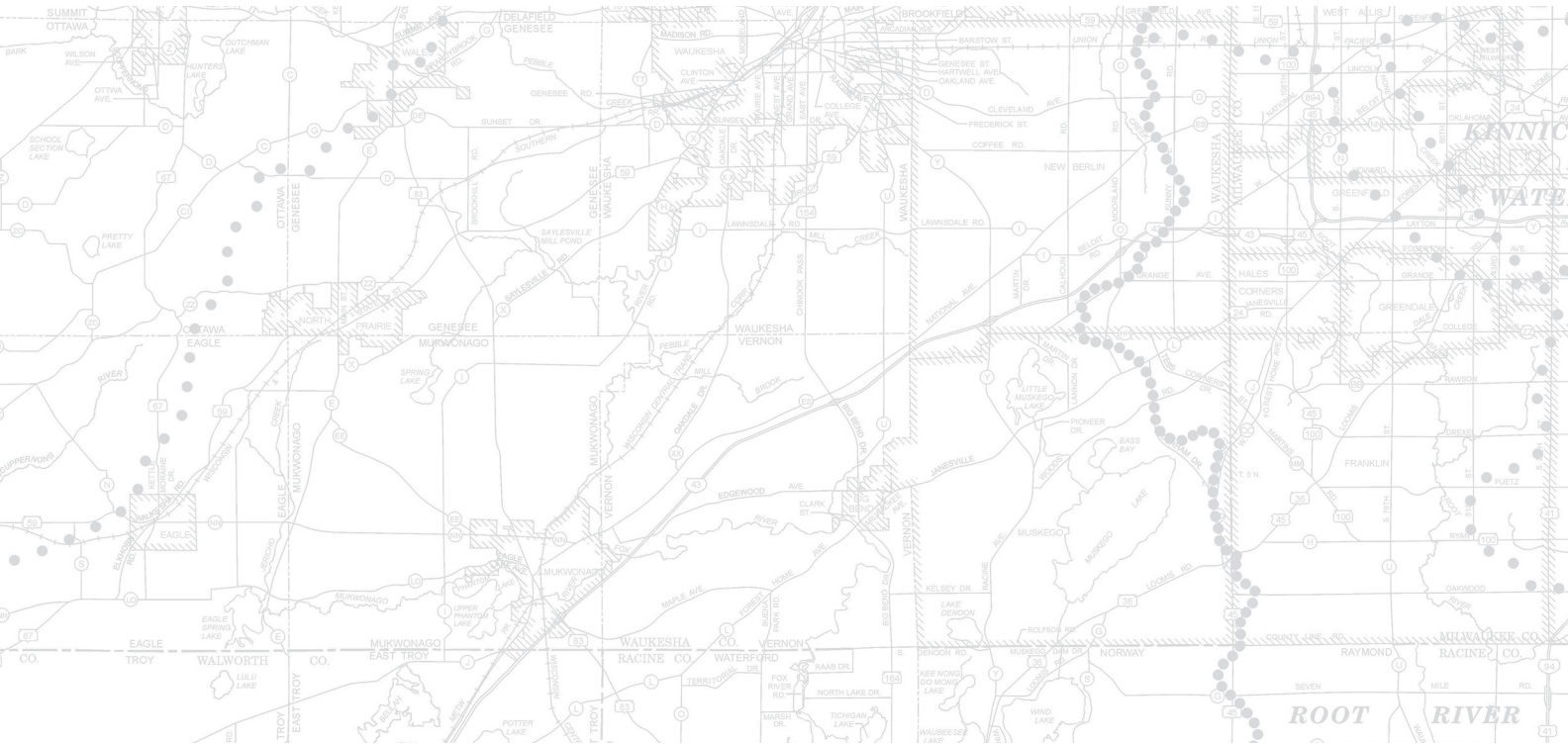


2024 REVIEW & UPDATE OF VISION 2050



Memorandum Report 268

2024 REVIEW & UPDATE OF VISION 2050



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Commission

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*As of June 12, 2024 when plan was adopted.

MEMORANDUM REPORT
NUMBER 268



A REGIONAL LAND USE AND TRANSPORTATION
PLAN FOR SOUTHEASTERN WISCONSIN

2024 REVIEW AND UPDATE OF VISION 2050



Southeastern
Wisconsin
Regional
Planning
Commission

Prepared by the
Southeastern Wisconsin Regional Planning Commission
W239 N1812 Rockwood Drive
P.O. Box 1607
Waukesha, Wisconsin 53187-1607
www.sewrpc.org

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U.S. Department of Transportation
Federal Highway Administration
Federal Transit Administration



June 2024

The resolution adopting this plan update can be found on page 44.

Table of Contents

01 About VISION 2050



20 Freight Transportation
Review & Update



03 VISION 2050 Plan
Themes & Objectives



22 Streets & Highways
Review & Update



04 Monitoring Plan Forecasts



26 Updated Financial Analysis



06 Land Use
Review & Update



30 Funding The Plan



10 Public Transit
Review & Update



31 Impacts of Insufficient
Transportation Funding



14 Bicycle & Pedestrian
Review & Update



32 Updated Equity Analysis



18 Travel Demand Management
Review & Update



41 Review of Federal
Performance Targets



19 Transportation Systems
Management Review & Update



42 Summary & Conclusions



About VISION 2050



What Is VISION 2050?

VISION 2050 is Southeastern Wisconsin's long-range land use and transportation plan. It makes recommendations to local and State government to shape and guide land use development and transportation improvement.

The Commission originally adopted VISION 2050 in 2016, following a three-year process guided by the Commission's Advisory Committees on Regional Land Use and Transportation Planning.

As an advisory and regional plan, VISION 2050 should be viewed as a framework for more detailed county and local planning, such as local and county comprehensive plans, transit development plans, and jurisdictional highway system plans.

Implementation is complex and relies on the coordinated actions of many different entities. The Commission tracks this implementation and works closely with its many partners to support implementation.

Purpose of the 2024 Review & Update

Every four years, the Commission conducts an interim review and update of VISION 2050 to keep the plan current and address federal requirements. The Commission adopted the first interim review and update in 2020.

The purpose of the 2024 Review & Update is to determine whether it remains reasonable for plan recommendations to be accomplished by 2050 and to identify any parts of the plan that should be changed. To begin, Commission staff reviewed progress in implementing plan recommendations, transportation system performance, year 2050 forecasts underlying the plan, and changes in recent years that impact the plan.

Following these initial efforts, staff identified potential updates to the plan's recommendations, with guidance from the Advisory Committees and public and stakeholder input. Staff also examined funding for the recommended transportation system and evaluated the plan's benefits and impacts related to people of color, low-income populations, and people with disabilities. In addition, staff reviewed performance targets set for the plan related to national performance measures.

Changes being made to the plan as part of the 2024 Update do not represent a major overhaul of the original plan. Changes approved by the Advisory Committees and Commission will be incorporated into the VISION 2050 plan. This will be done by publishing a Third Edition of Volume III of the plan report, which will serve as the recommended plan.

About the Commission

www.sewrpc.org

The Southeastern Wisconsin Regional Planning Commission is the official areawide advisory planning agency for land use and infrastructure for the seven-county Southeastern Wisconsin Region. The Commission also serves as the Region's metropolitan planning organization (MPO), leading a regional transportation planning program that includes preparing a long-range plan and a four-year transportation improvement program (TIP).



LEARN MORE!

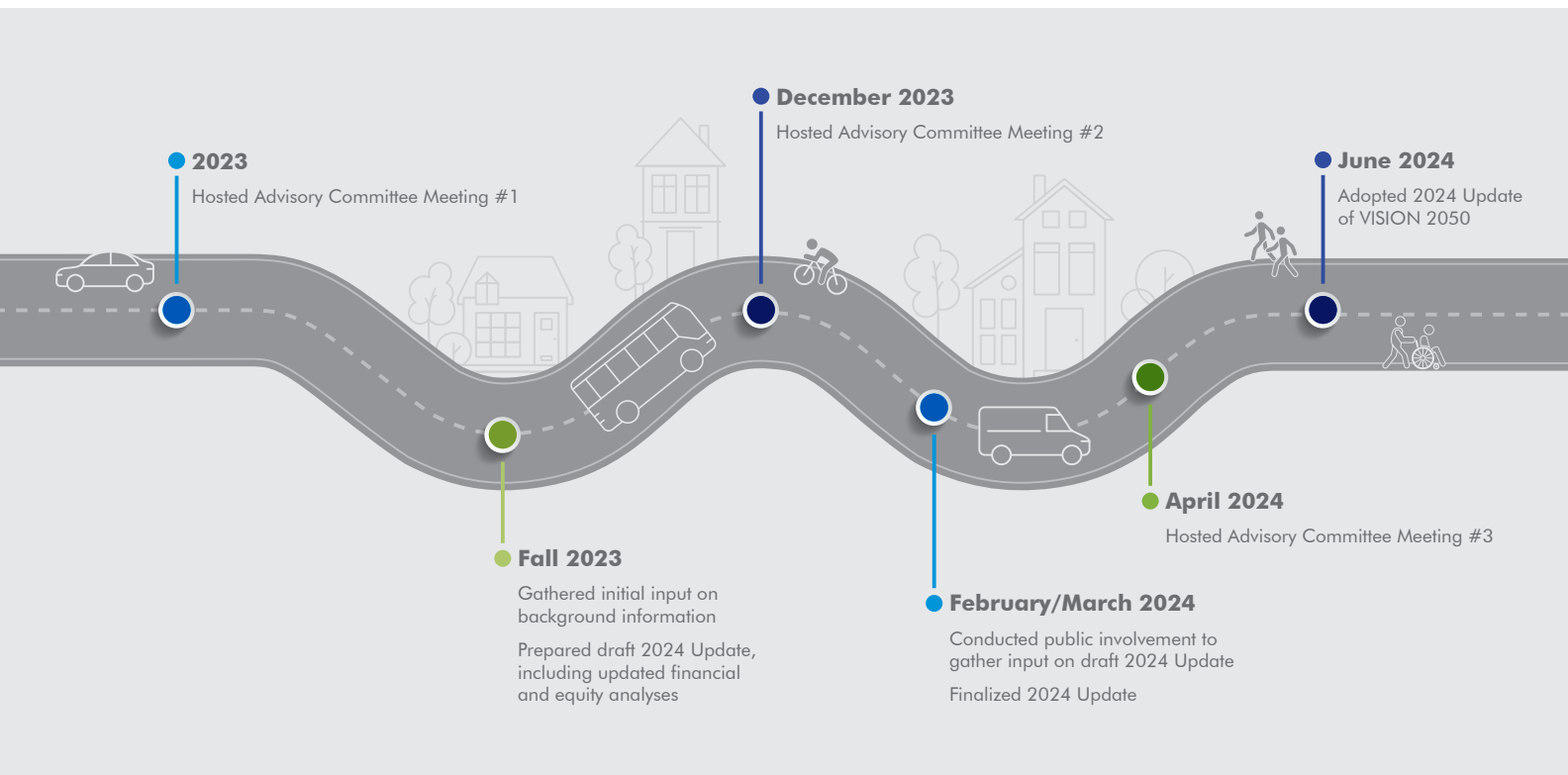
Visit www.vision2050sewis.org



2024 Review & Update Elements

The 2024 Update contains the following elements, which are summarized in the following pages. Full documentation of each element can be accessed on the 2024 Update webpage at www.vision2050sewis.org/2024-update.

1. Review of VISION 2050 Recommendations and Implementation
2. Review of VISION 2050 Forecasts
3. Review of Transportation System Performance
4. Updated VISION 2050 Recommendations
5. Updated Financial Analysis
6. Updated Equity Analysis
7. Review of Targets for National Performance Measures



Public Involvement

Public input was sought throughout the process to prepare the 2024 Update. Public outreach began in September 2023, with public comments encouraged on initial background information made available on the 2024 Update page of the VISION 2050 website. A formal comment period was held between February 14 and March 14, 2024, to obtain comments on a draft plan update. During the comment period, staff held virtual public meetings to share information on the draft plan update, funding for the recommended transportation system, how the plan would benefit disadvantaged populations, and federal performance targets set for the transportation system.

All comments received were considered by Commission staff and the Advisory Committees guiding VISION 2050 as staff finalized the 2024 Update. More information on the public involvement process, along with the comments received and staff responses to comments, can be found in the 2024 Update Record of Comments on the VISION 2050 website.

VISION 2050 Plan Themes & Objectives

The recommendations in VISION 2050 were developed to achieve specific objectives. These objectives are organized under the four VISION 2050 themes: Healthy Communities, Equitable Access, Costs and Financial Sustainability, and Mobility.



HEALTHY COMMUNITIES

This theme revolves around creating healthy communities within our Region, with active transportation options and environmental preservation serving as cornerstones of the theme. Healthy Communities objectives include:

- ▶ Vibrant, walkable neighborhoods that contribute to the Region’s distinct character.
- ▶ Active transportation options that encourage healthy lifestyles.
- ▶ Compact urban development and limited rural development that maximize open space and productive agricultural land.
- ▶ Environmentally sustainable development and transportation that minimize the use of nonrenewable resources and adverse impacts on the Region’s natural environment, including biodiversity, air, and water.
- ▶ A transportation system that minimizes disruption of neighborhood and community development, including adverse effects on the property tax base.
- ▶ Safe and secure travel environments that minimize loss of life, injury, and property damage.



EQUITABLE ACCESS

This theme focuses on providing access to opportunity for all of the Region’s residents. Equitable Access objectives include:

- ▶ Benefits and impacts of investments in the Region’s transportation system should be shared fairly and equitably and serve to reduce disparities between the white population and people of color.
- ▶ Affordable transportation and housing that meet the needs and preferences of current and future generations.
- ▶ Reduce job-worker mismatch.



COSTS AND FINANCIAL SUSTAINABILITY

This theme takes into account the need to make wise investment decisions that consider all the direct and indirect costs of developing the Region’s land and transportation system. Costs and Financial Sustainability objectives include:

- ▶ A land development pattern and transportation system that support economic growth and a globally competitive economy.
- ▶ A financially sustainable transportation system that minimizes life-cycle capital and operating transportation costs.
- ▶ Transportation options that minimize private transportation costs.
- ▶ Urban development that can be efficiently served by transportation, utilities, and public facilities.



MOBILITY

This theme is aimed at achieving a multimodal transportation system that serves the mobility needs of all of the Region’s residents and provides access to important places and services. Mobility objectives include:

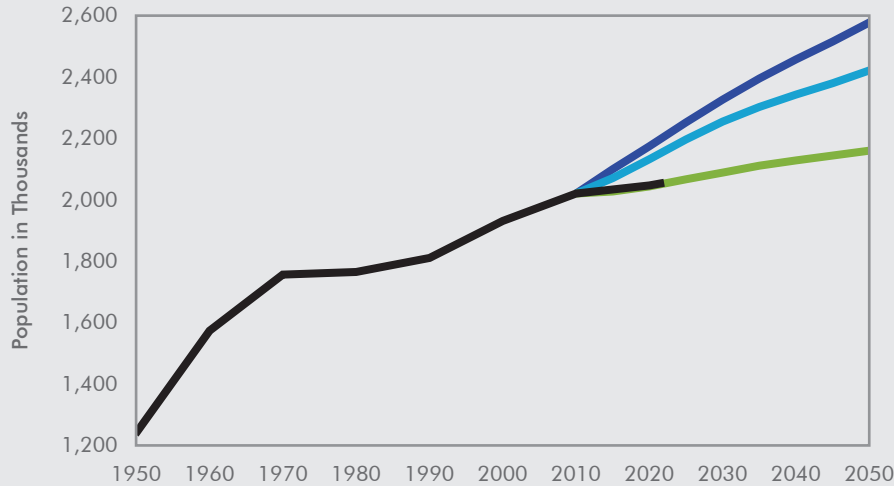
- ▶ A balanced, integrated, well-connected transportation system that provides choices among transportation modes.
- ▶ Reliable, efficient, and universal access to employment centers, educational opportunities, services, and other important places.
- ▶ Well-maintained transportation infrastructure.
- ▶ An acceptable level of service on the transportation system.
- ▶ Fast, frequent, and reliable public transit services that maximize the people and jobs served.
- ▶ Convenient, efficient, and reliable movement of goods and people.

Monitoring Plan Forecasts

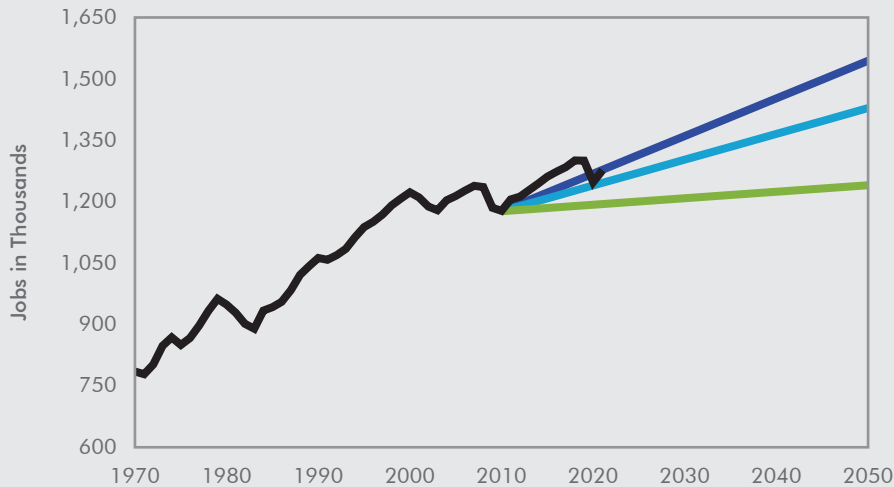


As a part of the 2024 Review & Update, the year 2050 forecasts underlying the plan were compared to current estimates. **Overall, the plan forecasts remain valid for long-range land use and transportation planning purposes.**

Projected Population



Projected Employment



— Actual Level — High Projection — Intermediate Projection — Low Projection

Source: SEWRPC, 9/2023

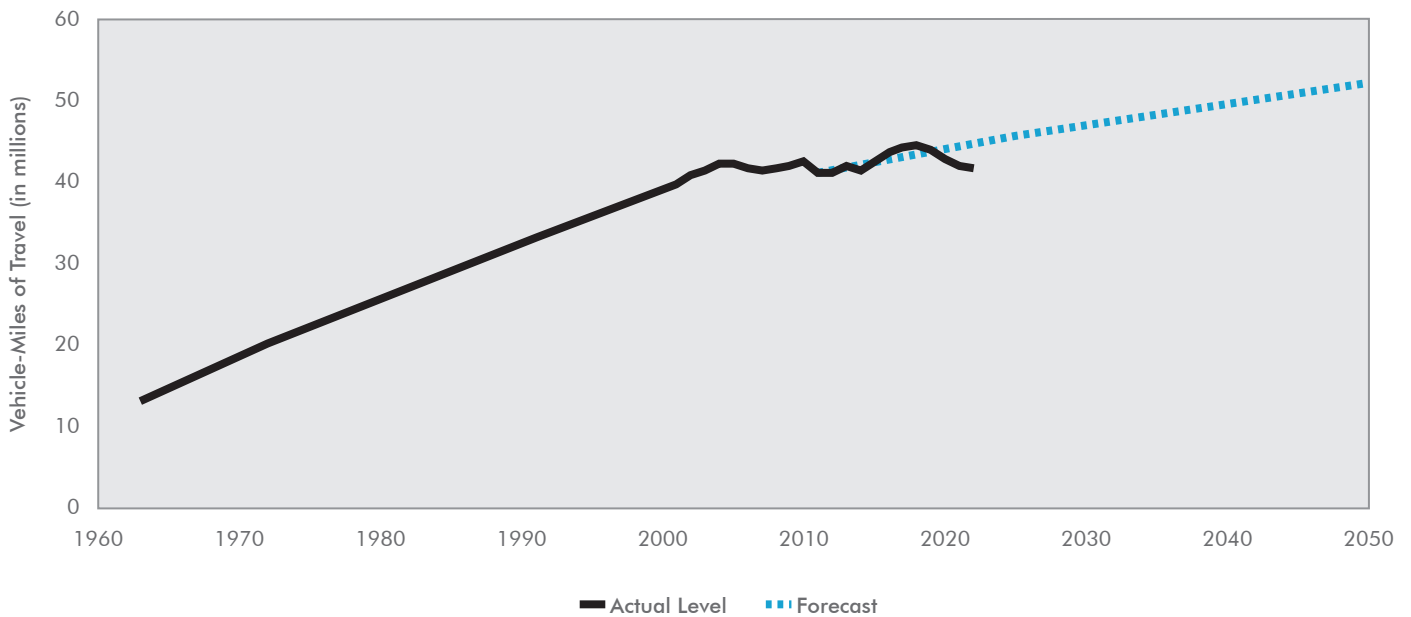
Demographic and Economic Forecasts

Forecasts of the future needs for resources, land, and transportation are based on an “intermediate” growth projection. The review of demographic and economic forecasts indicates population and household estimates are generally lagging forecasts across the Region. On the other hand, despite the loss of jobs experienced during the COVID-19 pandemic, estimates of employment are generally exceeding forecasts.

Transportation-Related Forecasts

The review of travel, traffic, and related forecasts shows existing levels of vehicle-miles of travel (VMT) and vehicle availability are both slightly lower than envisioned under VISION 2050. Annual public transit service levels, which are planned to increase significantly with implementation of VISION 2050 transit recommendations, have been declining and are expected to continue declining without additional funding. Public transit recommendations are summarized on page 10 and information on the funding gap for transportation can be found in the financial analysis on page 26.

Arterial Vehicle-Miles of Travel on an Average Weekday



Source: Wisconsin Department of Transportation and SEWRPC, 8/2023



LEARN MORE!

More details can be found in the "Review of Year 2050 Plan Forecasts" element of the 2024 Review & Update available at www.vision2050sewis.org/2024-update.

Land Use Review & Update



The land use component of VISION 2050 focuses on compact development and presents a development pattern and recommendations that accommodate projected growth in regional population, households, and employment. The compact development pattern recommended under VISION 2050 ranges from high-density development such as transit-oriented development (TOD), to neighborhoods in smaller communities with housing within easy walking distance of amenities such as parks, schools, and businesses. The plan highlights a number of benefits associated with the recommended range of development.

VISION 2050 recognizes the impact of market forces on the location, intensity, and character of future urban development. It also recognizes the important role of communities in development decisions. The plan is intended to provide a guide, or overall framework, for future land use within the Region. Implementation of the land use recommendations relies on the actions of local, county, State, and federal agencies and units of government in conjunction with the private sector.

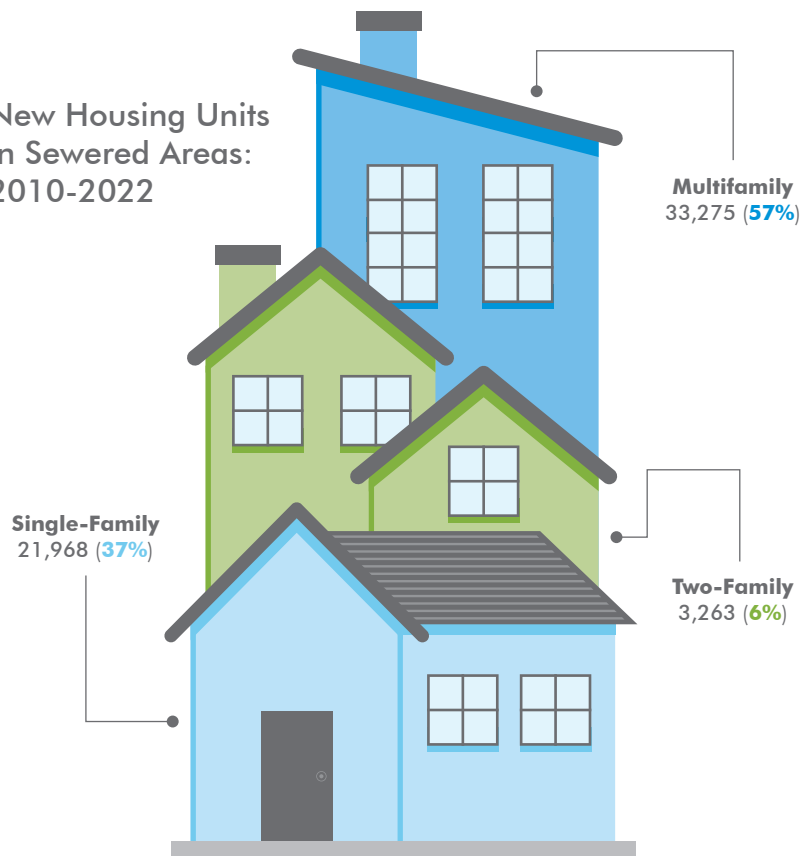
What Does VISION 2050 Say?

- ▶ Develop urban service areas with a mix of housing types, including multifamily housing and single-family housing on smaller lots, which helps to provide affordable housing choices for households with a wide range of incomes
- ▶ Mix land uses to create walkable neighborhoods with housing near neighborhood amenities such as parks, schools, and businesses
- ▶ Preserve primary environmental corridors—areas that encompass the best remaining features of the Region’s natural landscape—and productive agricultural land

How Are We Doing?

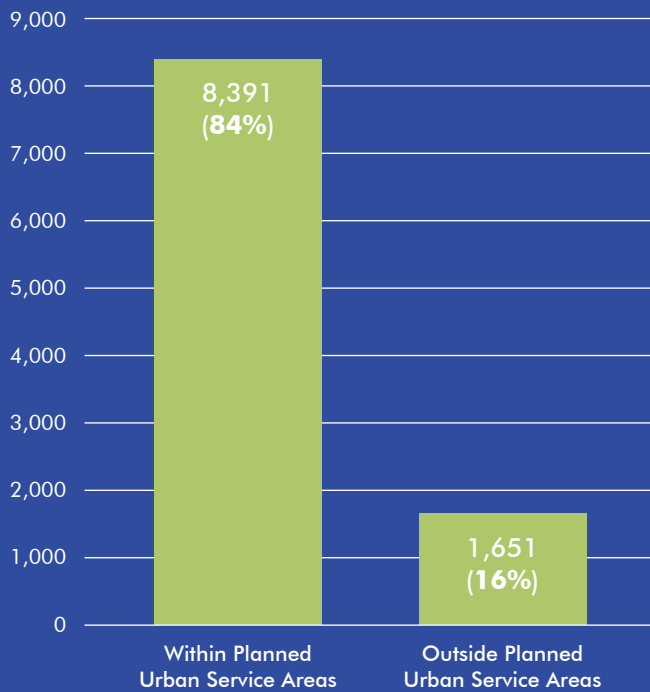
- ▲ Growth in multifamily housing development since 2010
- ▲ Most new residential lots created within planned urban service areas
- ▼ New single-family housing development at lower densities than recommended
- ▲ Primary environmental corridors protected and additional corridors identified
- ▼ Some prime agricultural land developed in locations not consistent with the plan

New Housing Units in Sewered Areas: 2010-2022

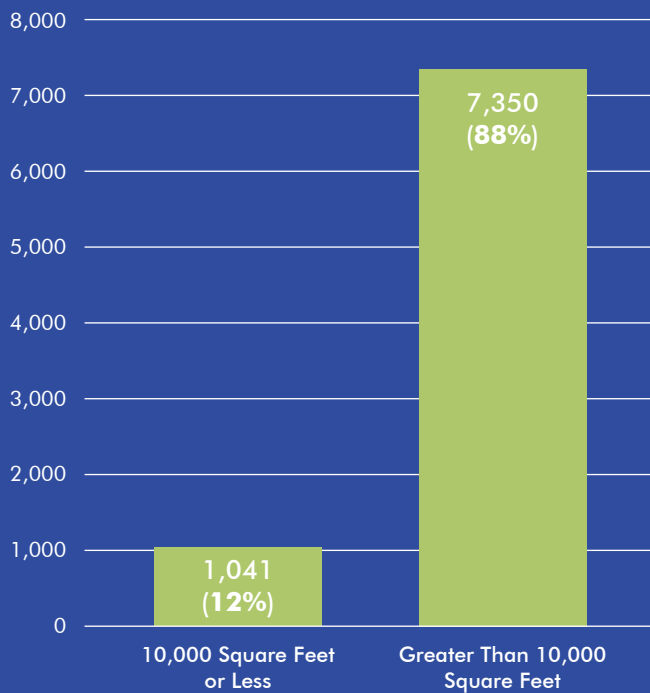


Source: SEWRPC, 9/2023

Residential Lots Created: 2010-2022



Single-Family Lot Size in Sewered Areas: 2010-2022



Source: SEWRPC, 9/2023

Changes to the Plan

VISION 2050 land use recommendations remain largely unchanged with this update. While some of the Region's recent development trends have helped to implement the recommendations and some have been inconsistent with the recommendations, the findings of the implementation evaluation do not warrant significant updates. Minor updates include:

- ▶ **Emphasize cluster subdivisions.** Minor changes are being made to emphasize encouraging cluster subdivisions outside urban areas.
- ▶ **Clarify use of the term "sustainability."** Minor changes are being made to recommendations referencing sustainability to make it clear they are most closely associated with environmental sustainability.
- ▶ **Preserve significant historic and cultural heritage sites.** A new recommendation is being added to recognize the importance of preserving significant historic and cultural heritage sites, including both in developed settings and outside environmental corridors.

VISION 2050 Land Use Categories

The recommended VISION 2050 land use pattern was developed by allocating new households and employment envisioned for the Region under the Commission's year 2050 growth projections to a series of seven land use categories that represent a variety of development densities and mixes of uses.



MIXED-USE CITY CENTER
Mix of very high-density offices, businesses, and housing found in the most densely populated areas of the Region



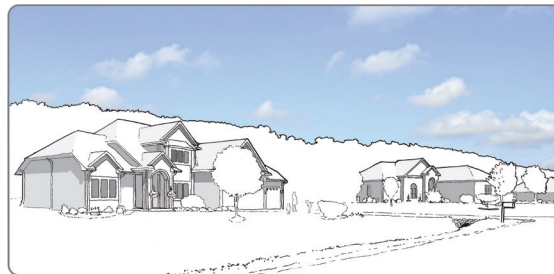
MEDIUM LOT NEIGHBORHOOD (showing lots of about 15,000 square feet)
Primarily single-family homes on 1/4- to 1/2-acre lots found at the edges of cities and villages



LARGE LOT NEIGHBORHOOD (showing lots of about 1/2 acre)
Primarily single-family homes on 1/2-acre to one-acre lots found at the edges of cities and villages and scattered outside cities and villages



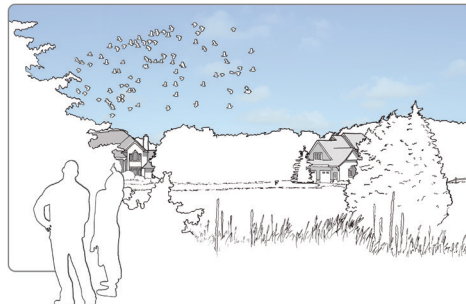
MIXED-USE TRADITIONAL NEIGHBORHOOD
Mix of high-density housing, businesses, and offices found in densely populated areas



LARGE LOT EXURBAN (showing lots of about 1.5 acres)
Single-family homes at an overall density of one home per 1.5 to five acres scattered outside cities and villages



SMALL LOT TRADITIONAL NEIGHBORHOOD (showing lots of about 7,000 square feet)
Mix of housing types and businesses with single-family homes on lots of 1/4-acre or less and multifamily housing found within and at the edges of cities and villages

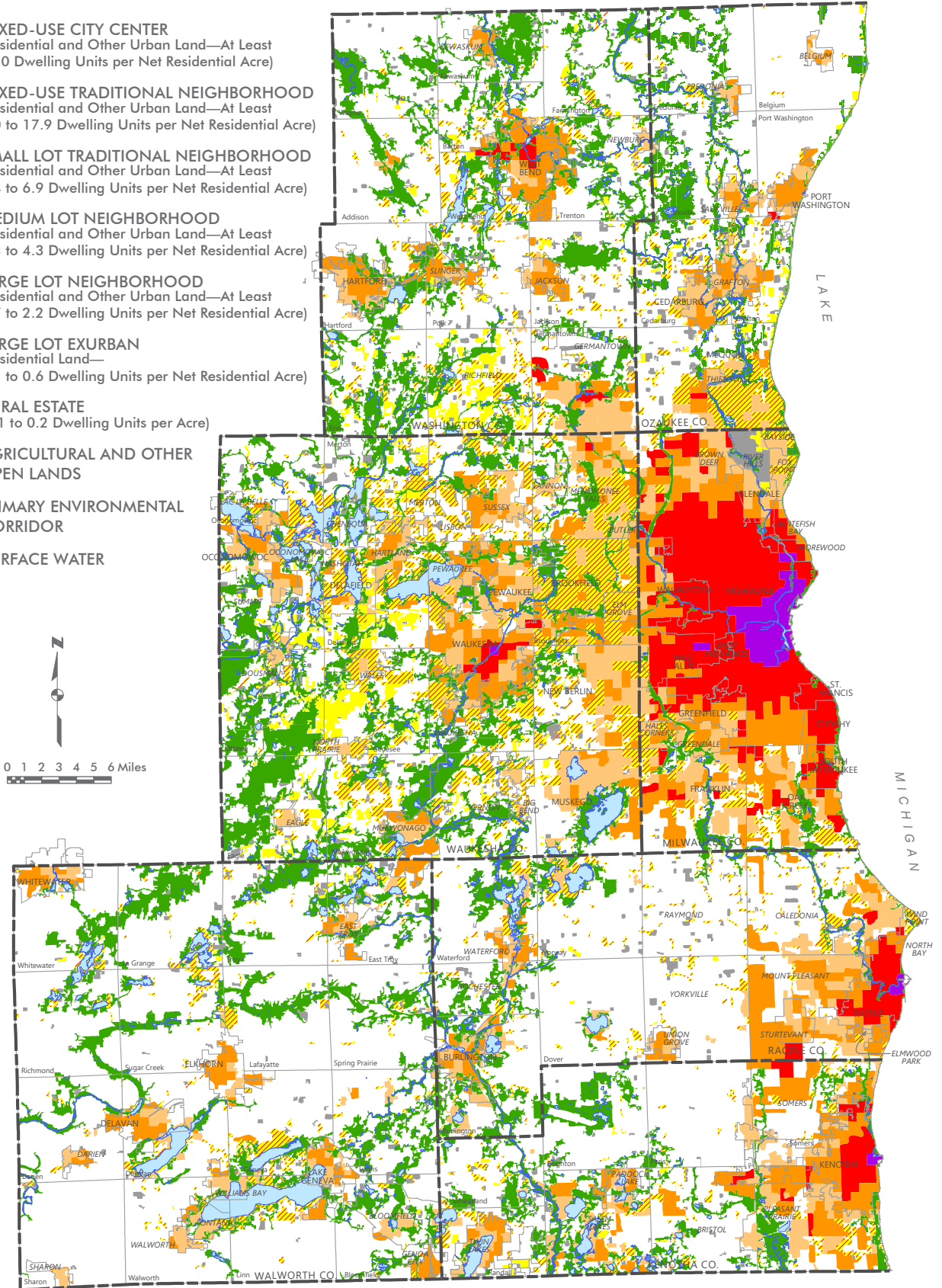


RURAL ESTATE (showing a cluster subdivision with one-acre lots)
Single-family homes at an overall density of one home per five acres scattered outside cities and villages

Source: SEWRPC, 12/2023

VISION 2050 Land Use Development Pattern

- MIXED-USE CITY CENTER**
(Residential and Other Urban Land—At Least 18.0 Dwelling Units per Net Residential Acre)
- MIXED-USE TRADITIONAL NEIGHBORHOOD**
(Residential and Other Urban Land—At Least 7.0 to 17.9 Dwelling Units per Net Residential Acre)
- SMALL LOT TRADITIONAL NEIGHBORHOOD**
(Residential and Other Urban Land—At Least 4.4 to 6.9 Dwelling Units per Net Residential Acre)
- MEDIUM LOT NEIGHBORHOOD**
(Residential and Other Urban Land—At Least 2.3 to 4.3 Dwelling Units per Net Residential Acre)
- LARGE LOT NEIGHBORHOOD**
(Residential and Other Urban Land—At Least 0.7 to 2.2 Dwelling Units per Net Residential Acre)
- LARGE LOT EXURBAN**
(Residential Land—0.2 to 0.6 Dwelling Units per Net Residential Acre)
- RURAL ESTATE**
(0.1 to 0.2 Dwelling Units per Acre)
- AGRICULTURAL AND OTHER OPEN LANDS**
- PRIMARY ENVIRONMENTAL CORRIDOR**
- SURFACE WATER**



Source: SEWRPC, 6/2024

LAND USE

Public Transit Review & Update

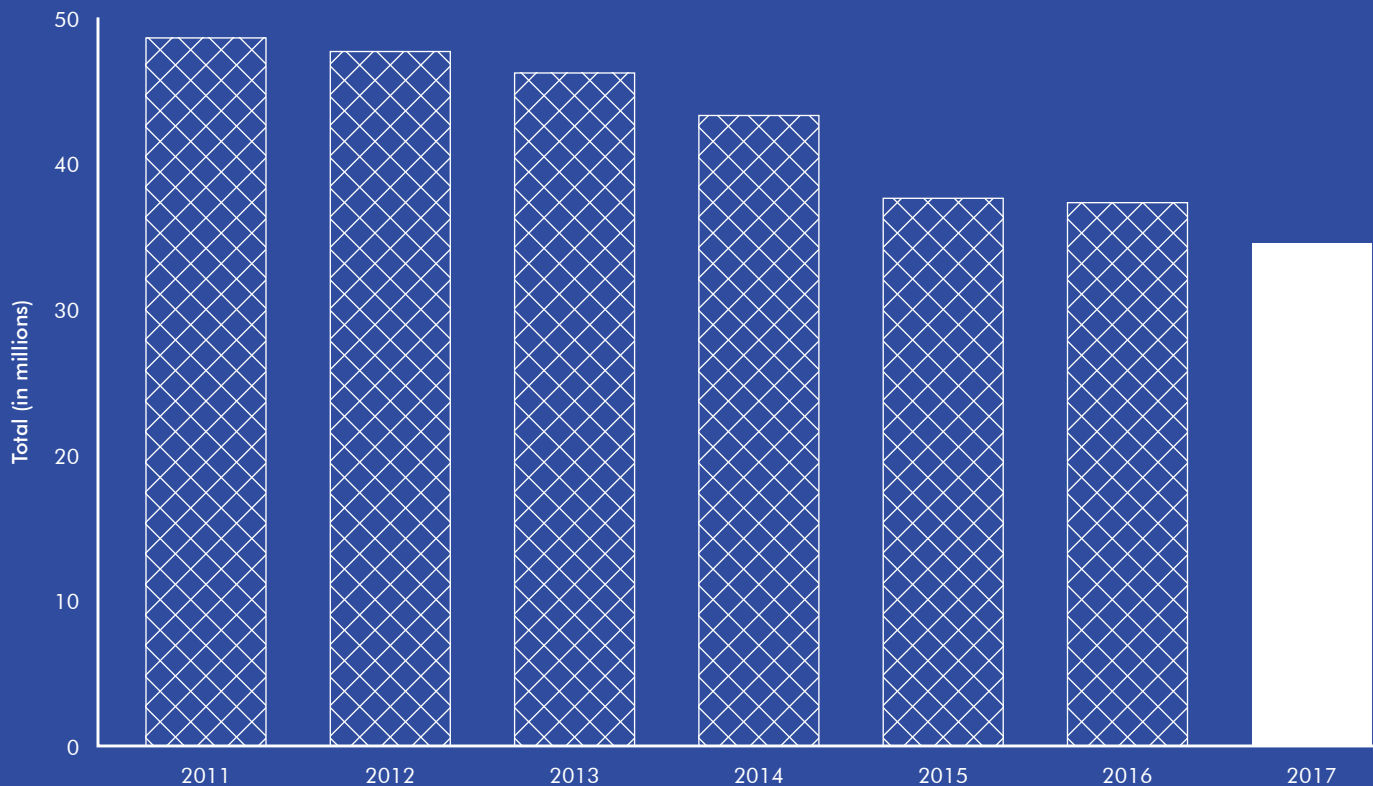


The public transit element of VISION 2050’s transportation component recommends a significant improvement and expansion of public transit in Southeastern Wisconsin. In addition, the plan recommends expanding and enhancing intercity bus services and implementing new intercity passenger rail lines. Recommendations regarding transit service include expanding the service area and hours and significantly improving the frequency and speed of service throughout the Region.

What Does VISION 2050 Say?

- ▶ Significantly improve and expand the Region’s public transit system, including new commuter rail, a new rapid transit network, and improved flexible transit services
- ▶ Implement programs to improve access to suburban employment
- ▶ Implement “transit-first” designs (such as transit signal priority, dedicated lanes, and bus bulbs) on urban streets
- ▶ Consider other initiatives to promote transit use and improve quality of service

Passenger Boardings on Local Transit Services



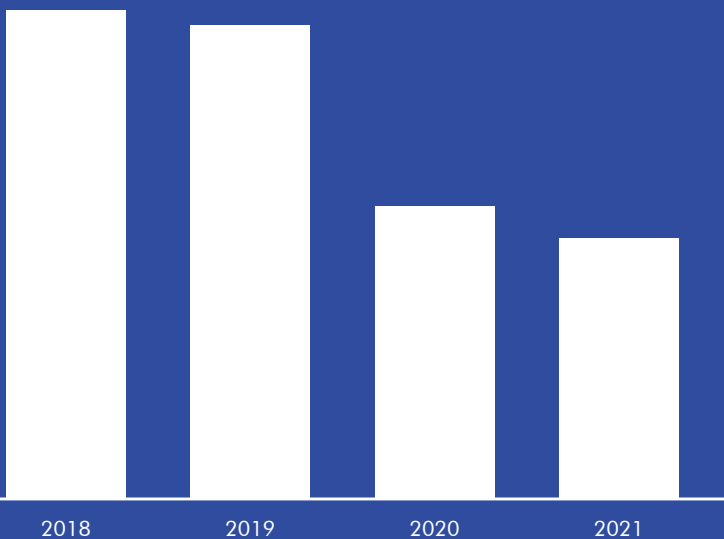
Note: Includes Kenosha Area Transit, Milwaukee County Transit System, Waukesha Metro, RYDE Racine, and The Hop Streetcar.

Source: National Transit Database and SEWRPC, 8/2023

How Are We Doing?

- ▲ First bus rapid transit line in the Region (MCTS CONNECT 1) began operations
- ▲ FlexRide Milwaukee microtransit service was implemented
- ▲ Lakefront Line extension of the Milwaukee streetcar (The Hop)
- ▶ Ridership rebounding on Amtrak Hiawatha service and shared-ride taxi services but still below pre-pandemic levels
- ▼ Service cuts during the COVID-19 pandemic and shifts to remote work worsened transit ridership
- ▼ Commuter bus service continues to decline, including elimination of the Washington County Commuter Express

Passenger boardings on transit *declined* by nearly **50%** between 2017-2021 and commuter bus boarding rates *declined* by **74%** in the same period



Federal programs that provided temporary funding relief for budget shortfalls during the COVID-19 pandemic are now ending.

Transit systems must permanently adjust to changes in transit ridership by finding ways to attract new riders, adjusting service models, or a combination of both.

Changes to the Plan

- ▶ **Consider real-time paratransit service.** In 2023, the Federal Transit Administration (FTA) issued guidance that its existing formula grant programs can be used to provide “paratransit service to eligible riders on a real-time basis and/or allow for intermediate stops” due to technology that enables flexibly scheduled service. The paratransit recommendation in VISION 2050 is being revised to reflect this updated guidance.
- ▶ **Highlight microtransit to improve access to suburban employment centers.** In 2022, FlexRide Milwaukee opened as an on-demand transportation service connecting individuals in Milwaukee with suburban employment zones. The plan is being revised to recognize the ability of microtransit like FlexRide Milwaukee to fill gaps in the transit network and help transit riders complete the last segments of their journey to work.
- ▶ **Recognize need to update the recommended transit system as studies progress and needs evolve.** The 2024 Update continues to include the recommended alignment from the 2020 Update for the proposed bus rapid transit corridor along 27th Street in Milwaukee County. The plan will be updated to note future environmental review and design may result in revisions to this alignment and that of other planned rapid transit routes.

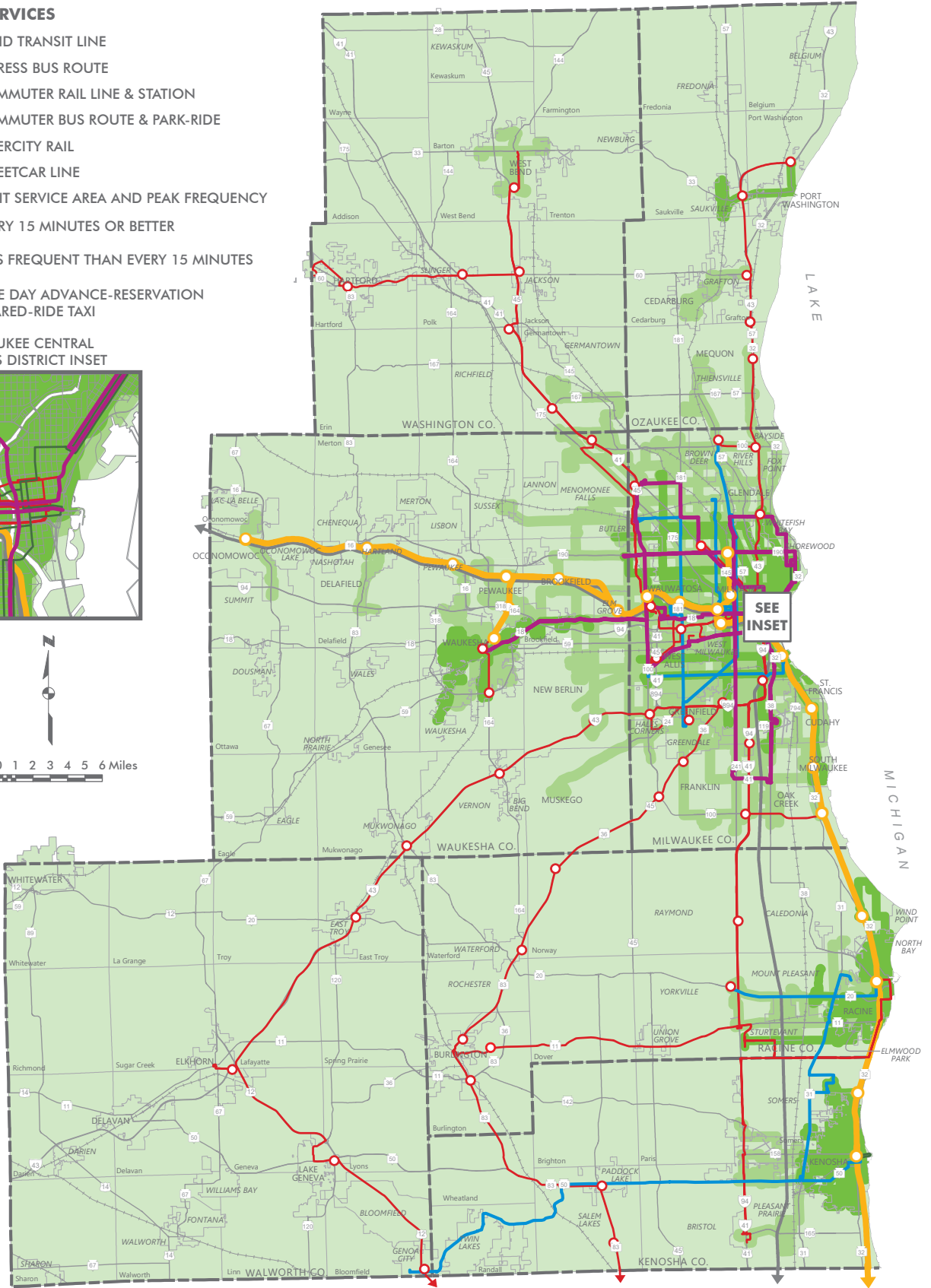
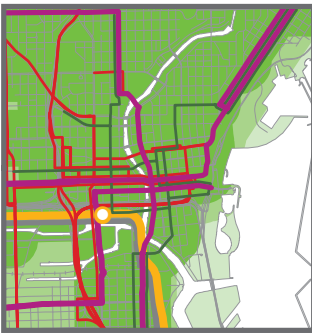
TRANSIT SERVICES

- RAPID TRANSIT LINE
- EXPRESS BUS ROUTE
- COMMUTER RAIL LINE & STATION
- COMMUTER BUS ROUTE & PARK-RIDE
- INTERCITY RAIL
- STREETCAR LINE

LOCAL TRANSIT SERVICE AREA AND PEAK FREQUENCY

- EVERY 15 MINUTES OR BETTER
- LESS FREQUENT THAN EVERY 15 MINUTES
- ONE DAY ADVANCE-RESERVATION SHARED-RIDE TAXI

MILWAUKEE CENTRAL BUSINESS DISTRICT INSET



Source: SEWRPC, 6/2024

Bicycle & Pedestrian Review & Update

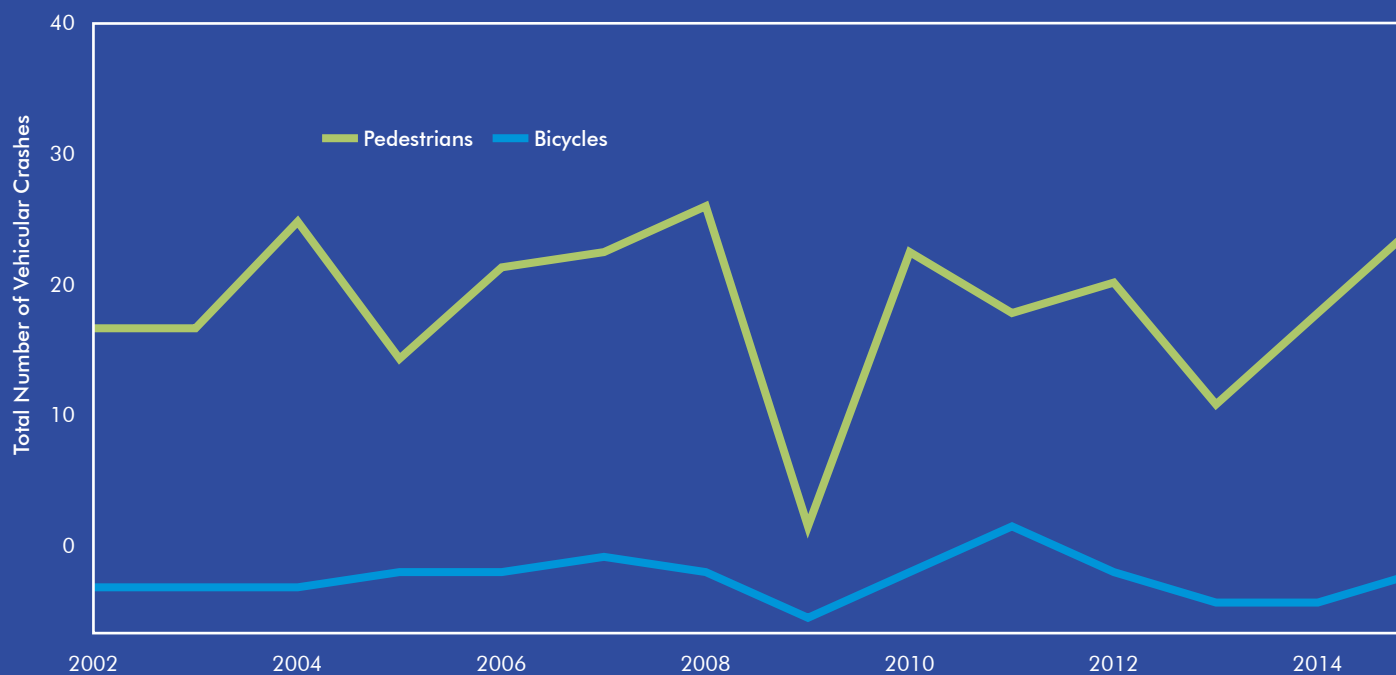


The ability to support biking and walking is an important part of achieving healthy, vibrant communities and improving the Region's quality of life. Well-connected infrastructure and a development pattern that provides a mix of uses within short distances encourage people to incorporate active travel into their daily routines, which can improve their health and reduce their healthcare costs. It is also important to integrate bicycle and pedestrian facilities with public transit travel, which often begins and ends by biking or walking.

What Does VISION 2050 Say?

- ▶ Provide a well-connected and accessible bicycle and pedestrian network throughout the Region that recognizes the benefits of active transportation
 - > Expand the on-street bicycle network, including enhanced bicycle facilities (such as protected or buffered bike lanes) in key corridors
 - > Expand off-street paths to provide a well-connected network
 - > Provide sidewalks in areas of existing or planned urban development
- ▶ Expand bike share and dockless scooter programs
- ▶ Minimize bicycle and pedestrian-related crashes

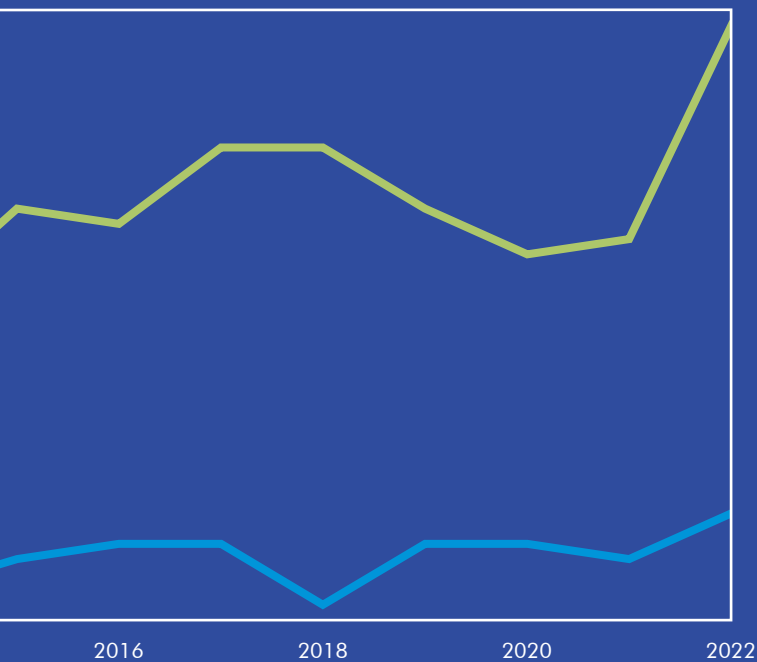
Total Crashes Involving Bicycles or Pedestrians Resulting in a Fatality



Source: Wisconsin Traffic Operations and Safety Laboratory and SEWRPC, 8/2023

How Are We Doing?

- ▲ ~221 miles of new on-street, off-street, and enhanced bicycle facilities since plan adoption
- ▲ 54 new BublR bike share stations (106% increase) since plan adoption
- ▲ New permanent and pilot dockless scooter programs
- ▲ Bicycle and pedestrian-related crashes overall have decreased over 20 years
- ▼ Fatal crashes involving pedestrians or bicyclists are each at highest levels in 20 years

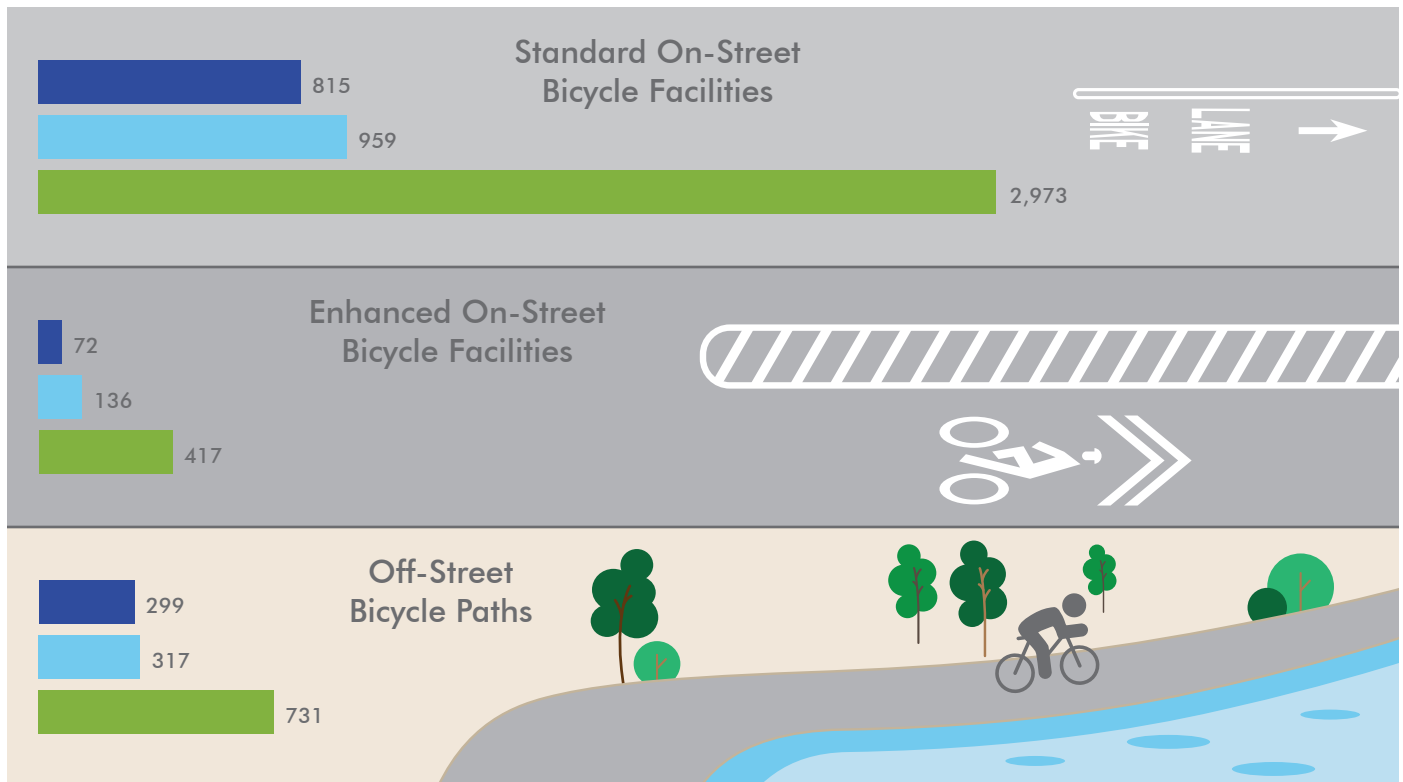


While overall crashes have decreased, ***fatal crashes involving pedestrians or bicyclists are each at their highest levels in 20 years.***

Changes to the Plan

- ▶ **Bicycle network changes associated with recently completed efforts.** The Commission’s partners across the Region have continued to build bicycle and pedestrian improvements, which are being incorporated into the updated bicycle network map. These additions include new facilities along the Powerline Trail, Fox River Trail, and County Highway KR, and implementation of enhanced bicycle facilities in the City of Milwaukee.
- ▶ **Note the impact on implementing sidewalks due to *Sojenhomer LLC v. Village of Egg Harbor*.** In 2023, the Wisconsin Court of Appeals determined that condemnation power cannot be used to acquire property to provide sidewalks along a roadway. This change may impact communities’ ability to implement the VISION 2050 recommendation to provide pedestrian facilities for safe, efficient, and accessible pedestrian travel. However, there are ways to mitigate impacts to roadway projects due to the decision, included in guidance developed by WisDOT, and Commission staff does not intend to change the VISION 2050 pedestrian facilities recommendation.
- ▶ **Emphasize accessible facilities for people with disabilities per new ADA Public Right-of-Way-Accessibility Guidelines.** In 2023, the U.S. Access Board published new minimum accessibility standards for pedestrians with disabilities. Among its key recommendations are the establishment of ‘pedestrian access routes’ so individuals with mobility devices can pass others without entering a roadway, requiring audible and vibrotactile indications of walk interval at crosswalks, and other considerations. The VISION 2050 pedestrian facilities recommendation is being expanded to emphasize these new guidelines.

Miles of Bicycle Facilities



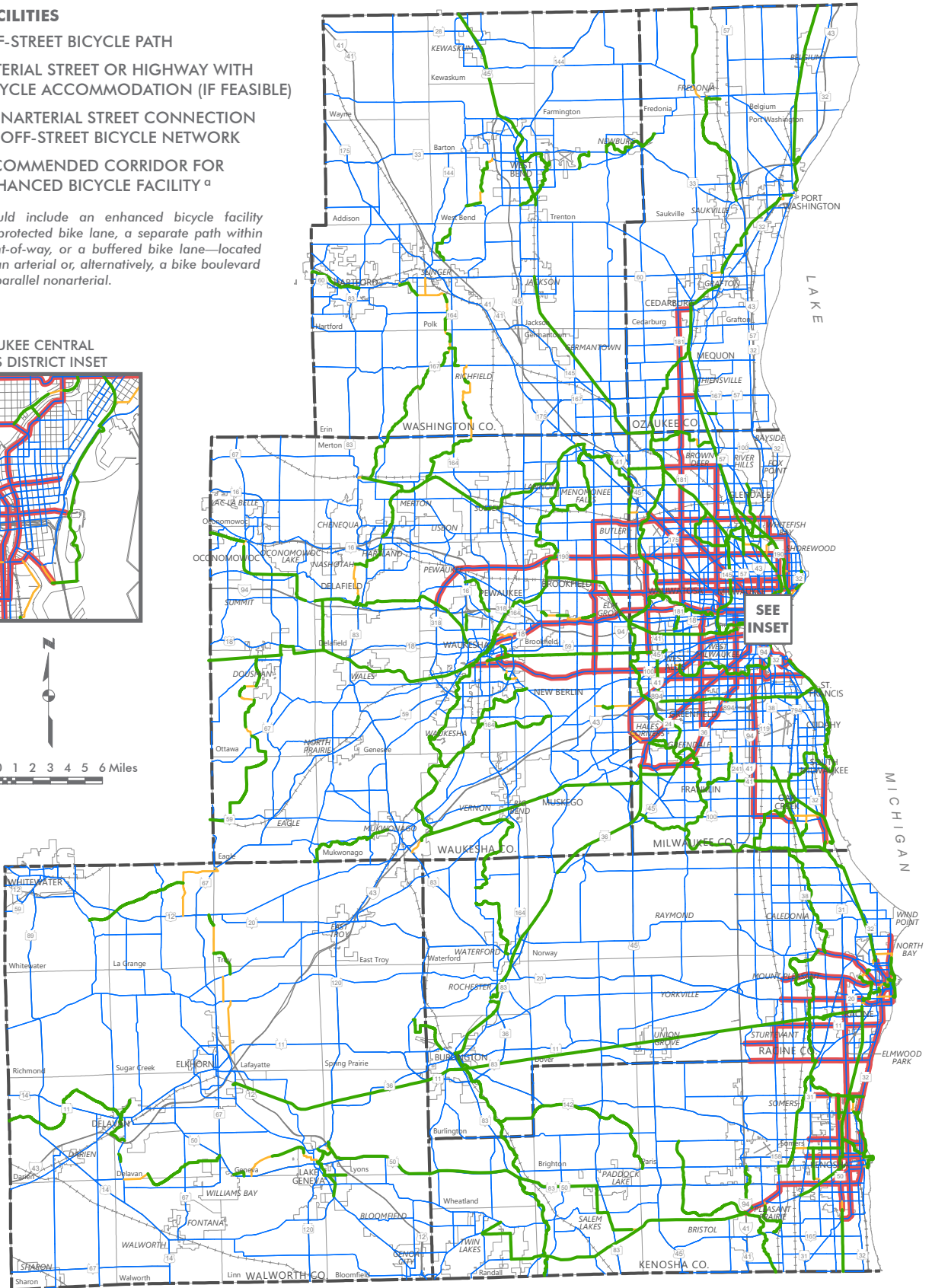
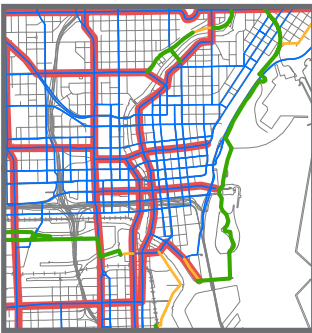
Source: SEWRPC, 12/2023

BICYCLE FACILITIES

- OFF-STREET BICYCLE PATH
- ARTERIAL STREET OR HIGHWAY WITH BICYCLE ACCOMMODATION (IF FEASIBLE)
- NONARTERIAL STREET CONNECTION TO OFF-STREET BICYCLE NETWORK
- RECOMMENDED CORRIDOR FOR ENHANCED BICYCLE FACILITY^a

^a Corridor would include an enhanced bicycle facility—such as a protected bike lane, a separate path within the road right-of-way, or a buffered bike lane—located on or along an arterial or, alternatively, a bike boulevard on a nearby parallel nonarterial.

MILWAUKEE CENTRAL BUSINESS DISTRICT INSET



Source: SEWRPC, 6/2024

Travel Demand Management Review & Update



Travel Demand Management (TDM) strategies reduce single-occupancy vehicle travel and shift travel times and routes for more efficient use of the transportation system. Implementing TDM measures can reduce traffic congestion, improve air quality, and save travelers time and money.

What Does VISION 2050 Say?

- ▶ Enhance preferential treatment for transit and high-occupancy vehicles through HOV bypass and transit-only lanes
- ▶ Expand the network of park-ride lots
- ▶ Price personal vehicle travel at its true cost
- ▶ Facilitating transit, bicycle, and pedestrian movement in local land use plans and zoning
- ▶ Partner with private-sector mobility service providers

How Are We Doing?

- ▲ Launch of CommuteWISE Regionwide program encouraging alternatives to drive-alone personal vehicle travel
- ▲ Zipcar fleet expanded from 44 to 58 vehicles throughout Milwaukee from 2019 to 2023
- ▲ FlexRide Milwaukee initiated as Region's first on-demand microtransit service



Changes to the Plan

- ▶ **Continue and expand CommuteWISE to promote alternatives to drive-alone travel.** The recommendation to promote travel demand management is being updated to recommend that the recently launched CommuteWISE program, which effectively implements a portion of the original recommendation, continues and expands.
- ▶ **Recognize the role of e-bikes in supporting bicycle commuting.** The plan will include an acknowledgement that e-bikes make it easier to ride further and with significantly less effort, which can positively impact the number and length of bicycle commuting trips. VISION 2050 will also recommend discouraging the prohibition of e-bikes from multi-use paths.
- ▶ **Reflect FlexRide Milwaukee in the recommendation that encourages government entities to partner with private-sector shared mobility service providers.** As the recently launched FlexRide Milwaukee microtransit service effectively implements a portion of this recommendation, the recommendation will be updated to recognize this service.

Transportation Systems Management Review & Update



Transportation Systems Management (TSM) maximizes the capacity of the existing transportation system and improves safety through tools and technologies that minimize the impact of traffic incidents and improve traffic flow.

What Does VISION 2050 Say?

- ▶ Expand TSM measures currently in place, including closed-circuit television cameras, ramp meters, variable message signs, and signal coordination
- ▶ Implement new TSM measures that leverage emerging technology such as advanced traffic sensors and adaptive traffic signals
- ▶ Implement parking management and guidance systems and demand-responsive parking in major activity centers

How Are We Doing?

- ▼ Limited expansion of TSM measures in recent years
- ▲ The WisDOT Traffic Management Center continues to play an essential role in implementing freeway traffic management measures and working with partners to address incidents and share advisory travel information
- ▲ WisDOT continues to study and prepare for emerging Connected and Automated Vehicle (CAV) technologies
- ▲ The Commission is in the process of inventorying traffic signals and developing recommendations for improving and expanding coordinated signal systems

No substantive changes are being made to the TSM element of VISION 2050 as part of the 2024 Update

Freight Transportation Review & Update



The movement of freight is essential for maintaining and growing Southeastern Wisconsin's economy. Truck, rail, water, and air transportation bring raw materials to the Region's manufacturers, carry finished goods to domestic and international trade markets, move the goods that stock the Region's retail stores, and deliver parcels to consumers. VISION 2050 recommends the Region develop a multimodal freight transportation system designed to provide for the efficient and safe movement of raw materials and finished products to, from, and within Southeastern Wisconsin.

What Does VISION 2050 Say?

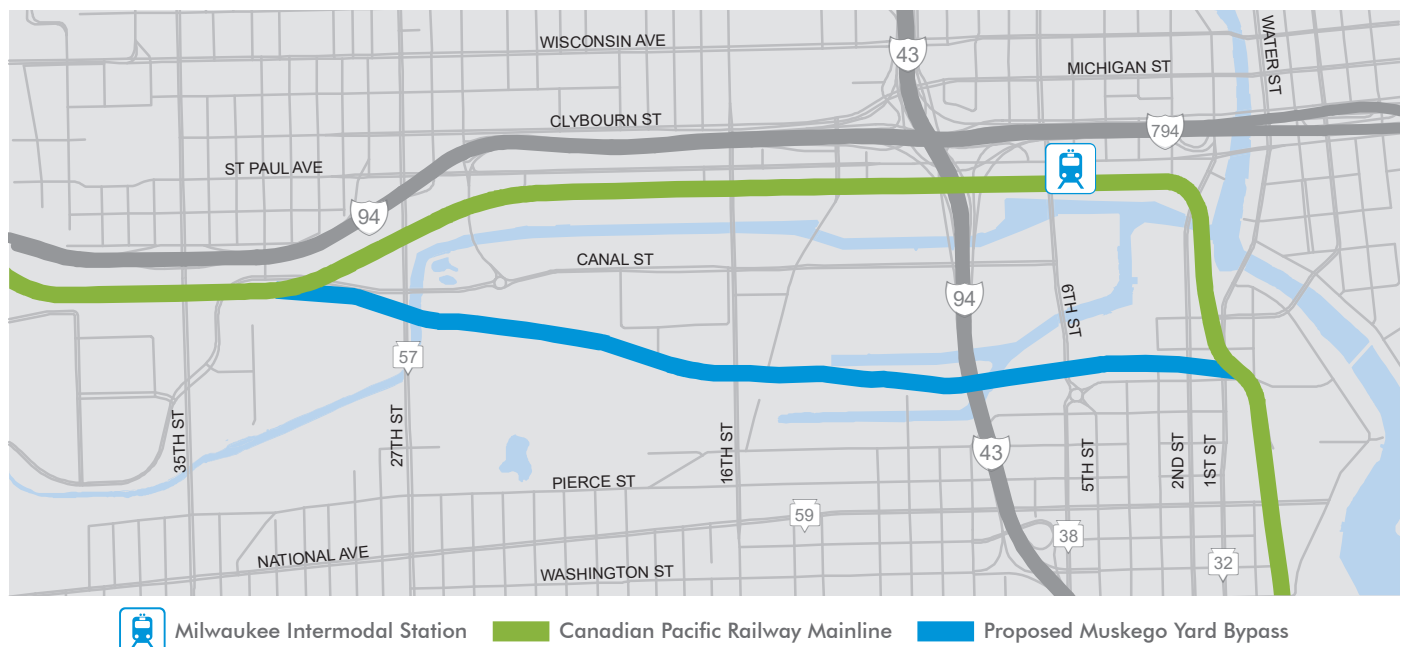
- ▶ Pursue a new truck-rail intermodal facility
- ▶ Improve accommodation of oversize/overweight (OSOW) shipments
- ▶ Construct the Muskego Yard bypass
- ▶ Address congestion and bottlenecks on the regional highway freight network

How Are We Doing?

- ▲ ~51 miles of new and widened arterials on the regional highway freight network between 2016 and 2023
- ▲ Wisconsin Department of Transportation (WisDOT) application for federal funding for Muskego Yard environmental study and conceptual engineering
- ▲ Designation of Critical Urban Freight Corridors and Critical Rural Freight Corridors for funding eligibility in the Federal National Highway Freight Network program
- ▲ Adoption of WisDOT *Wisconsin State Freight Plan and Wisconsin Rail Plan 2050*

No substantive changes are being made to the freight element of VISION 2050 as part of the 2024 Update

Location of Proposed Muskego Yard Bypass



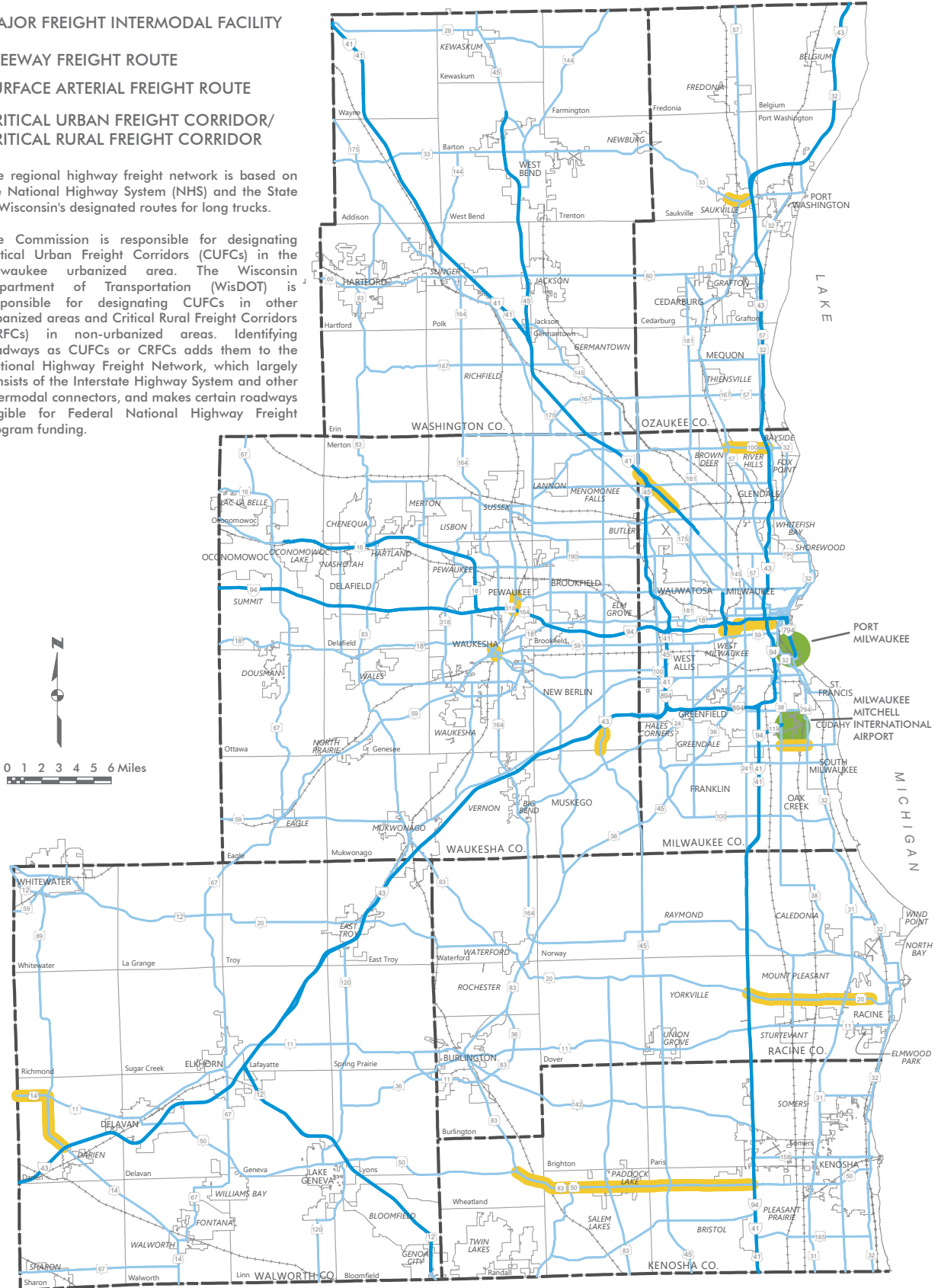
Source: SEWRPC, 6/2020

Regional Highway Freight Network: 2023

- MAJOR FREIGHT INTERMODAL FACILITY
- FREEWAY FREIGHT ROUTE
- SURFACE ARTERIAL FREIGHT ROUTE
- CRITICAL URBAN FREIGHT CORRIDOR/
CRITICAL RURAL FREIGHT CORRIDOR

Note: The regional highway freight network is based on the National Highway System (NHS) and the State of Wisconsin's designated routes for long trucks.

The Commission is responsible for designating Critical Urban Freight Corridors (CUFCs) in the Milwaukee urbanized area. The Wisconsin Department of Transportation (WisDOT) is responsible for designating CUFCs in other urbanized areas and Critical Rural Freight Corridors (CRFCs) in non-urbanized areas. Identifying roadways as CUFCs or CRFCs adds them to the National Highway Freight Network, which largely consists of the Interstate Highway System and other intermodal connectors, and makes certain roadways eligible for Federal National Highway Freight Program funding.



Source: SEWRPC, 6/2024

Streets & Highways Review & Update



This element of VISION 2050 focuses on arterial streets and highways, which are the portions of the total roadway system that are principally intended to provide mobility by serving the through movement of traffic and facilitating transportation between major subareas within and through a region. The VISION 2050 street and highway system is designed to meet the Region’s needs by keeping its roads and bridges in good repair and accommodating the increase in travel and freight from the 400,000 additional people and 250,000 additional jobs projected for the Region by 2050. In developing plan recommendations, Commission staff considered adding roadway capacity only after first considering the congestion-reducing effects of other plan elements, including a near doubling of transit service, a well-connected bicycle and pedestrian network, compact development, and mix of land uses.

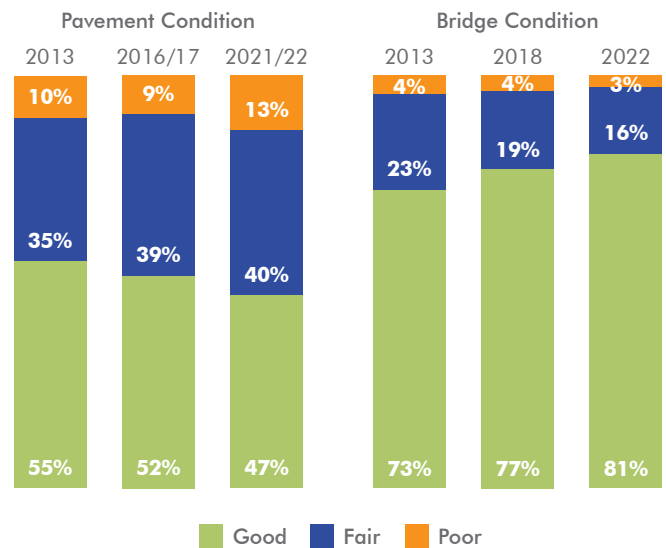
What Does VISION 2050 Say?

- ▶ Keep the arterial street and highway system in a state of good repair
- ▶ Incorporate Complete Streets concepts to provide safe and convenient travel for everyone, including cyclists, pedestrians, and transit riders
- ▶ Consider road diets, which involves reducing the number of travel lanes, on multilane roadways that do not require the current number of travel lanes
- ▶ Strategically expand arterial capacity to accommodate all roadway users and address residual congestion not addressed through other strategies
- ▶ Prioritize strategies to minimize total crashes, along with crashes involving fatalities and serious injuries

How Are We Doing?

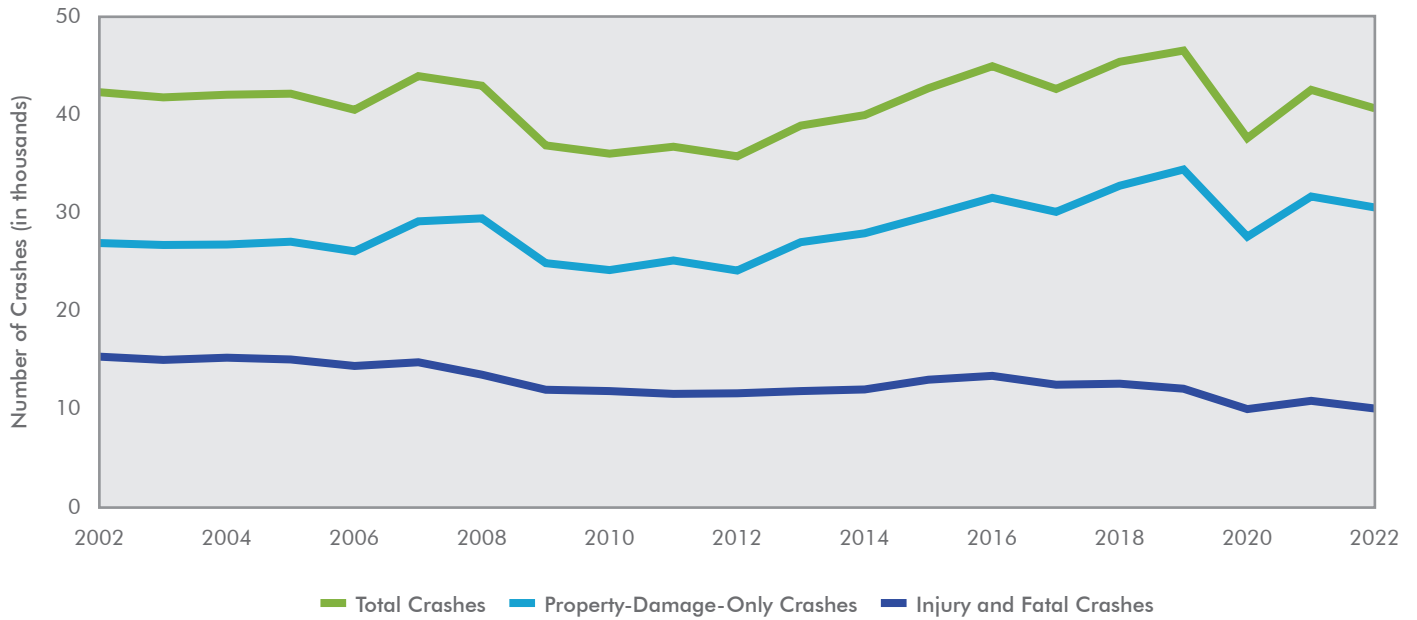
- ▶ Overall bridge condition on the Region’s arterial street and highway system has improved while overall pavement condition has declined despite the resurfacing, reconditioning, or reconstruction of ~840 miles of the 3,600-mile system between 2016 and 2023
- ▲ 8 miles of new planned roadways and 77 miles of roadways planned to be widened are under construction or were constructed between 2016 and 2023
- ▲ Complete Streets elements have been implemented throughout the Region, including but not limited to “road diets” (involves reducing the number of travel lanes), protected bike lanes, and enhanced bicycle/pedestrian facilities in the City of Milwaukee, shared use pathways in Kenosha County and Waukesha County, and sidewalk construction in the City of Brookfield
- ▲ Total vehicular crashes and crashes involving a serious injury decreased between 2016 and 2022
- ▼ Total fatal crashes and fatalities increased between 2016 and 2022 to the highest levels in 17 years

System Maintenance



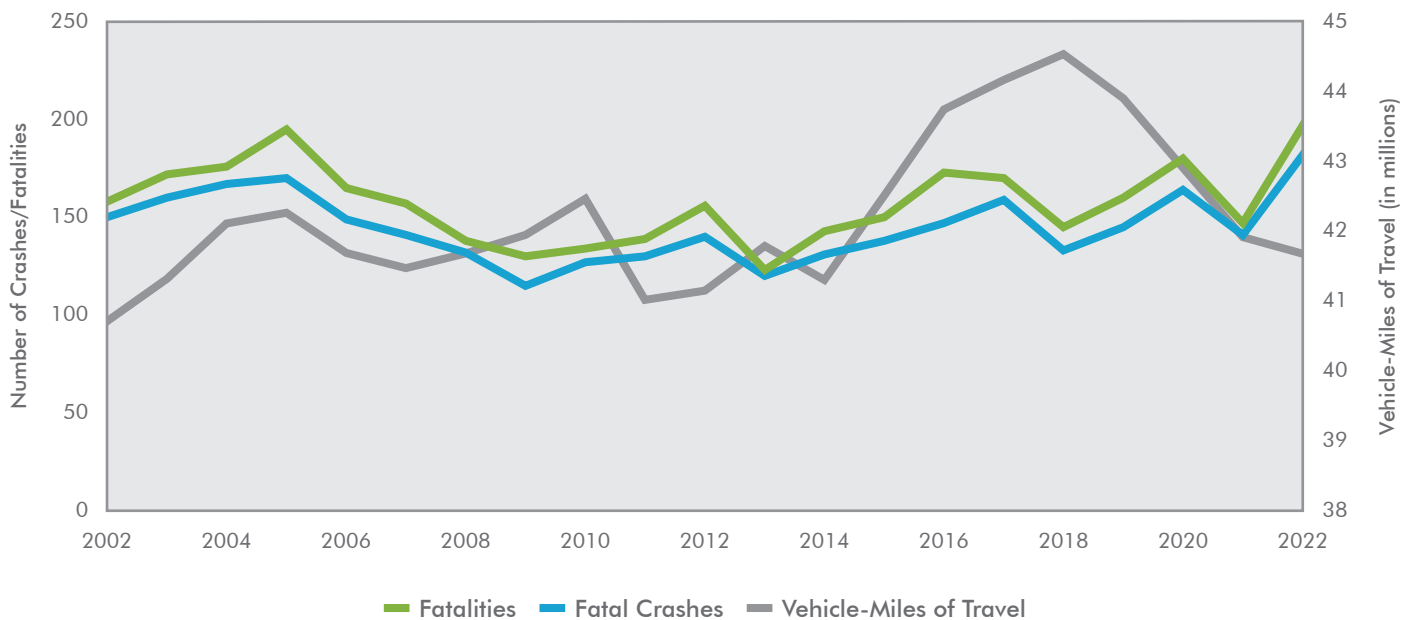
Source: SEWRPC, 2/2024

Vehicular Crashes Reported in the Region



Source: Wisconsin Traffic Operations and Safety Laboratory and SEWRPC, 8/2023

Fatal Vehicular Crashes and Vehicle-Miles of Travel (VMT)



Source: Wisconsin Traffic Operations and Safety Laboratory and SEWRPC, 8/2023

Changes to the Plan

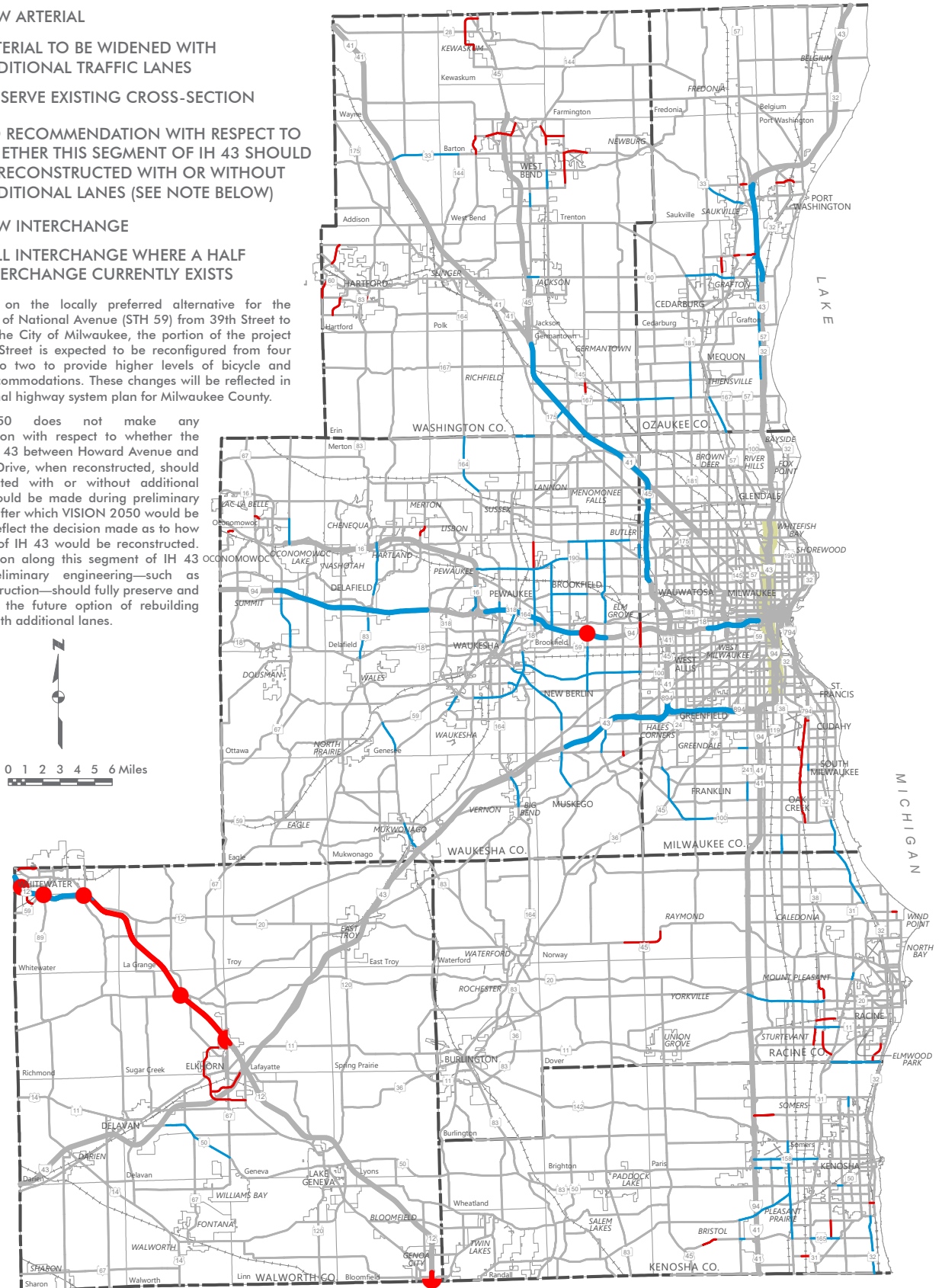
- ▶ **Acknowledge the need for resilient stormwater infrastructure.** The recommendation about arterial street and highway security needs is being updated to recognize that stormwater infrastructure must be monitored, maintained, and hardened against increasing high-intensity rain events to prevent roadway washout or collapse.
- ▶ **Expand the electric vehicle (EV) charging network and accommodate other energy choices.** A new recommendation is being added to encourage regional coordination to achieve a publicly available EV charging network in Southeastern Wisconsin. This recommendation will also recognize the viability of other alternative fuel vehicles in reducing transportation-associated greenhouse gas emissions. It will acknowledge WisDOT's work in planning for a statewide charging network along Alternative Fuel Corridors and encourage a comprehensive regional network in locations and at appropriate densities to meet the future demand for EVs while facilitating equitable access to charging infrastructure.
- ▶ **Reflect road diet on National Avenue in Milwaukee.** Based on the locally preferred alternative for the reconstruction of National Avenue (STH 59) from 39th Street to 1st Street in the City of Milwaukee, the portion of the project east of 33rd Street is expected to be reconfigured from four travel lanes to two to provide higher levels of bicycle and pedestrian accommodations. These changes will be reflected in the jurisdictional highway system plan for Milwaukee County.

VISION 2050 Street & Highway Network

- NEW ARTERIAL
- ARTERIAL TO BE WIDENED WITH ADDITIONAL TRAFFIC LANES
- PRESERVE EXISTING CROSS-SECTION
- NO RECOMMENDATION WITH RESPECT TO WHETHER THIS SEGMENT OF IH 43 SHOULD BE RECONSTRUCTED WITH OR WITHOUT ADDITIONAL LANES (SEE NOTE BELOW)
- NEW INTERCHANGE
- ◐ FULL INTERCHANGE WHERE A HALF INTERCHANGE CURRENTLY EXISTS

Note: Based on the locally preferred alternative for the reconstruction of National Avenue (STH 59) from 39th Street to 1st Street in the City of Milwaukee, the portion of the project east of 33rd Street is expected to be reconfigured from four travel lanes to two to provide higher levels of bicycle and pedestrian accommodations. These changes will be reflected in the jurisdictional highway system plan for Milwaukee County.

VISION 2050 does not make any recommendation with respect to whether the segment of IH 43 between Howard Avenue and Silver Spring Drive, when reconstructed, should be reconstructed with or without additional lanes. This would be made during preliminary engineering, after which VISION 2050 would be amended to reflect the decision made as to how this segment of IH 43 would be reconstructed. Any construction along this segment of IH 43 prior to preliminary engineering—such as bridge reconstruction—should fully preserve and accommodate the future option of rebuilding the freeway with additional lanes.



Source: SEWRPC, 6/2024

Updated Financial Analysis

Why Put Together a Financial Analysis?

The Commission is federally required to “fiscally constrain” the transportation component of VISION 2050. In other words, the plan must show only the transportation projects the Region can fund using reasonably expected revenues from federal, State, and local sources through 2050.

In the 2024 Update:

- ▶ Road and transit costs and schedules were revised in collaboration with local partners and WisDOT
- ▶ Project costs were adjusted to account for inflation
- ▶ Federal and State transportation budgets and data were updated to reflect recent changes to funding, including the increases from the Infrastructure Investment and Jobs Act, to forecast reasonably expected transportation revenues through 2050

Mind the Gap: VISION 2050 and the FCTS

Like previous financial analyses, the 2024 Update identified a significant funding gap between the Region’s expected revenues and the investment needed to implement the VISION 2050 transportation system. While many factors contribute to this gap, some of the most significant are the lack of dedicated funding for transit, the State “gas tax” (its largest source of transportation revenue) not keeping up with inflation, and statutory restrictions on the funding the Region already receives.

Transit and highways are both affected by these limitations. Federal and State transportation revenues are statutorily separated between highway and transit projects, with limited opportunities to flex highway funding for transit. Additionally, the Region has historically lacked a base level of State and federal funds dedicated to freeway projects. Major projects in Wisconsin, including freeway projects, must be approved on a project-by-project basis by the State Legislature and Governor in the biennial budget. Finally, Wisconsin limits potential funding mechanisms available to local counties and municipalities, restricting opportunities to generate dedicated transportation revenues. The result is that transit agencies in Wisconsin must uniquely rely on State aid to fund their transit systems: nearly every other comparably sized region to Milwaukee in the United States has a tax or fee dedicated to transit.

The **Fiscally Constrained Transportation System (FCTS)** is the portion of VISION 2050 that can be implemented without an increase in revenues to address the funding gap. The FCTS does not represent a desired “plan” or “vision” for the Region.

Modifying any of these restrictions would require changes in federal or State law. Without additional funding, the improvement and expansion of the Region’s public transit system, and much of the roadway reconstruction and expansion VISION 2050 recommends, will not be possible.

www.

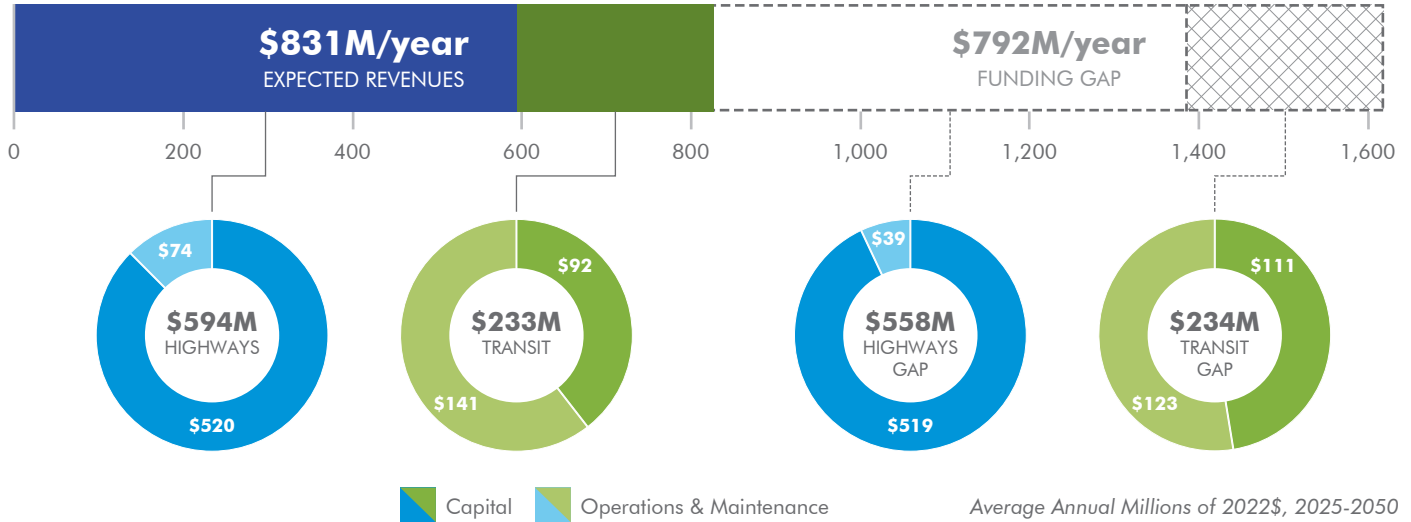


LEARN MORE!

The full financial analysis, which includes detailed methodology, data, and conclusions, is documented in the “Updated Financial Analysis” element of the 2024 Review & Update available at www.vision2050sewis.org/2024-update.

\$1.623B/year

INVESTMENT NEEDED FOR VISION 2050 TRANSPORTATION SYSTEM



The 2024 Review & Update identifies the fiscally constrained portions of the public transit system and arterial street and highway system, which are shown on the following pages, respectively. No gap is anticipated for the bicycle and pedestrian element of VISION 2050.

Recognizing that the FCTS is neither a plan nor a desired future state for the Region, the financial analysis presents potential funding sources and their annual estimated revenues to facilitate the discussion on how the Region and State could address the gap, stop the decline in transit service, and implement the VISION 2050 transportation system. Fiscal constraint is based on how funding has been historically distributed and does not treat any one area of the Region preferentially.

The Fiscally Constrained Transportation System

Public Transit: \$234 million gap per year

Service levels are expected to decline by about 30% by 2050—rather than double as recommended under VISION 2050.

Streets & Highways: \$558 million gap per year

Fewer roads are expected to be reconstructed, widened, or newly constructed; and many of the roadways recommended to be reconstructed by 2050 would instead be rehabilitated, extending the overall life of the existing roadways, but likely reducing pavement quality.

Recent State Actions Impacting Transportation Funding

The passage of Wisconsin Act 12 in June 2023 increased shared revenue from the State to counties and municipalities. It also allowed the City of Milwaukee and Milwaukee County to levy additional sales taxes. However, funding shortages remain, and large transit providers continue to project long-term budget gaps. A substantial revenue increase that provides sustainable, long-term funding is still needed to achieve VISION 2050.

Also in June 2023, the State's 2023-2025 Biennial Budget transferred the source of State transit operating funds from the Transportation Fund to the General Fund, raising concerns that the State would be more likely to reduce transit funding levels as transit would be in competition with many budget-limited priorities in the General Fund. The future effects of this action were unclear at the time the 2024 Review & Update was prepared and will depend on future State budget decisions. Commission staff will continue to monitor State transit aid related to revenue assumptions included in the financial analysis.

Fiscally Constrained Transit System

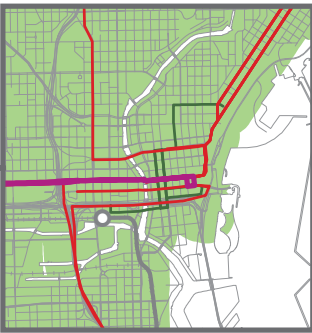
TRANSIT SERVICES

- RAPID TRANSIT LINE
- EXPRESS BUS ROUTE (NONE)
- COMMUTER RAIL LINE & STATION
- COMMUTER BUS ROUTE & PARK-RIDE
- INTERCITY RAIL
- STREETCAR LINE

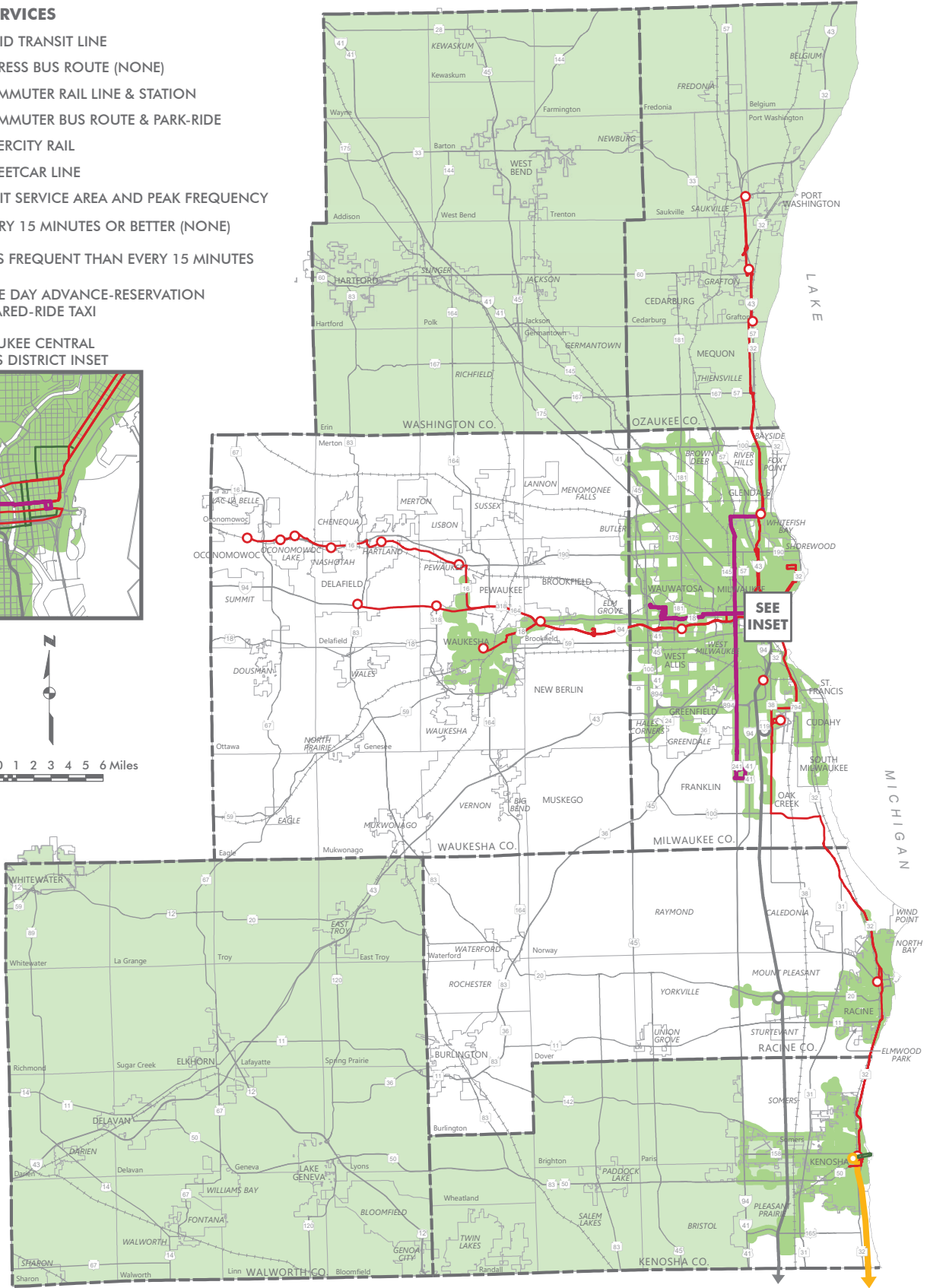
LOCAL TRANSIT SERVICE AREA AND PEAK FREQUENCY

- EVERY 15 MINUTES OR BETTER (NONE)
- LESS FREQUENT THAN EVERY 15 MINUTES
- ONE DAY ADVANCE-RESERVATION SHARED-RIDE TAXI

MILWAUKEE CENTRAL BUSINESS DISTRICT INSET



0 1 2 3 4 5 6 Miles

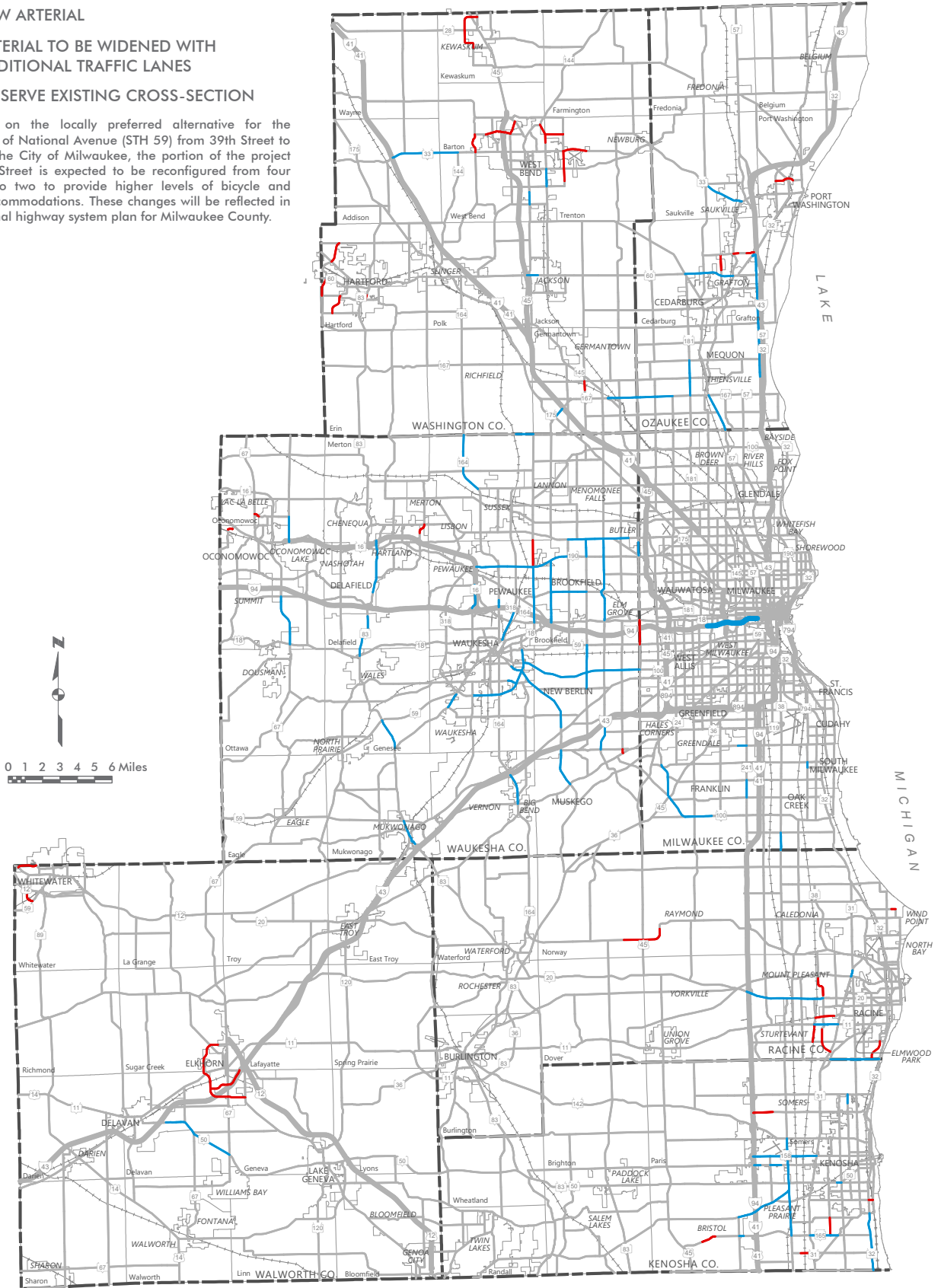


Source: SEWRPC, 6/2024

Fiscally Constrained Street & Highway Network

- NEW ARTERIAL
- ARTERIAL TO BE WIDENED WITH ADDITIONAL TRAFFIC LANES
- PRESERVE EXISTING CROSS-SECTION

Note: Based on the locally preferred alternative for the reconstruction of National Avenue (STH 59) from 39th Street to 1st Street in the City of Milwaukee, the portion east of 33rd Street is expected to be reconfigured from four travel lanes to two to provide higher levels of bicycle and pedestrian accommodations. These changes will be reflected in the jurisdictional highway system plan for Milwaukee County.

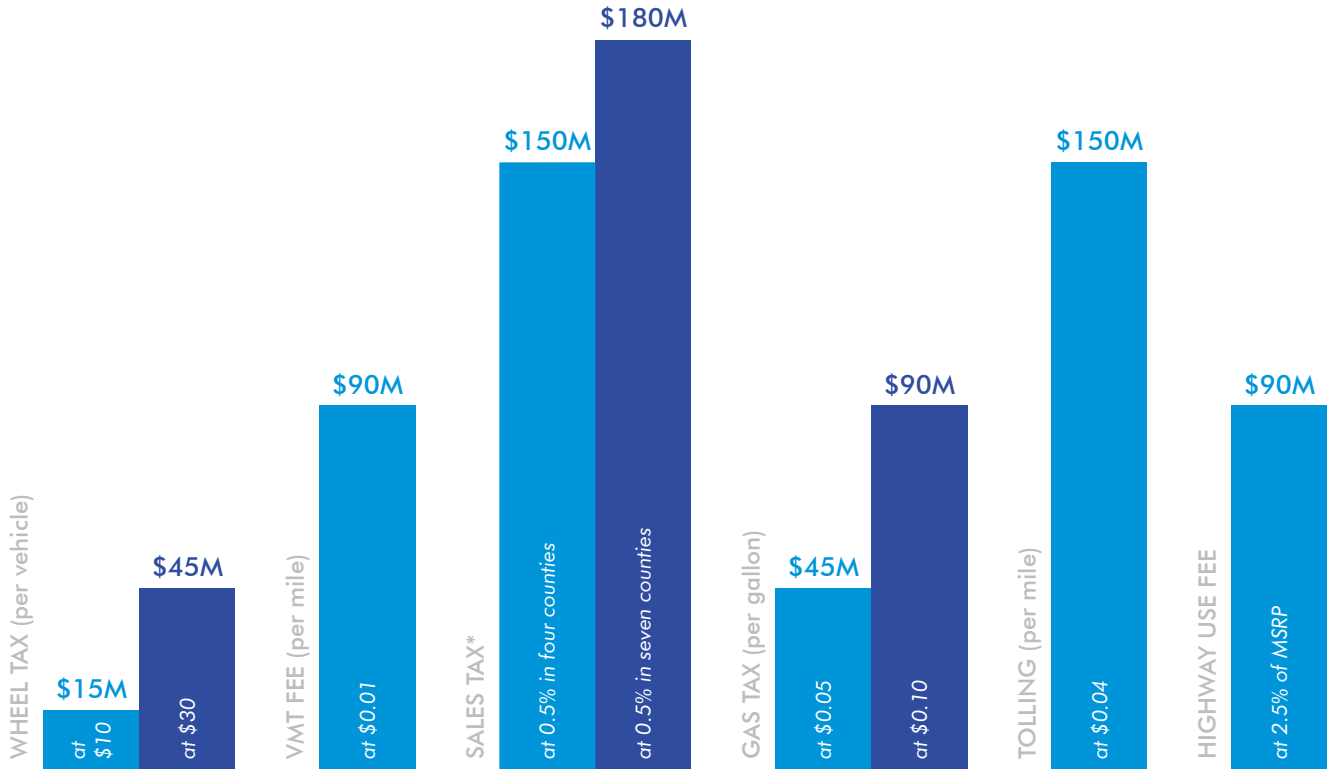


Source: SEWRPC, 6/2024

FINANCIAL ANALYSIS

Funding The Plan

Potential Revenue Sources to Address the Transportation Funding Gap



Wheel Tax

An increase in the vehicle registration fee (“wheel tax”) is essentially the only lever available for Wisconsin counties and municipalities to raise transportation funding without a change in State law. A hypothetical increase in this fee has been included in other analyses of transit funding in the Region.

Vehicle-Miles Traveled (VMT) Fee

A mileage-based registration fee moves roadway costs to motorists by charging an annual fee per mile driven. VMT fees have been studied and piloted in many states and are consistent with VISION 2050’s recommendation to price personal vehicle travel at its true cost.

Sales Tax

An increase in the sales tax, the most common source of dedicated transit funding in the country, could dedicate tax proceeds to transit projects. This could be scaled to certain counties in the Region so areas without extensive transit service would not pay for areas with heavily utilized transit.

Gas Tax

The gas tax levies a per-gallon fee on gasoline sold in the State. Wisconsin’s gas tax was once indexed to inflation and fuel consumption. After these requirements were removed, the gas tax has not been adjusted since 2006. Improvements in fuel efficiency continue to reduce the effectiveness of the gas tax.

Tolling

Tolling would require motorists to pay a fee for use of a highway facility. An example of this in practice comes from the Illinois Tollway in the Chicago region. Like VMT fees, tolling would charge motorists based on roadway usage; however, it would also ensure out-of-state motorists pay for their use of the system.

Highway Use Fee

A highway use fee would involve a one-time charge on new vehicle purchases based on a percentage of the manufacturer’s suggested retail price (MSRP).

Source: SEWRPC, 6/2024

Impacts of Insufficient Transportation Funding



Consequences of Insufficient Funding for Streets & Highways

Postponing freeway reconstruction and not adding capacity on highly congested segments would likely result in:

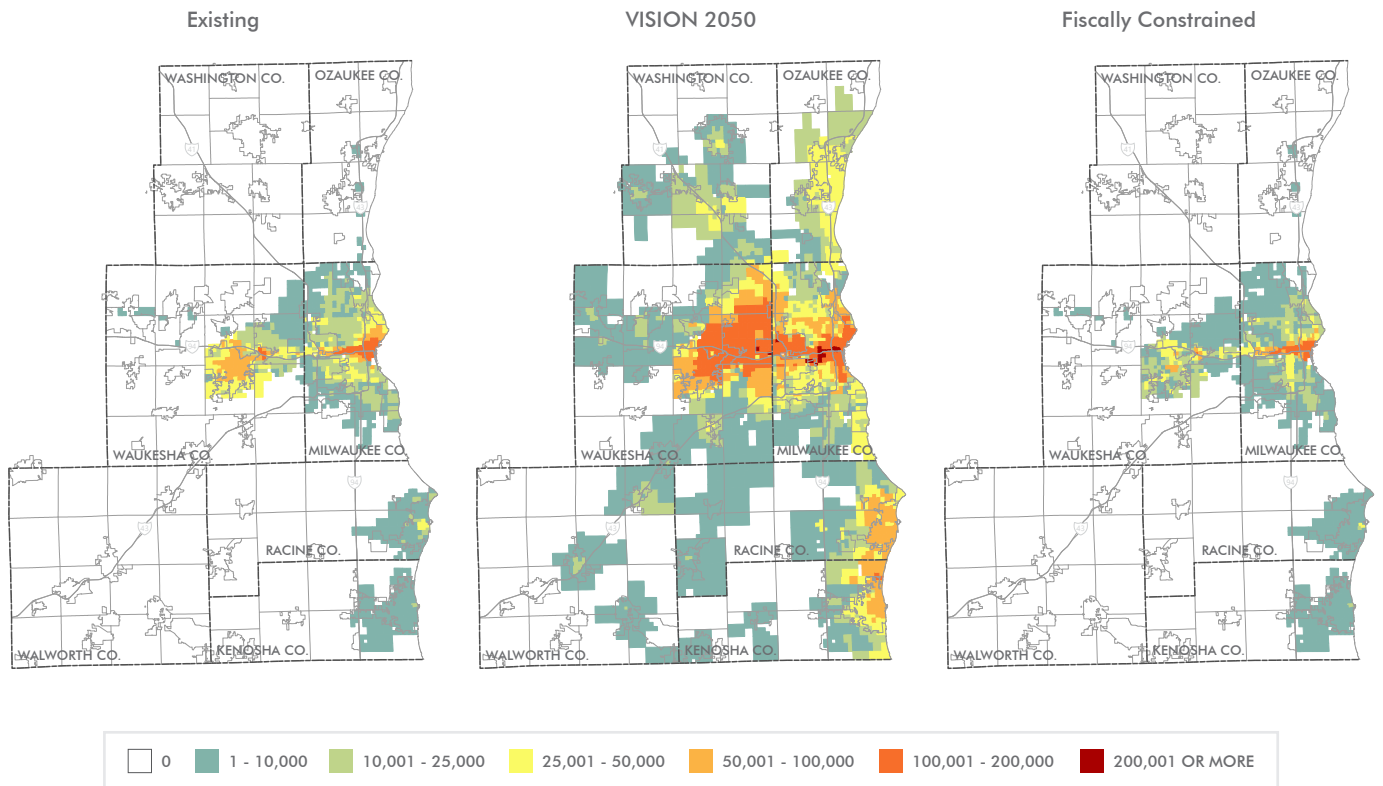
- ▶ Costly emergency repairs and inefficient pavement maintenance
- ▶ Increased traffic congestion and travel delays, along with decreased travel reliability
- ▶ Increased crashes due to traffic congestion, outdated roadway design, and deteriorating roadway conditions

Consequences of Insufficient Funding for Transit

The 30% reduction in transit service expected under the fiscally constrained system would likely result in:

- ▶ Reduced access to jobs, healthcare, education, and other daily needs, particularly for households without access to a car, which is more likely to affect people of color, low-income residents, people with disabilities, and seniors
- ▶ Smaller labor force available to employers and reduced ability to compete with other metro areas to attract workers and employers
- ▶ Reduced traffic carrying capacity in the Region's heavily traveled corridors
- ▶ Reduced ability to develop compact, walkable neighborhoods and transit-oriented development and redevelopment
- ▶ Compromised air quality

Jobs Accessible Within 30 Minutes via Transit



Source: SEWRPC, 12/2023

Updated Equity Analysis



Why Look at Equity?

VISION 2050 identified significant education and income disparities between people of color and white populations in Southeastern Wisconsin. In the Milwaukee metro area, these disparities are more pronounced than almost any other metro area in the United States. To ensure VISION 2050 achieves its Equitable Access objectives of providing access to opportunity for everyone, the equity analysis evaluates the benefits and impacts of the plan on traditionally underserved populations. The analysis aims to ensure those benefits and impacts are shared fairly and equitably among different populations in the Region and serve to reduce existing disparities.

Equity analyses were performed at key points in the development of the original VISION 2050 plan and all subsequent updates and amendments. In the 2024 Update, the equity analysis includes updated data from the 2020 Decennial Census and 2017-2021 American Community Survey. It reflects current transit services and progress on roadway projects.

What is Included in the Analysis?

The equity analysis looks at the Region's transportation system—broken out by roadways and transit—across five evaluations. Each evaluation provides insight into how well the system serves the people who use it. In each evaluation, Commission staff compared traditionally underserved populations and the remainder of the population using demographic data. Together, these evaluations provide a picture of how well the transportation system will meet the needs of the Region in 2050.

What Were the Findings?

The 2024 Update reaffirmed the conclusions of previous equity analyses. No part of the Region would disproportionately bear the impact of planned freeway and surface arterial capacity improvements. VISION 2050 would significantly increase transportation access and quality to traditionally underserved groups, but a substantial funding gap impedes the Region's ability to implement the plan. The FCTS, which includes a 30% transit service decline relative to current levels, is the projected transportation system in 2050 if this funding gap is not addressed. See the Updated Financial Analysis section for more information on transportation funding.

The analysis considers how both VISION 2050 and the FCTS would serve traditionally underserved populations. Under the FCTS, people of color, lower-income populations, and people with disabilities are likely to disproportionately bear the burden of transit service reductions because they use transit at higher rates than other groups in the Region.

The equity analysis findings are summarized on the following pages.

Traditionally underserved populations include:

- ▶ People of color
- ▶ Lower-income populations, which are defined as:
 - > Families with incomes less than the federal poverty level
 - > Families with incomes less than 2x the poverty level, which provides a more inclusive picture of economic insecurity
- ▶ People with disabilities



LEARN MORE!

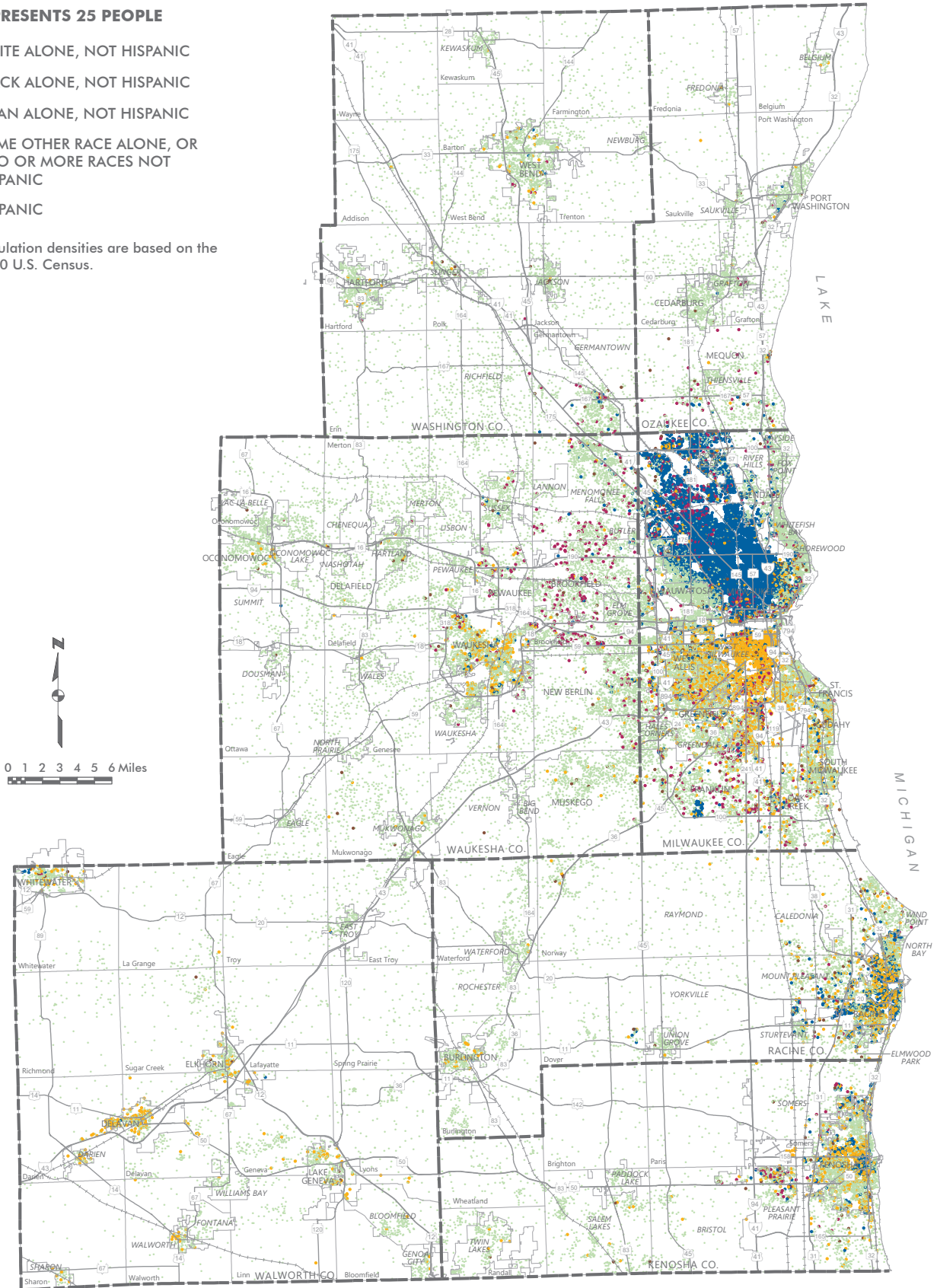
The full equity analysis, which includes detailed methodology, data, and conclusions, is documented in the "Updated Equity Analysis" element of the 2024 Review & Update. The equity analysis is supplemented by an interactive map directory. Both are available at www.vision2050sewis.org/2024-update.

Concentrations of Year 2020 Races/Ethnicities

1 DOT REPRESENTS 25 PEOPLE

- WHITE ALONE, NOT HISPANIC
- BLACK ALONE, NOT HISPANIC
- ASIAN ALONE, NOT HISPANIC
- SOME OTHER RACE ALONE, OR TWO OR MORE RACES NOT HISPANIC
- HISPANIC

Note: Population densities are based on the 2020 U.S. Census.

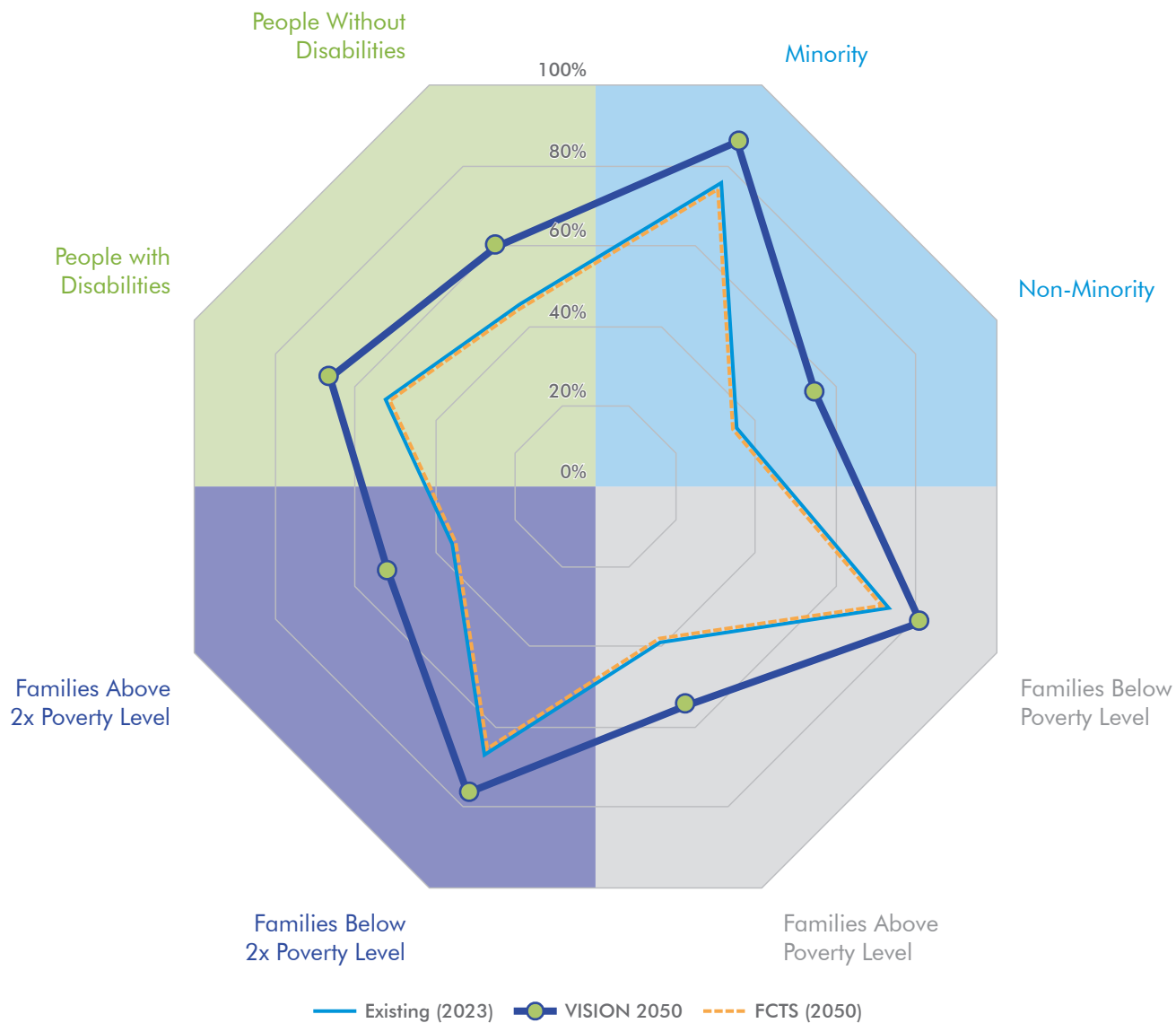


Source: U.S. Bureau of the Census and SEWRPC, 6/2024

Transit Service Area

Commission staff analyzed how much of the Region’s population falls within a walkable distance to transit. While over 50% of the population in each historically underserved group in the Region is already within the transit service area, the transit expansion envisioned in VISION 2050 would significantly increase the number of people in every group with walkable access to transit. Transit service area would remain roughly the same under the FCTS.

Percent of Populations Within Transit Service Area

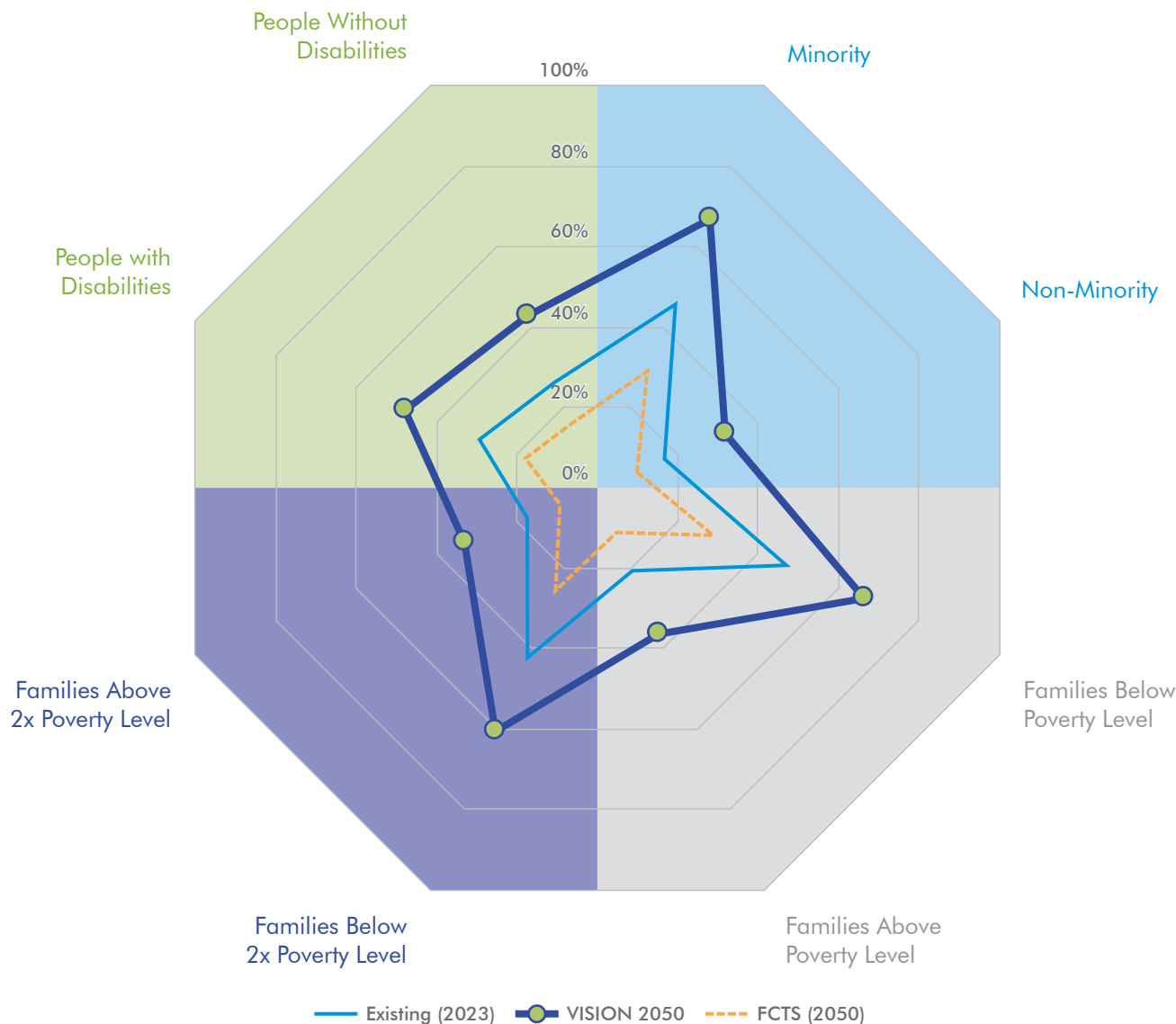


Source: U.S. Bureau of the Census, U.S. Census American Community Survey, and SEWRPC; 6/2024

Transit Service Quality

The transit service quality measure condenses several factors impacting the level of transit service into a single measure that ranks it as “Excellent,” “Very Good,” “Good,” or “Basic.” Specifically, service quality is based on the type, number of routes, and frequency of transit service within an area. In 2023, about 45% of people of color and lower-income families and about 30% of people with disabilities had access to quality transit (defined as “Excellent,” “Very Good,” or “Good”). Implementing VISION 2050 would increase access to quality transit for all populations, particularly for people of color, low-income populations, and people with disabilities. Everyone’s access to quality transit is expected to decline under the FCTS due to service cuts.

Percent of Populations with Access to Quality Transit



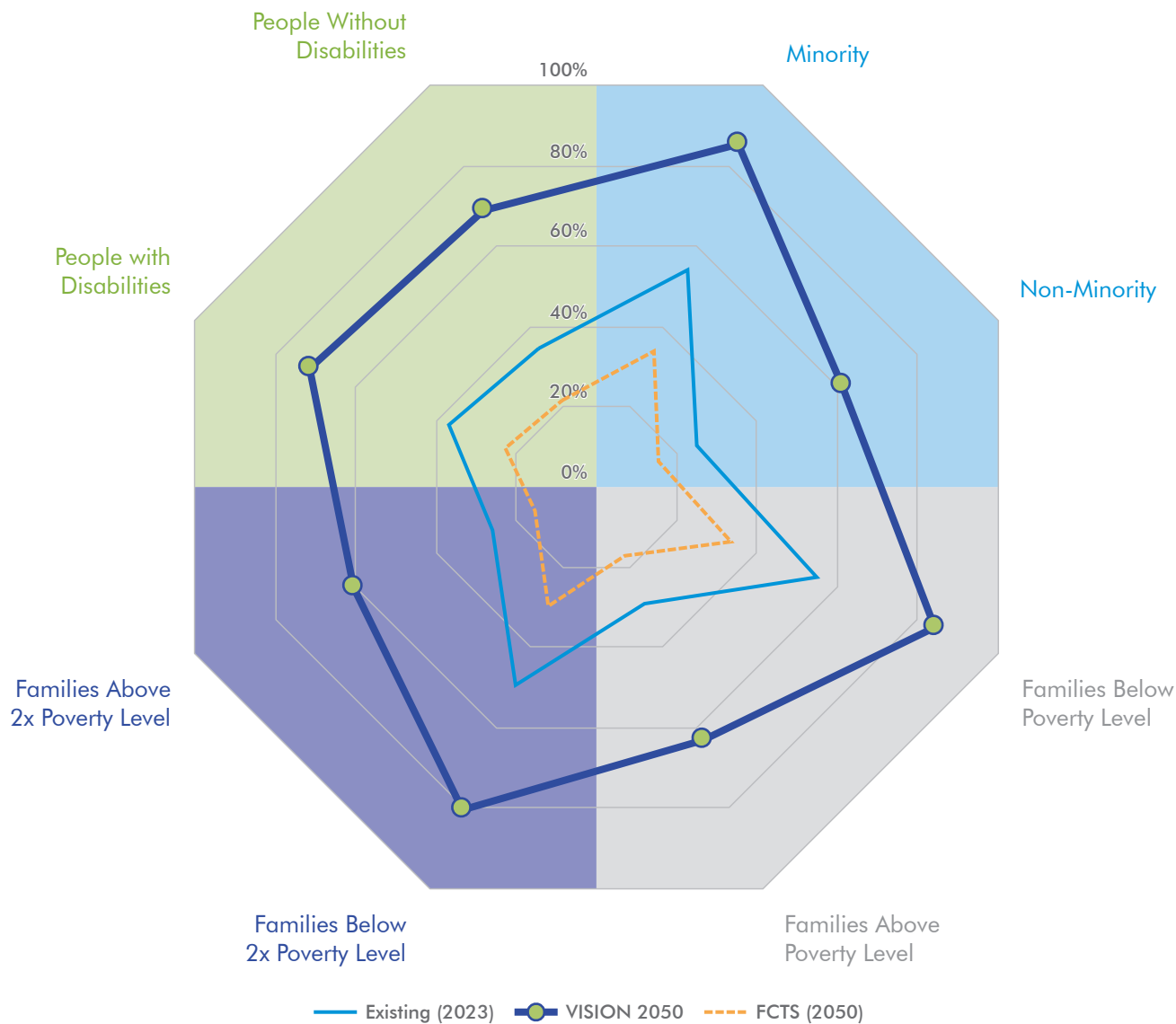
Source: U.S. Bureau of the Census, U.S. Census American Community Survey, and SEWRPC; 6/2024

While service area would stay roughly the same under the FCTS, service quality would decline.

Accessibility to Jobs and Activity Centers

Commission staff analyzed how many of the Region’s residents can access employment, education, groceries, and medical care in a reasonable amount of time. Most jobs and activities within the Region are accessible by automobile and accessibility by car would only be modestly improved under VISION 2050 or the FCTS. However, accessibility by transit, especially to jobs, is much more limited than by automobile. With the increases in both the extent and quality of transit services, VISION 2050 would greatly improve accessibility to jobs by transit for everyone. Under the FCTS, accessibility by transit to jobs and other destinations would decline for all populations, particularly people of color, low-income populations, and people with disabilities.

Percent of Populations with Access to 10,000 Jobs or More by Transit



Source: U.S. Bureau of the Census, U.S. Census American Community Survey, and SEWRPC; 6/2024

About 65% of Milwaukee County families in poverty indicated they had a car available for travel, compared to 91% of families not in poverty.

Highway Improvement Benefits and Impacts

This evaluation assessed the impact of planned arterial and freeway widening projects on people of color and low-income populations. Despite higher rates of transit usage, historically underserved populations still drive a car as their most popular means of transportation. This analysis concluded that these population groups would benefit from improved accessibility to jobs and activity centers by car.

To determine whether people of color and families in poverty would be disproportionately impacted by planned freeway widenings, Commission staff conducted two demographic comparisons:

- ▶ Existing demographics of those living near planned widenings were compared to the demographics of the entire Region.
 - › Under VISION 2050, the proportion of people living near planned widenings who are people of color (32% of residents within one-half mile are people of color) was similar to the respective proportion of the Region's total population (34%). The same was true of families in poverty (both 8%).
 - › Under the FCTS, which includes the I-94 reconstruction between 70th Street and 16th Street in Milwaukee, the proportion of people living near the planned widening who are people of color was higher than the respective proportion of the Region's population but was similar to the proportion of Milwaukee County's population (51% of residents within one-half mile are people of color, compared to 51% of the county population). A higher proportion of families in poverty reside near the planned widening (24% within one-half mile) than the average percentages of families in poverty within the Region and Milwaukee County (8% and 13%, respectively).
- ▶ The proportion of all people of color living near planned freeway widenings (under VISION 2050, 4% of all people of color in the Region live within one-half mile) was compared to that of all white people living near planned freeway widenings (also 4%). The same comparison was made for families in poverty and families not in poverty (both 4%). Under the FCTS, the total percentage of people of color and families in poverty near the planned widening exceeded that of white people and families not in poverty.

Based on these comparisons, this evaluation concluded no demographic group would be disproportionately impacted by VISION 2050 freeway widenings. For the freeway widening under the FCTS (I-94 reconstruction), the proportions of people of color who live near the project generally equal or slightly exceed the average percentage of people of color in Milwaukee County while the proportions of families in poverty who live near the project exceed both regional and county averages.

As part of preliminary engineering for the I-94 reconstruction project, WisDOT recently completed a Supplemental Draft Environmental Impact Statement (SDEIS). The SDEIS includes a more robust assessment of the impacts to minority populations and low-income populations residing in the project vicinity. The SDEIS also includes a review of information gathered from the extensive public involvement and outreach efforts conducted as part of the project. WisDOT has indicated a robust public involvement and outreach process will continue as final plans are completed and the agency will address potential impacts of the I-94 reconstruction project, as possible.

Comparison of Concentrations of Year 2020 Race/Ethnicity to Highway Element: VISION 2050

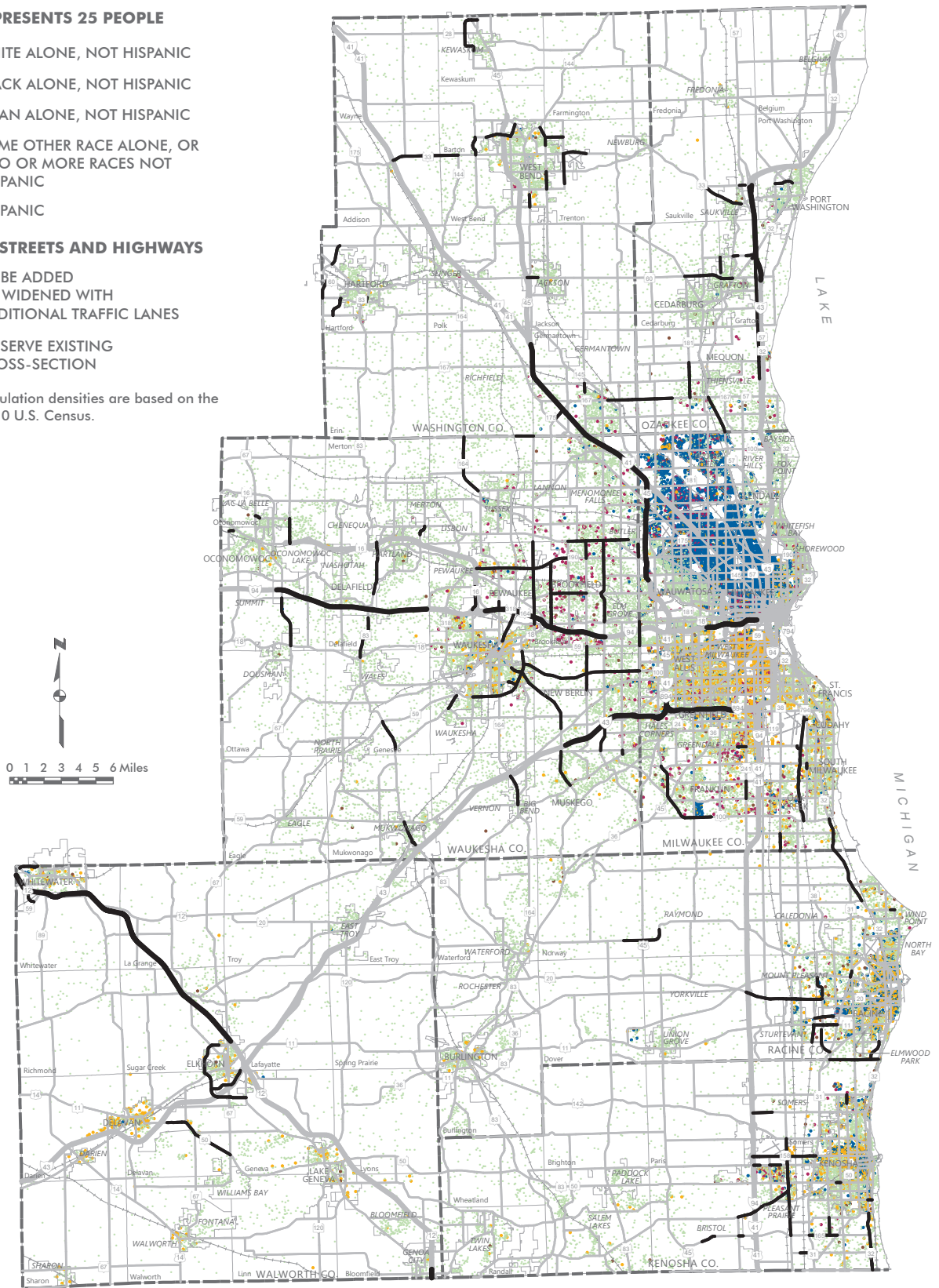
1 DOT REPRESENTS 25 PEOPLE

- WHITE ALONE, NOT HISPANIC
- BLACK ALONE, NOT HISPANIC
- ASIAN ALONE, NOT HISPANIC
- SOME OTHER RACE ALONE, OR TWO OR MORE RACES NOT HISPANIC
- HISPANIC

ARTERIAL STREETS AND HIGHWAYS

- TO BE ADDED OR WIDENED WITH ADDITIONAL TRAFFIC LANES
- PRESERVE EXISTING CROSS-SECTION

Note: Population densities are based on the 2020 U.S. Census.





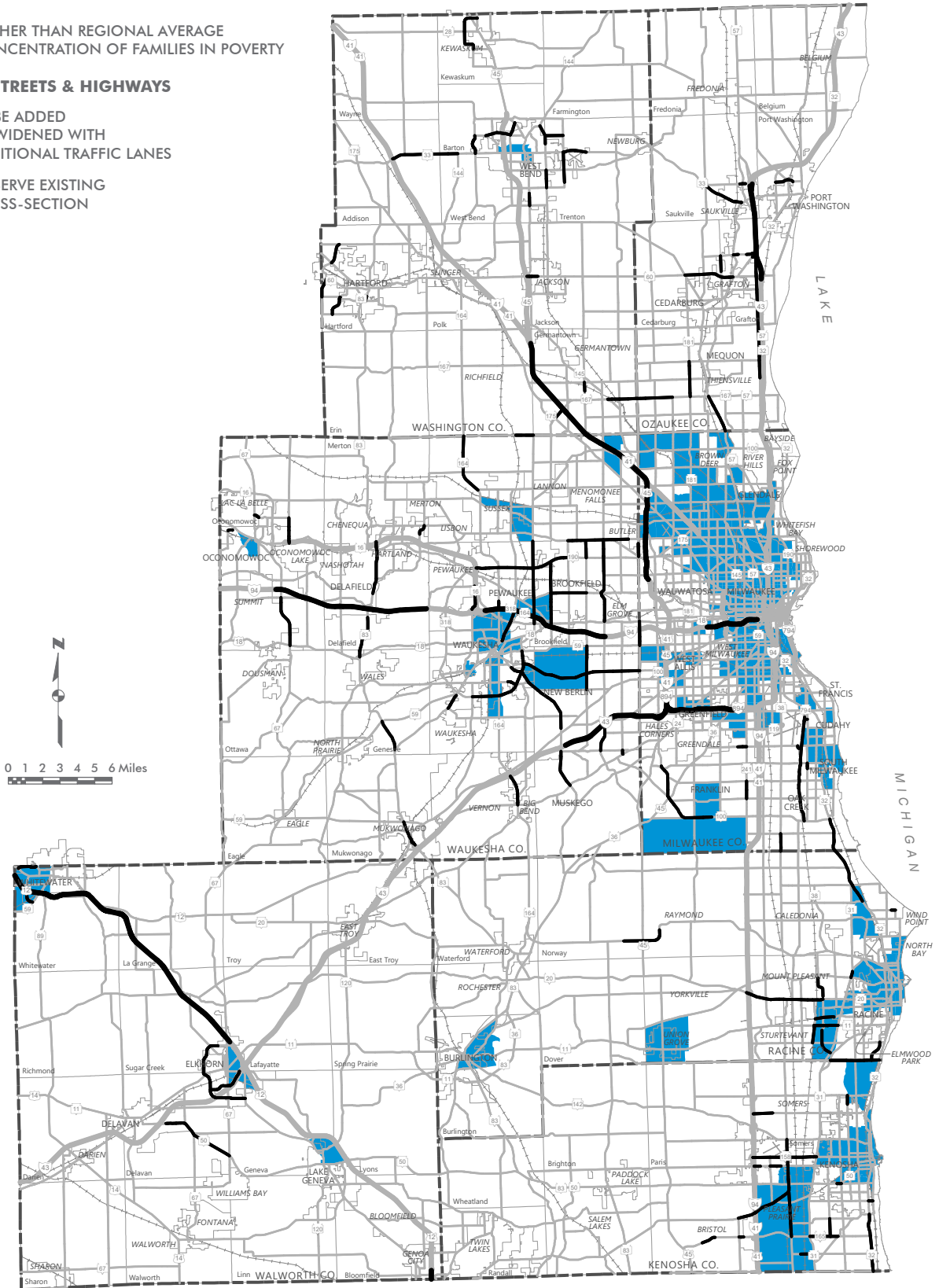
Source: U.S. Bureau of the Census and SEWRPC, 6/2024

Comparison of Existing Concentrations of Families in Poverty to Highway Element: VISION 2050

 HIGHER THAN REGIONAL AVERAGE CONCENTRATION OF FAMILIES IN POVERTY

ARTERIAL STREETS & HIGHWAYS

-  TO BE ADDED OR WIDENED WITH ADDITIONAL TRAFFIC LANES
-  PRESERVE EXISTING CROSS-SECTION



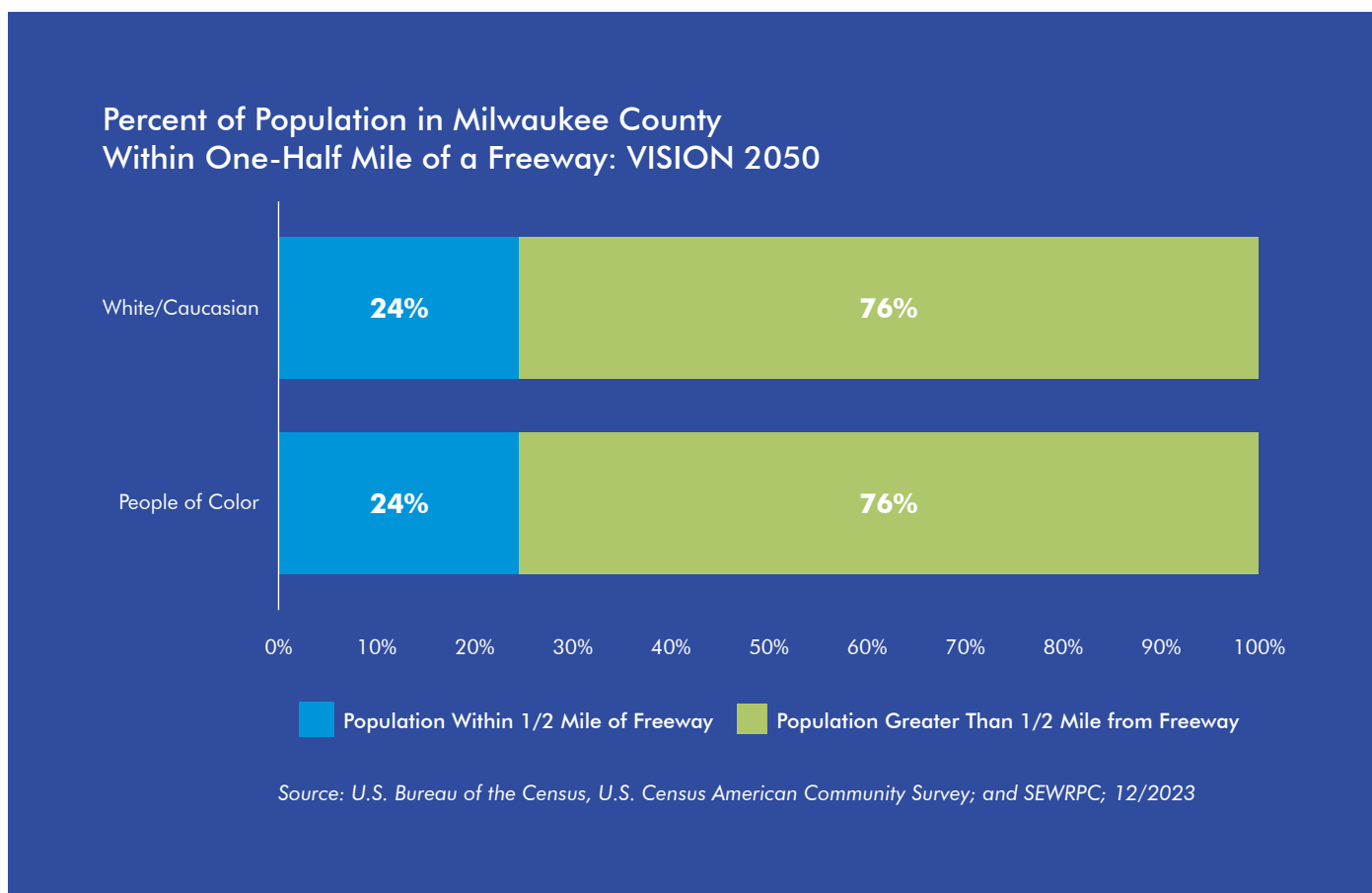
Source: U.S. Bureau of the Census, U.S. Census American Community Survey; and SEWRPC; 6/2024



Air Pollution Impacts

This evaluation examined whether VISION 2050 or the FCTS would disproportionately expose people of color and low-income populations to transportation-related air pollution. To do this, Commission staff calculated the percentage of each group's total regional population residing near freeways. These percentages were then compared to the corresponding percentages of the remainder of the Region's population residing near freeways. Within each county, the percentages of people of color and families in poverty near freeways were similar to those of white populations and families not in poverty near freeways. Based on this, the analysis concluded no disproportionate impact would occur.

An example of this comparison is highlighted below for Milwaukee County, which is home to the most people of color and has the most extensive and utilized freeway system in the Region.



Review of Federal Performance Targets



Why Set and Review Performance Targets?

As the federally recognized metropolitan planning organization for Southeastern Wisconsin, the Commission is required to report transportation system performance using a set of national performance measures on topics including transit asset condition, transit and highway safety, National Highway System condition and reliability, air pollutant emissions, and freight reliability.

The Commission must also establish short-term targets and monitor the Region's progress towards achieving them. As part of the target-setting process, long-term targets were first established to determine desired system performance after the implementation of VISION 2050. Short-term targets were then established based on long-term targets.

The 2024 Update includes the following related to federal performance targets:

- ▶ Monitored achievement of the initial short-term targets using current data
- ▶ Revised certain long-term targets based on additional data or corrections
- ▶ Established new short-term targets

Reducing the Region's Greenhouse Gas Emissions

VISION 2050 includes recommendations aimed at reducing greenhouse gas (GHG) emissions and other air pollutants in the Region. Specifically, the plan's land use component encourages compact development and recognizes its energy efficiency and potential to reduce GHGs relative to low-density development. In the transportation component, GHG and air pollutant-reducing measures include implementing recommendations related to expanding the Region's transit systems, expanding the bicycle and pedestrian networks, and deploying TSM and TDM measures. The plan estimates that implementing these measures would result in a 2% reduction of GHGs relative to a "Trend" alternative future under which the transportation system and land use development trends of the last 15 to 20 years would continue to 2050.

In March 2024, the Commission released the Metropolitan Milwaukee Priority Pollution Reduction Action Plan, the first deliverable prepared with funding from the U.S. Environmental Protection Agency's Climate Pollution Reduction Grant (CPRG) planning program. This plan, developed in coordination with local partners, identifies baseline GHG emissions and priority strategies to reduce these emissions, quantifies the emissions benefits of the priority strategies, analyzes impacts to low-income and disadvantaged communities, and summarizes stakeholder engagement. Commission staff are currently working on the CPRG program's second deliverable, a Comprehensive Climate Action Plan, which is due by June 2025. Recommendations from these plans will be considered for inclusion in the next major update to the Commission's long-range plan, which is expected to be initiated in 2026 and adopted by 2028.

Finally, Commission staff are in the process of establishing targets for the newly created federal transportation performance measure related to reduction of tailpipe GHG emissions on the National Highway System (NHS), which is expected to be completed in July 2024. Commission staff are also monitoring recent federal court decisions related to FHWA's authority to regulate GHG emissions by requiring States and MPOs to establish targets for reducing on-road GHG emissions on the NHS.



LEARN MORE!

The full review of federal performance targets, which includes detailed methodology, data, and conclusions, is documented in the "Review of Targets Established for the National Performance Measures" element of the 2024 Review & Update available at www.vision2050sewis.org/2024-update.

Summary & Conclusions

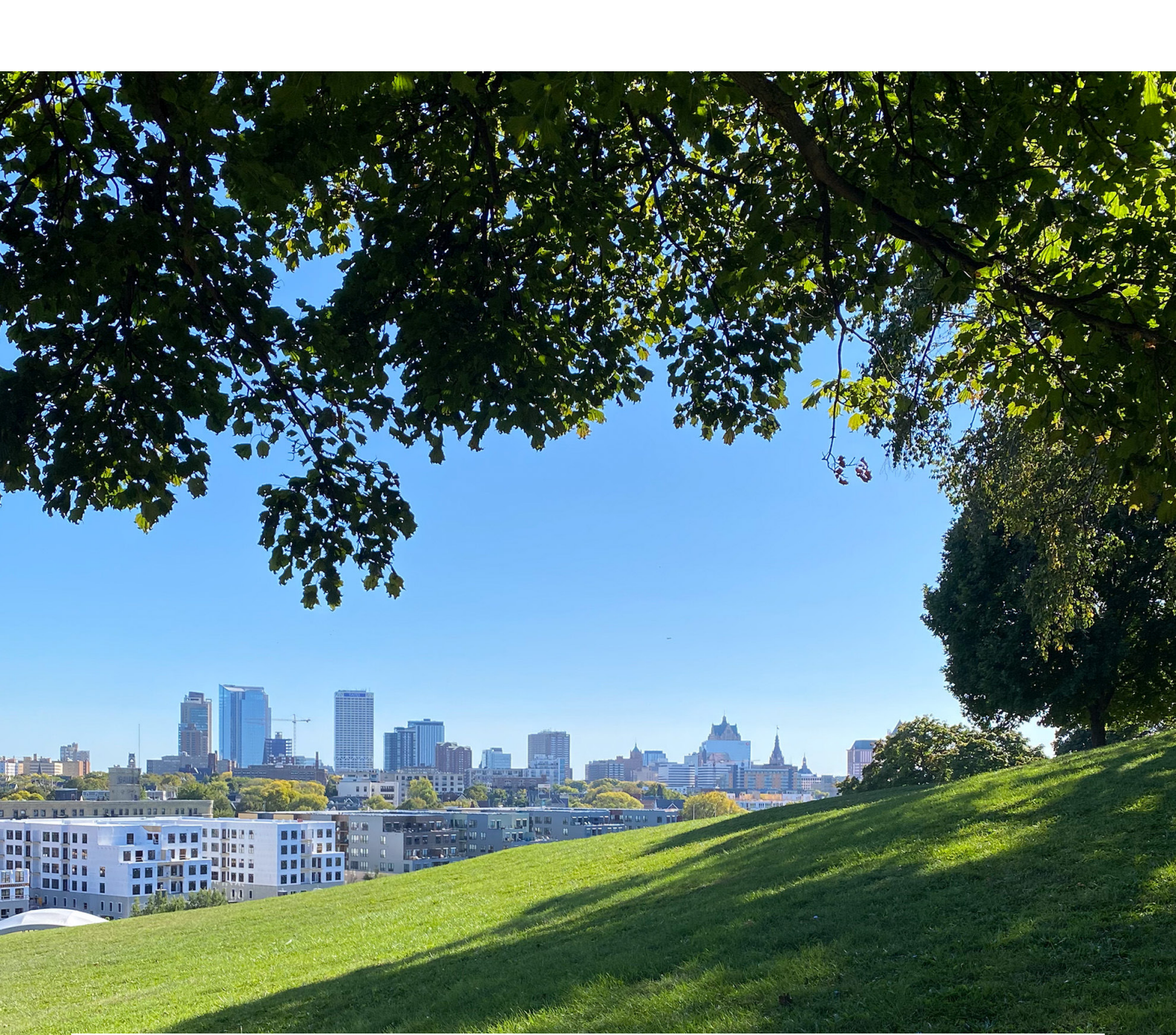


The 2024 Review & Update is an interim update of VISION 2050, the long-range land use and transportation plan for Southeastern Wisconsin. VISION 2050 is updated every four years as part of a continuing, comprehensive, and cooperative planning process to keep the plan current and address federal requirements. The next update to the Commission's long-range plan is expected to be initiated in 2026 and adopted by 2028.

The 2024 Review & Update concludes that VISION 2050 remains valid for long-range planning purposes. It proposes several minor updates to account for recently completed projects, updated demographic data, and trends following the COVID-19 pandemic. It also monitors Regionwide progress on implementing the plan's recommendations. The Third Edition of Volume III of VISION 2050, being published following adoption of the 2024 Update, presents the full recommended regional land use and transportation plan.

The 2024 Update report summarizes the following elements of the plan update, each of which can be accessed in full on the VISION 2050 website:

- ▶ **Review of Recommendations to Date** summarizes the plan's recommendations prior to the 2024 Update and recent progress in achieving them.
- ▶ **Review of Forecasts** examines the demographic, economic, and transportation forecasts that underlie the plan's outlook to 2050 and compares them to actual data to determine whether they are still valid.
- ▶ **Review of Transportation System Performance** summarizes the performance of each element of the Region's transportation system and associated air pollutant emissions.
- ▶ **Updated Recommendations** describes updates to VISION 2050 under the 2024 Update based on the information gathered in the elements listed above and from public outreach.
- ▶ **Updated Financial Analysis** compares reasonably expected transportation costs and revenues through 2050, concluding that a funding gap exists for the VISION 2050 transportation system and identifying the Fiscally Constrained Transportation System (FCTS)—the portion of VISION 2050 that can be implemented with reasonably expected revenues.
- ▶ **Updated Equity Analysis** analyzes the transportation system across five environmental justice evaluations, concluding that VISION 2050 would increase transportation access and quality for everyone but that historically underserved groups will likely be disproportionately affected by the transit service reductions expected under the FCTS without additional funding.
- ▶ **Review of Federal Performance Targets** monitors the Region's achievement of the targets it previously set for its transportation system while revising and establishing new targets.



What Comes Next?

Implementation is key to a successful plan. If you are a resident of Southeastern Wisconsin who wants to see recommendations implemented or the transportation funding gap addressed, we encourage you to contact your elected officials. Contact us to learn more about VISION 2050 or to have Commission staff present to a group you are involved with. We welcome the opportunity to answer your questions and discuss the plan.

262.547.6721 | VISION2050@sewrpc.org
www.vision2050sewis.org

Credit: Commission Staff – Samuel Mercier

RESOLUTION NO. 2024-09

**RESOLUTION OF THE SOUTHEASTERN WISCONSIN
REGIONAL PLANNING COMMISSION REAFFIRMING AND UPDATING
THE ADOPTED YEAR 2050 REGIONAL LAND USE AND TRANSPORTATION
PLAN (“VISION 2050”) FOR SOUTHEASTERN WISCONSIN, AND REAFFIRMING THE
2023-2026 TRANSPORTATION IMPROVEMENT PROGRAM FOR SOUTHEASTERN
WISCONSIN AS AMENDED TO DATE**

WHEREAS, the Southeastern Wisconsin Regional Planning Commission is charged with the responsibility of carrying out a long-range comprehensive planning program for the seven counties in the Southeastern Wisconsin Region and, as a part of that program, is presently engaged in a continuing, comprehensive, and cooperative areawide land use-transportation planning process pursuant to the provisions of the Federal Aid Highway Act of 1962 and the Federal Urban Mass Transportation Act of 1964, as amended; and

WHEREAS, the Commission has been designated by the Governor of the State of Wisconsin as the official cooperative, comprehensive, continuing areawide transportation planning agency (Metropolitan Planning Organization, or MPO) under the rules and regulations promulgated by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration, with respect to the Kenosha, Milwaukee, Racine, West Bend, and Wisconsin portion of the Round Lake Beach urbanized areas, such rules and regulations being found in the Federal Register, dated Wednesday, May 27, 2016; and

WHEREAS, the aforesaid rules and regulations promulgated by the U.S. Department of Transportation Federal Highway Administration and Federal Transit Administration, require that the MPO shall develop and update a regional transportation plan and transportation improvement program in cooperation with State and local officials, transit operators, and other affected agencies and individuals; and

WHEREAS, the Commission adopted the design year 2050 regional land use and transportation plan documented in Planning Report No. 55, *VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin* by Resolution 2016-07; amended the plan by Resolutions 2018-11, 2018-24, and 2019-14; and reaffirmed and updated the plan by Resolution 2020-06; and

WHEREAS, by Resolution 2022-22, the Commission prepared in cooperation with concerned State and local officials, transit operators and other interested parties and endorsed, *A Transportation Improvement Program for Southeastern Wisconsin: 2023-2026*, identifying transportation improvements recommended for advancement during the period 2023-2026, providing for a staging of improvements over that time period consistent with the regional transportation plan, and amended this transportation improvement program to date as needed; and

WHEREAS, under the guidance of the Advisory Committees on Regional Land Use Planning and Regional Transportation Planning, the Commission staff reviewed and identified updates to VISION 2050, including updates to the financial analysis identifying the portion of the transportation system recommended in the updated VISION 2050 that can be funded by existing and reasonably expected revenues, referred to as the fiscally constrained transportation system (FCTS); updates to the equity analyses on the potential benefits and impacts to the Region’s minority populations, low-income populations, and people with disabilities related to the updated land use and transportation components of VISION 2050; and monitoring progress towards achievement and updating targets for national performance measures, as documented in Memorandum Report No. 268, *2024 Review and Update of VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin*; and

WHEREAS, the 2024 Review and Update of VISION 2050 was the subject of public review and comment, including engagement with community partner organizations representing diverse groups of traditionally underrepresented residents, nonprofits, and businesses in the Region, including groups representing minority populations, low-income populations, and people with disabilities; and

RESOLUTION NO. 2024-09

WHEREAS, the Advisory Committees on Regional Land Use Planning and Regional Transportation Planning unanimously approved the 2024 Review and Update of VISION 2050 at their meeting held on April 10, 2024; and

WHEREAS, the FCTS, as updated, and transportation improvement program, as amended, have been determined to conform with the 2006 24-hour fine particulate standard and the existing State of Wisconsin Air Quality Redesignation and Maintenance Plan for the year 2006 24-hour fine particulate standard, the 1997 eight-hour ozone standard and the existing State of Wisconsin Maintenance Plan for the 1997 eight-hour ozone standard, the 2008 eight-hour ozone standard and the Redesignation and Maintenance Plan for the 2008 eight-hour ozone standard, and the 2015 eight-hour ozone standard and the budget tests described in 40 CFR 93.109 and 40 CFR 93.118 as required by the Federal Clean Air Act Amendments of 1990.

THEREFORE, BE IT HEREBY RESOLVED that in accordance with 23 CFR 450.336(a), the Commission hereby certifies that the regional land use-transportation planning process is addressing the issues of the metropolitan planning area, and is being conducted in accordance with all applicable Federal laws, regulations, and requirements, including:

1. 23 U.S.C. 134, 49 U.S.C. 5303, and this subpart;
2. In nonattainment and maintenance areas, Sections 174 and 176 (c) and (d) of the Clean Air Act, as amended (42 U.S.C. 7504, 7506 (c) and (d)) and 40 CFR part 93;
3. Title VI of the Civil Rights Act of 1964, as amended (42 U.S.C. 2000d-1) and 49 CFR part 21;
4. 49 U.S.C. 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity;
5. Sections 1101(b) of the FAST Act (Pub. L. 114-357) and 49 CFR Part 26 regarding the involvement of disadvantaged business enterprises in USDOT funded projects;
6. 23 CFR part 230, regarding the implementation of an equal employment opportunity program on Federal and Federal-aid highway construction contracts;
7. The provisions of the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 *et seq.*) and 49 CFR Parts 27, 37, and 38;
8. The Older Americans Act, as amended (42 U.S.C. 6101), prohibiting discrimination on the basis of age in programs or activities receiving Federal financial assistance;
9. Section 324 of title 23 U.S.C. regarding the prohibition of discrimination based on gender; and
10. Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794) and 49 CFR part 27 regarding discrimination against individuals with disabilities.

BE IT FURTHER RESOLVED that the year 2050 regional land use and transportation plan, being a part of the master plan for the physical development of the Region and set forth in Planning Report No. 55, *VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin*, adopted in July 2016, hereby is reaffirmed and updated as set forth in Memorandum Report No. 268, *2024 Review and Update of VISION 2050: A Regional Land Use and Transportation Plan for Southeastern Wisconsin*.

RESOLUTION NO. 2024-09

BE IT FURTHER RESOLVED that the document entitled, *A Transportation Improvement Program for Southeastern Wisconsin: 2023-2026*, as amended to date, be, and hereby is, endorsed as the transportation improvement program for the seven-county Southeastern Wisconsin Region.

BE IT FURTHER RESOLVED that, in order to obviate the need to reconsider the transportation improvement program in the event that the air quality conformity findings for the new regional transportation plan and the transportation improvement program lapse, a revised program of projects would then be comprised of the projects identified in Appendix A of the aforementioned document identified as "Exempt," as well as those projects that have either: 1) completed the NEPA process at such time as the air quality conformity finding lapses, or 2) are identified in the Code of Federal Regulations (Table 3, 40 CFR 51.462).

BE IT FURTHER RESOLVED that a true, correct, and exact copy of this resolution and the aforementioned report shall be forthwith distributed to each of the local legislative bodies of the government units within the Region entitled thereto and to such other bodies, agencies, or individuals as the law may require or as the Commission or its Executive Committee in their discretion shall determine and direct.

The foregoing resolution, upon motion duly made and seconded, was regularly adopted at the meeting of the Southeastern Wisconsin Regional Planning Commission held on the 12th day of June 2024, the vote being: Ayes 19; Nays 0.


Charles L. Colman, Chairman

ATTEST:




Stephanie Hacker, Deputy Secretary

**SOUTHEASTERN WISCONSIN REGIONAL
PLANNING COMMISSION STAFF**

Stephanie Hacker, AICP, LEED AP Executive Director
Benjamin McKay, AICP Deputy Director
Elizabeth Larsen, SPHR, SHRM-SCP Director of Administration
Christopher Hiebert, PE MPO Director
Joel Dietl, AICP Chief Land Use Planner
Laura Herrick, PE, CFM..... Chief Environmental Engineer
Ryan Hoel, PE..... Chief Transportation Engineer
Eric Lynde Chief Special Projects Planner
Rob Merry, PLS Chief Surveyor
Nakeisha Payne Chief Community Engagement Specialist
Thomas Slawski, PhD Chief Biologist

Special acknowledgment is due to Jennifer Sarnecki, AICP, Deputy Chief Transportation Planner; Gom Ale, PhD, PE(ND), Principal Planner-Modeler; Kathryn Sobottke, Former Principal Specialist; Ethan Johnson, Senior Engineer; Joseph Delmagori and Xylia Rueda, Senior Planners; Elizabeth Callin, AICP, Former Senior Planner; Kaleb Kutz and Samuel Mercier, AICP, Planners; Dana Shinnars, TDM Program Lead; William Henning, Engineer; and Megan Deau, Senior Graphic Designer, for their contributions to this document, with appreciation extended to all Commission staff who supported and contributed to the report.



W239 N1812 Rockwood Drive
P.O. Box 1607
Waukesha, WI 53187-1607
Phone: 262.547.6721
www.sewrpc.org
www.vision2050sewis.org