EQUITY ANALYSIS OF THE 2025 THROUGH 2028 TRANSPORTATION IMPROVEMENT PROGRAM FOR SOUTHEASTERN WISCONSIN

The transportation improvement program (TIP) lists all Federally funded transportation projects that State and local governments in Southeastern Wisconsin propose to carry out over the next four years (2025-2028). The Equity Analysis element of the TIP evaluates whether traditionally underserved populations—people of color, lower-income populations, and people with disabilities—would receive a disproportionate share of the impacts (both costs and benefits) of the transit, highway, and bicycle and pedestrian projects programmed in the TIP.[1] The element includes the identification of the existing locations and travel patterns of traditionally underserved populations in the Region; a summary of the projects programmed in the current TIP; an evaluation of the benefits and impacts received by population groups for each project category by comparing programmed project locations to the identified populations; and a review of the implementation of transportation projects in the Region.

LOCATION AND TRAVEL PATTERNS OF TRADITIONALLY UNDERSERVED POPULATIONS IN SOUTHEASTERN WISCONSIN

The distribution of communities of color residing in the Region may be obtained from the most recent year 2020 decennial U.S. Census of Population (2020 Census), as shown in Maps I.1 and I.2 and Table I.1. The distribution of lower-income populations in the Region—defined here as families with incomes below Federally-defined poverty levels and families with incomes less than twice the poverty level, which provides a more inclusive picture of economic insecurity—are based upon the 2017-2021 U.S. Census American Community Survey (ACS). Areas with lower-income populations shown on Maps I.3 and I.4 and are summarized in Tables I.2 through I.4. The magnitude and location of people with disabilities in the Region, shown in Map I.5 by Census tract and Table I.5 by county, is based upon the 2017-2021 ACS. More detailed maps showing concentrations of where each race and ethnicity in the Region reside can be accessed through the Equity Analysis Map Directory from the VISION 2050 website.

Data from the National Household Travel Survey indicate that automobile travel is the dominant mode of travel for all trips by both people of color—76 percent—and the white population—86 percent—residing in Southeastern Wisconsin. Unfortunately, granular data on travel patterns by county are only available for travel to and from work through the ACS. In Milwaukee County, these data indicate that various communities of color use the automobile for 81 to 89 percent of their travel to and from work. This compares to approximately 83 percent of the white population. The mode of travel reported in the year 2017-2021 ACS for travel to and from work by county of residence and race/ethnicity is shown in Table I.6.

Although most people of color residing in the Region use the automobile for their travel, they tend to utilize public transit at a higher proportion than the Region's white population. Specifically, people of color utilize public transit for 6 percent of travel across all types of trips compared to less than 1 percent by the white population. In addition, based on the transit travel surveys conducted as part of the Commission's 2011 travel survey for Southeastern Wisconsin, people of color represent a greater proportion of total transit ridership than of the total population, as

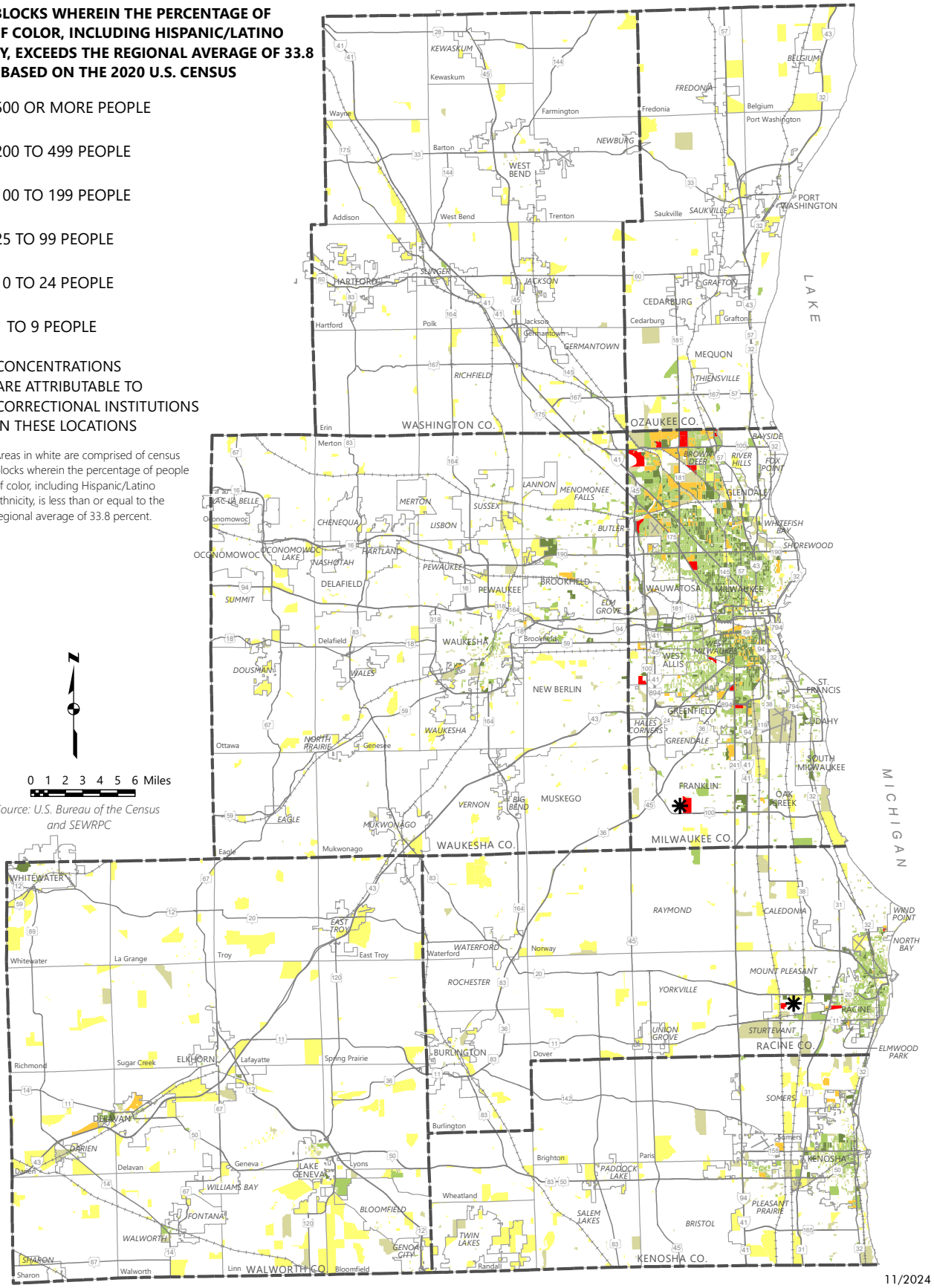
[1] *One function of this element is to demonstrate consistency with Executive Order 12898 (Feb. 1994), "Federal Actions to Address Environmental Justice in Minority Populations and Lower-income Populations," which directs agencies receiving Federal funding to identify and address, as appropriate, disproportionately high or adverse human health or environmental effects of their programs, policies, and activities on minority populations and lower-income populations. The Equity Analysis element uses the terminology "people of color" and "lower-income" in place of "minority" and "lower-income" as written in E.O. 12898. This element is also consistent with the Equitable Access objectives in the regional transportation plan, VISION 2050, to provide access to opportunity for everyone.*

Map I.1
Concentrations of People of Color in the Region: 2020

CENSUS BLOCKS WHEREIN THE PERCENTAGE OF PEOPLE OF COLOR, INCLUDING HISPANIC/LATINO ETHNICITY, EXCEEDS THE REGIONAL AVERAGE OF 33.8 PERCENT BASED ON THE 2020 U.S. CENSUS

- 500 OR MORE PEOPLE
- 200 TO 499 PEOPLE
- 100 TO 199 PEOPLE
- 25 TO 99 PEOPLE
- 10 TO 24 PEOPLE
- 1 TO 9 PEOPLE
- * CONCENTRATIONS ARE ATTRIBUTABLE TO CORRECTIONAL INSTITUTIONS IN THESE LOCATIONS

Note: Areas in white are comprised of census blocks wherein the percentage of people of color, including Hispanic/Latino ethnicity, is less than or equal to the regional average of 33.8 percent.



Source: U.S. Bureau of the Census and SEWRPC

11/2024

Map I.2
Concentrations of Races/Ethnicities in the Region: 2020

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/LATINO ETHNICITY

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

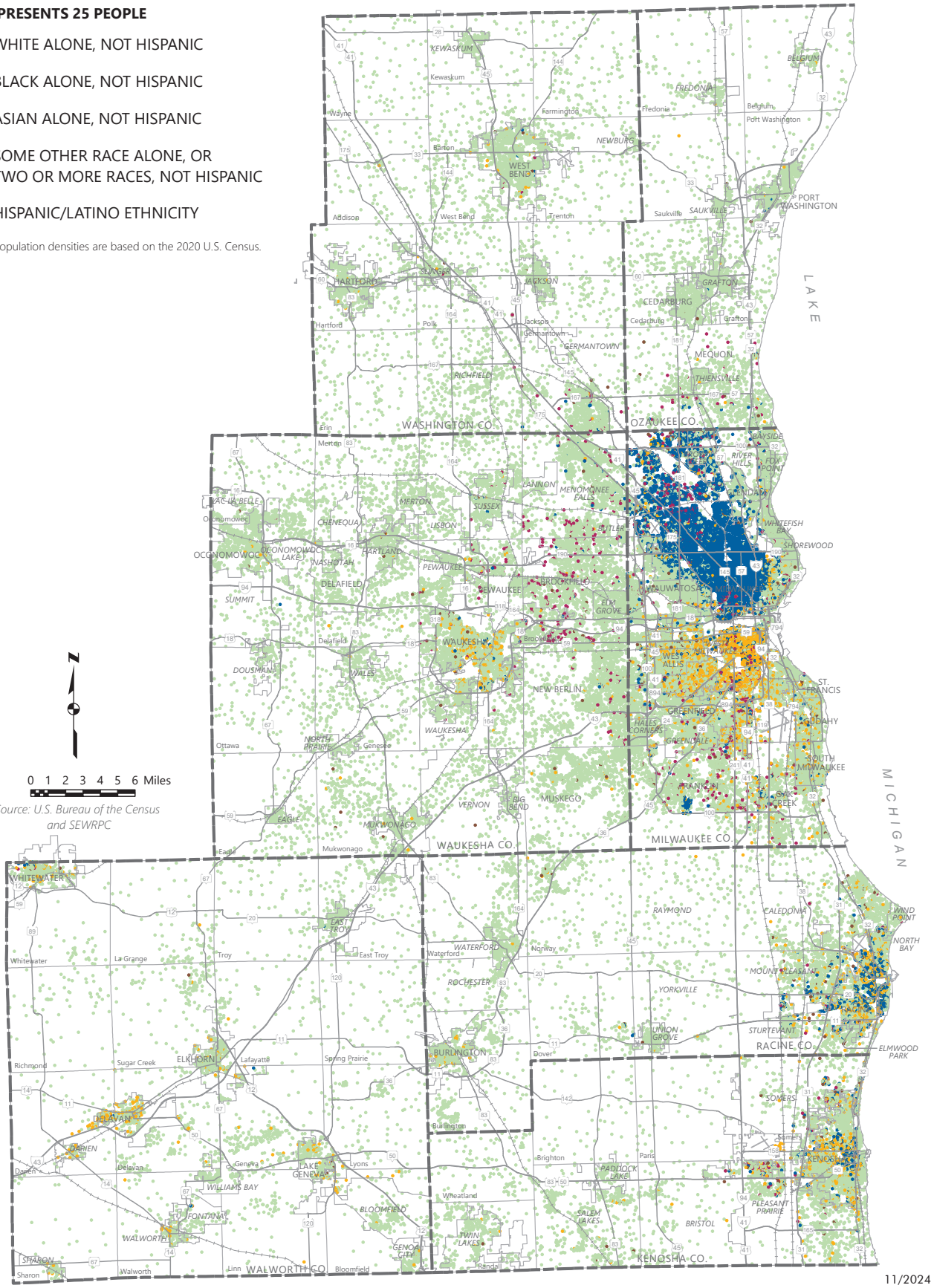


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Table I.1
Population by Race and Hispanic or Latino Ethnicity in the Region by County: 2020

County	White alone, Non-Hispanic		People of Color										Total Population
			Black/African American		American Indian and Alaska Native		Asian and Pacific Islander		Other Race		Hispanic or Latino Ethnicity		
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	
Kenosha	121,936	72.1	15,575	9.2	3,767	2.2	4,543	2.7	18,357	10.9	24,546	14.5	169,151
Milwaukee	456,520	48.6	269,335	28.7	21,494	2.3	55,919	6.0	117,641	12.5	153,017	16.3	939,489
Ozaukee	81,410	89.0	2,217	2.4	1,090	1.2	3,146	3.4	2,994	3.3	3,098	3.4	91,503
Racine	135,333	68.4	28,115	14.2	4,199	2.1	3,782	1.9	21,072	10.7	27,911	14.1	197,727
Walworth	88,104	82.7	1,958	1.8	1,954	1.8	1,627	1.5	10,481	9.8	12,550	11.8	106,478
Washington	123,855	90.6	2,756	2.0	1,886	1.4	2,931	2.1	4,260	3.1	4,827	3.5	136,761
Waukesha	347,922	85.5	10,147	2.5	5,570	1.4	19,639	4.8	19,150	4.7	21,835	5.4	406,978
Region	1,355,080	66.2	330,103	16.1	39,960	2.0	91,587	4.5	193,955	9.5	247,784	12.1	2,048,087

Note: As part of the 2020 Federal census, individuals could be reported as being of more than one race. In addition, people of Hispanic/Latino ethnicity can be of any race or combination of races. The figures in this table indicate the number of people reported as being white alone and non-Hispanic and those of a given non-white race or Hispanic/Latino ethnicity (as indicated by the column heading), including those who were reported as that race exclusively and those who were reported as that race and one or more other races. Accordingly, the population figures by race and Hispanic/Latino ethnicity sum to more than the total population for each County and the Region.

Source: U.S. Bureau of the Census and SEWRPC, 11/2024

Map I.3
Concentrations of Families in Poverty in the Region: 2017-2021

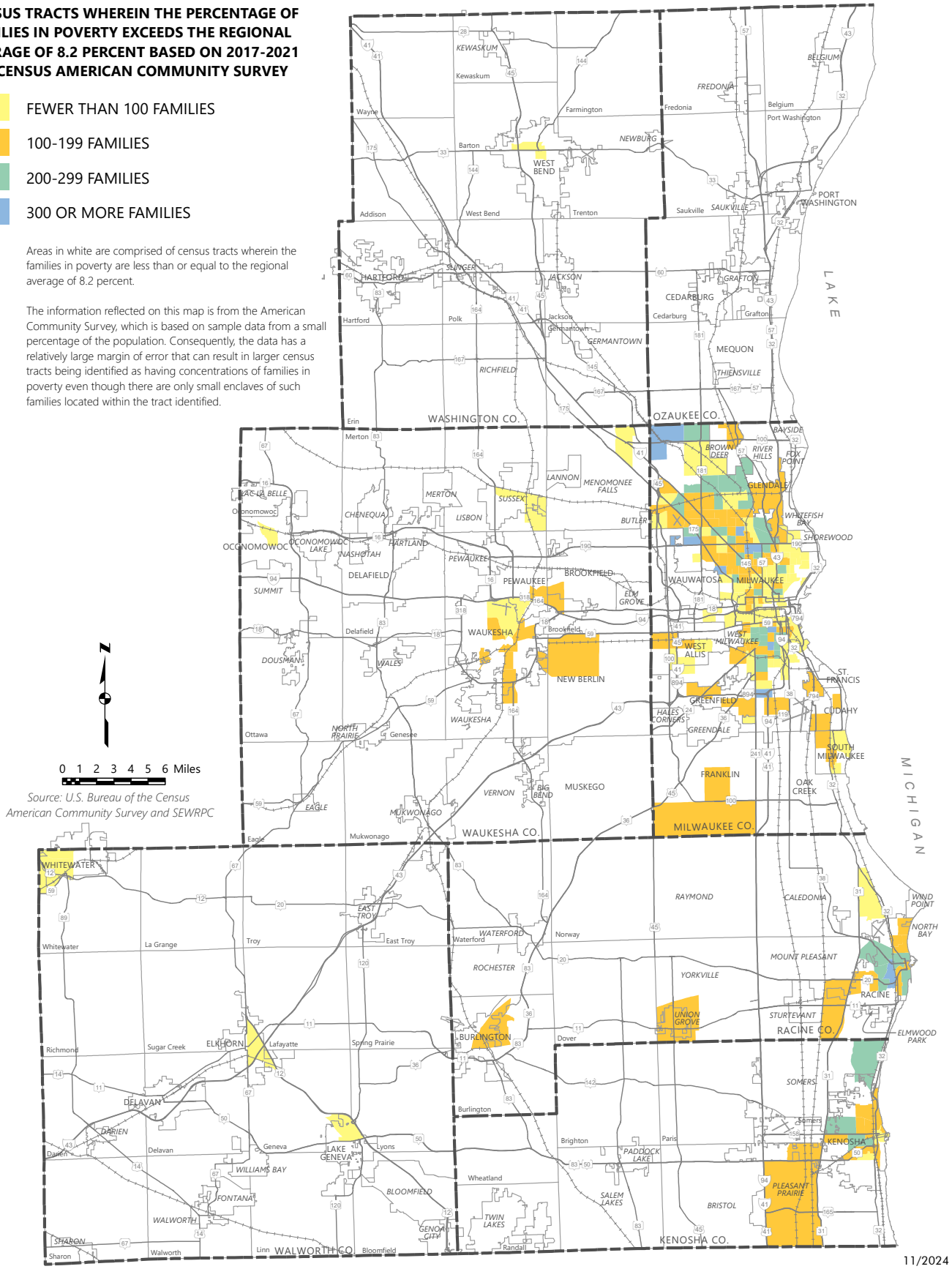
CENSUS TRACTS WHEREIN THE PERCENTAGE OF FAMILIES IN POVERTY EXCEEDS THE REGIONAL AVERAGE OF 8.2 PERCENT BASED ON 2017-2021 U.S. CENSUS AMERICAN COMMUNITY SURVEY

- FEWER THAN 100 FAMILIES
- 100-199 FAMILIES
- 200-299 FAMILIES
- 300 OR MORE FAMILIES

Note:

Areas in white are comprised of census tracts wherein the families in poverty are less than or equal to the regional average of 8.2 percent.

The information reflected on this map is from the American Community Survey, which is based on sample data from a small percentage of the population. Consequently, the data has a relatively large margin of error that can result in larger census tracts being identified as having concentrations of families in poverty even though there are only small enclaves of such families located within the tract identified.



Source: U.S. Bureau of the Census American Community Survey and SEWRPC

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Table I.2
Families with Incomes Below the Poverty Level in the Region by County: 2017-2021

County	Total Families	Families with Incomes Below the Poverty Level	
		Number	Percent of Families
Kenosha	43,499	3,540	8.1
Milwaukee	211,143	28,028	13.3
Ozaukee	25,165	614	2.4
Racine	52,204	4,230	8.1
Walworth	27,298	1,164	4.3
Washington	38,883	1,047	2.7
Waukesha	113,296	3,550	3.1
Region	511,488	42,173	8.2

Source: U.S. Bureau of the Census American Community Survey and SEWRPC, 11/2024

Table I.3
Poverty Thresholds by Size of Family and Number of Children Under 18 Years of Age: 2020 Average

Size of Family Unit	Related Children Under 18 Years								
	None	One	Two	Three	Four	Five	Six	Seven	Eight or More
One Person (unrelated individual)									
Under 65 Years	$13,465	--	--	--	--	--	--	--	--
65 Years and Over	12,413	--	--	--	--	--	--	--	--
Two People									
Under 65 Years	17,331	$17,839	--	--	--	--	--	--	--
65 Years and Over	15,644	17,771	--	--	--	--	--	--	
Three People	20,244	20,832	$20,852	--	--	--	--	--	--
Four People	26,695	27,131	26,246	$26,338	--	--	--	--	--
Five People	32,193	32,661	31,661	30,887	$30,414	--	--	--	--
Six People	37,027	37,174	36,408	35,674	34,582	$33,935	--	--	--
Seven People	42,605	42,871	41,954	41,314	40,124	38,734	$37,210	--	--
Eight People	47,650	48,071	47,205	46,447	45,371	44,006	42,585	$42,224	--
Nine People or More	57,319	57,597	56,831	56,188	55,132	53,679	52,366	52,040	$50,035

Source: U.S. Bureau of the Census and SEWRPC, 11/2024

Map I.4

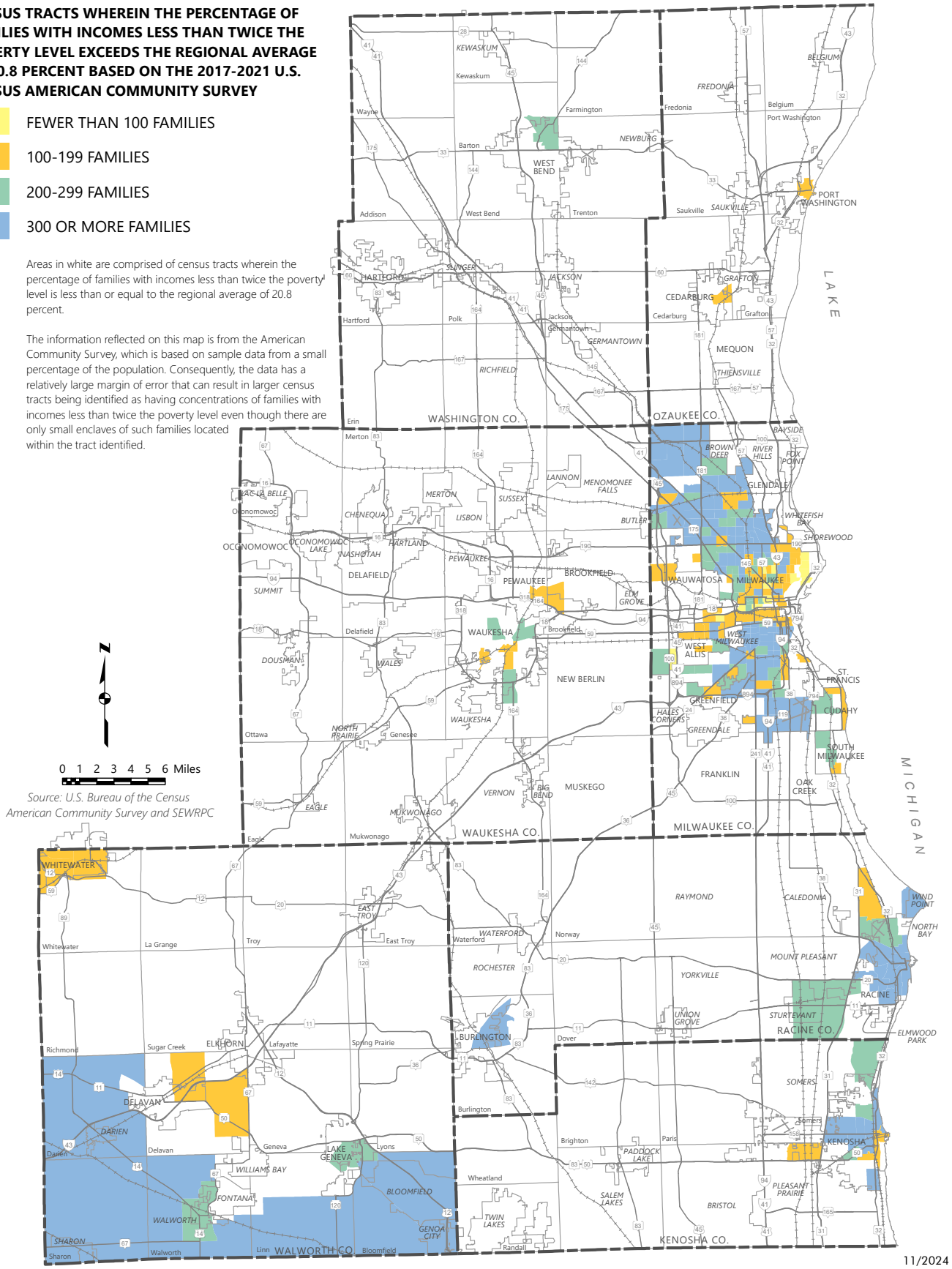
Concentrations of Families with Incomes Less Than Twice the Poverty Level: 2017-2021

CENSUS TRACTS WHEREIN THE PERCENTAGE OF FAMILIES WITH INCOMES LESS THAN TWICE THE POVERTY LEVEL EXCEEDS THE REGIONAL AVERAGE OF 20.8 PERCENT BASED ON THE 2017-2021 U.S. CENSUS AMERICAN COMMUNITY SURVEY

- FEWER THAN 100 FAMILIES
- 100-199 FAMILIES
- 200-299 FAMILIES
- 300 OR MORE FAMILIES

Note: Areas in white are comprised of census tracts wherein the percentage of families with incomes less than twice the poverty level is less than or equal to the regional average of 20.8 percent.

The information reflected on this map is from the American Community Survey, which is based on sample data from a small percentage of the population. Consequently, the data has a relatively large margin of error that can result in larger census tracts being identified as having concentrations of families with incomes less than twice the poverty level even though there are only small enclaves of such families located within the tract identified.



Source: U.S. Bureau of the Census American Community Survey and SEWRPC

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Table I.4
Families with Incomes Less than Twice the Poverty Level in the Region by County: 2017-2021

County	Total Families	Families with Incomes Less than Twice the Poverty Level	
		Number	Percent of Families
Kenosha	43,499	8,528	19.6
Milwaukee	211,143	64,754	30.7
Ozaukee	25,165	2,731	10.9
Racine	52,204	11,730	22.5
Walworth	27,298	4,207	15.4
Washington	38,883	3,940	10.1
Waukesha	113,296	9,777	8.6
Region	511,488	105,667	20.7

Source: U.S. Bureau of the Census American Community Survey and SEWRPC, 11/2024

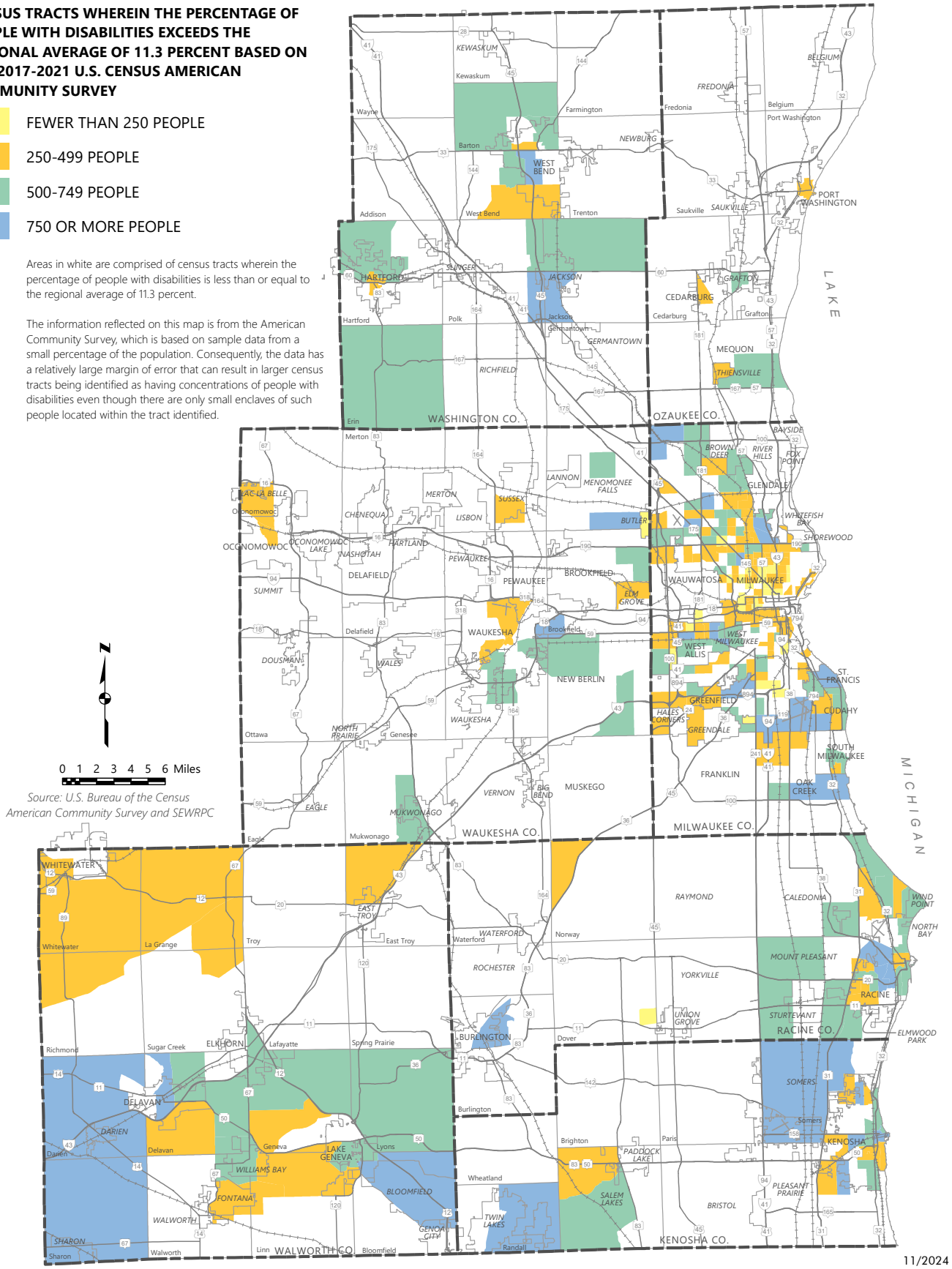
Map I.5
Concentrations of People with Disabilities: 2017-2021

CENSUS TRACTS WHEREIN THE PERCENTAGE OF PEOPLE WITH DISABILITIES EXCEEDS THE REGIONAL AVERAGE OF 11.3 PERCENT BASED ON THE 2017-2021 U.S. CENSUS AMERICAN COMMUNITY SURVEY

- FEWER THAN 250 PEOPLE
- 250-499 PEOPLE
- 500-749 PEOPLE
- 750 OR MORE PEOPLE

Note: Areas in white are comprised of census tracts wherein the percentage of people with disabilities is less than or equal to the regional average of 11.3 percent.

The information reflected on this map is from the American Community Survey, which is based on sample data from a small percentage of the population. Consequently, the data has a relatively large margin of error that can result in larger census tracts being identified as having concentrations of people with disabilities even though there are only small enclaves of such people located within the tract identified.



Source: U.S. Bureau of the Census American Community Survey and SEWRPC

11/2024

Table I.5
People with Disabilities in the Region by County: 2017-2021

County	Total Population	People with Disabilities	
		Number	Percent
Kenosha	166,955	21,141	12.7
Milwaukee	930,539	112,554	12.1
Ozaukee	90,572	8,285	9.1
Racine	192,407	24,126	12.5
Walworth	105,340	12,674	12.0
Washington	135,613	13,259	9.8
Waukesha	402,814	36,930	9.2
Region	2,024,240	228,969	11.3

Source: U.S. Bureau of the Census American Community Survey and SEWRPC, 11/2024

Table I.6
Distribution of Employed People by County of Residence, Race and Hispanic or Latino Ethnicity, and Mode of Travel to Work: 2017-2021

Race or Ethnicity	Mode of Travel	County of Residence							Region
		Kenosha	Milwaukee	Ozaukee	Racine	Walworth	Washington	Waukesha	
White Alone, Non-Hispanic	Drive Alone	83.3	76.6	80.6	83.5	80.5	83.1	82.0	80.3
	Carpool	6.4	5.9	5.3	5.6	6.9	5.9	4.7	5.6
	Bus	1.1	2.3	0.6	0.6	0.4	0.2	0.3	1.1
	Other	2.5	5.0	2.6	2.8	4.2	2.2	2.0	3.3
	Work at Home	6.7	10.2	11.0	7.5	8.1	8.7	11.0	9.6
	Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Black or African American Alone	Drive Alone	76.9	71.4	80.9	77.9	55.8	71.9	75.2	72.2
	Carpool	7.4	8.8	1.0	9.8	0.0	15.7	9.8	8.8
	Bus	3.1	9.5	0.8	5.6	0.0	0.1	3.3	8.6
	Other	6.6	3.2	0.0	4.9	12.1	7.7	4.2	3.6
	Work at Home	6.1	7.2	17.4	1.8	32.1	4.7	7.6	6.8
	Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Asian Alone	Drive Alone	85.9	71.1	80.9	79.1	89.1	76.4	69.4	72.3
	Carpool	8.2	12.0	6.0	5.1	1.2	11.2	10.9	11.0
	Bus	0.0	2.9	0.0	0.5	0.0	0.0	0.6	1.9
	Other	4.0	4.8	2.0	5.4	4.8	4.7	1.3	3.9
	Work at Home	2.0	9.2	11.2	9.9	4.8	7.7	17.84	11.0
	Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Other Race Alone or Two or More Races	Drive Alone	73.6	71.2	78.8	77.9	78.0	74.0	75.1	72.9
	Carpool	18.2	13.7	7.8	8.8	11.9	13.3	10.5	13.1
	Bus	1.6	4.0	0.0	0.4	0.2	0.3	0.4	2.7
	Other	2.9	4.3	1.4	6.2	6.7	6.3	2.9	4.3
	Work at Home	3.8	6.9	12.0	6.8	3.3	6.1	11.2	6.9
	Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Hispanic or Latino Ethnicity	Drive Alone	80.4	72.7	78.4	79.5	75.5	80.0	72.4	74.6
	Carpool	15.4	15.2	9.7	12.2	16.5	9.7	15.7	14.8
	Bus	0.6	3.5	0.0	1.0	0.0	0.0	0.3	2.3
	Other	1.5	3.3	2.2	3.8	3.9	7.5	2.6	3.2
	Work at Home	2.1	5.4	9.7	3.5	4.1	2.9	9.1	5.2
	Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
All People of Color	Drive Alone	78.9	71.7	79.7	78.9	74.3	77.0	72.6	73.2
	Carpool	12.1	11.2	7.8	10.9	13.3	11.6	11.9	11.3
	Bus	1.6	6.5	0.1	2.6	0.1	0.2	0.7	4.9
	Other	3.5	3.7	1.8	4.2	6.3	5.4	2.6	3.7
	Work at Home	3.9	6.9	10.7	3.4	6.1	5.8	12.3	6.9
	Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: U.S. Bureau of the Census American Community Survey and SEWRPC, 11/2024

shown in Table I.7. The County-to-County commuting patterns of people of color and white populations in the Region are very similar, as shown in Table I.8.

Within Milwaukee County, where the largest traditionally underserved population groups in the Region reside, transit use represents a higher proportion of work travel for all three groups than it does for the remainder of the population. Between 3 and 10 percent of people of color use public transit to travel to and from work in Milwaukee County, with the highest proportion—approximately 10 percent—by the Black/African American population. Only about 2 percent of the County's white population uses public transit for work travel. Also in Milwaukee County, about 13 percent of the lower-income population (residing in a family with an income below the poverty level) uses public transit to travel to and from work compared to 5 percent of the population with higher wages. In addition, about 10 percent of people with disabilities in Milwaukee County utilize transit for travel to and from work. As stated previously, data as granular as the 2017-2021 ACS data summarizing travel by race, ethnicity, and mode of travel are unavailable for non-work trips within Southeastern Wisconsin, which limits data generalizability because it excludes those who are unemployed. Data available from the 2017 National Household Travel Survey for Southeastern Wisconsin show a similar pattern for all trips in the Region.

Among the factors contributing to the high share of transit usage within traditionally underserved populations is lack of vehicle availability, as vehicle-limited groups must depend on other modes such as transit to meet their basic mobility needs. ACS data summarized in Tables I.9, I.10, and I.11 show that across Southeastern Wisconsin, greater shares of people of color, families below the poverty level, and people with disabilities are in a vehicle-limited household than the respective remainders of the population. For example, in Table I.9, about 18 percent of Milwaukee County households where the householder is a person of color indicated they had no vehicle available for travel, compared to about 8 percent of households where the householder is white. Similarly, in Table I.10, about 35 percent of Milwaukee County families below the poverty level had no vehicle available for travel, compared to only 9 percent of families above the poverty level. Finally, in Table I.11, about 24 percent of people with disabilities in Milwaukee County lived in a household with no vehicle available, compared to about 7 percent of people without disabilities. These data underscore that many members of traditionally underserved communities depend on transit to participate in the Region's economy and society, and that reductions in transit service are likely to disproportionately affect their ability to meet the transportation needs of their daily lives regularly, reliably, and safely.

TRANSPORTATION IMPROVEMENT PROGRAM

As stated above, the TIP is a Regional listing of all arterial highway, public transit, and other transportation projects proposed to be carried out by State and local governments over the next four years (2025-2028). Projects in the TIP may be divided into the following categories:

- Highway Preservation: Resurfacing, reconstruction, and other projects that result in little or no increase in the traffic-carrying capacity of the existing street system, but that are necessary to maintain existing capacity and structural adequacy of the arterial facility for which the project is proposed. These projects may also include modernization of the existing arterial facility by addressing safety and other concerns.
- Highway Improvement: Projects that typically involve roadway reconstruction, but also include an increase in the traffic carrying capacity of the existing arterial highway system, typically through the addition of traffic lanes.
- Highway Expansion: Projects that increase the capacity of the arterial highway system through development of new arterial streets or highways.
- Transit Preservation: Projects that are necessary to maintain the current quality and level of service on the existing transit system.
- Transit Improvement: Projects that improve the quality and level of service on the existing transit system.
- Transit Expansion: Projects that either expand the existing transit system or create new transit systems or subsystems.

Table I.7
Comparison of the Percentages of Residents of Color and and Transit Ridership in Milwaukee, Ozaukee, Washington, and Waukesha Counties, and the Cities of Kenosha, Racine, and Waukesha

Location of Transit Operations	Year 2010 Percent People of Color	Year 2011 Percent Transit Ridership by People of Color
Milwaukee County	46	60
Ozaukee County Commuter Service	7	14
Ozaukee County Shared Ride-Taxi	7	10
Washington County Commuter Service	6	7
Washington County Shared-Ride Taxi Service	6	2
Waukesha County	9	13
City of Kenosha	31	58
City of Racine	47	61
City Waukesha	20	32

Source: U.S. Bureau of the Census and SEWRPC, 11/2024

Table I.8
Percentage Distribution of Employed Region Residents by County of Residence, County of Work, and Race/Ethnicity: 2012-2016

Race/ Ethnicity	County of Residence	County of Work								Total
		Kenosha	Milwaukee	Ozaukee	Racine	Walworth	Washington	Waukesha	Other	
Total People of Color	Kenosha	62.8	4.2	0	7.1	0.1	0.1	1.4	24.4	100.0
	Milwaukee	0.3	82.9	2	0.7	0.1	1.3	11.5	1.1	100.0
	Ozaukee	0	39.8	45.7	1.4	0	4.1	3.9	5	100.0
	Racine	9.3	12.3	0.2	73.2	0.9	0	1.3	2.7	100.0
	Walworth	1.4	3.3	0	3.7	74.9	0.2	2.3	14.2	100.0
	Washington	0	25.2	6.2	0	0	51.5	15.8	1.4	100.0
	Waukesha	0.3	29.9	0.3	0.8	0.4	1.3	63.4	3.5	100.0
Total White	Kenosha	52.5	3.8	0	11.9	1.7	0.1	1.3	28.6	100.0
	Milwaukee	0.5	77.5	1.8	1.4	0.2	1	15.6	2.1	100.0
	Ozaukee	0.1	30.6	50.4	0.2	0.1	5.6	7.2	5.8	100.0
	Racine	7.4	18.1	0.1	61.3	2.2	0.1	6.9	4	100.0
	Walworth	2	5.8	0.1	4.8	61.5	0.1	7.4	18.1	100.0
	Washington	0.1	19	6.7	0.1	0.1	49.5	19.4	5.1	100.0
	Waukesha	0.2	28.2	0.9	1.1	0.8	2.1	63.4	3.3	100.0

Source: AASHTO Transportation Planning Products based on U.S. Bureau of the Census 2012-2016 American Community Survey data and SEWRPC, 11/2024

Table I.9
Households by Number of Vehicles Available and Minority Householders: 2017-2021

County	People of Color			White Population		
	One or More Vehicles Available	No Vehicle Available		One or More Vehicles Available	No Vehicle Available	
		Households	Percent		Households	Percent
Kenosha County	14,491	1,170	7.5	53,967	2,567	4.5
Milwaukee County	159,168	34,631	17.9	220,146	19,095	8.0
Ozaukee and Washington Counties	5,016	627	11.1	86,323	2,526	2.8
Racine County	18,779	3,057	14.0	61,944	2,887	4.5
Walworth County	5,077	499	8.9	37,953	1,286	3.3
Waukesha County	17,170	543	3.1	147,328	4,709	3.1
Region	219,701	40,527	15.6	607,661	33,070	5.4

Source: U.S. Bureau of the Census American Community Survey Public Use Microdata Sample and SEWRPC, 11/2024

Table I.10
Families With Incomes Below and Above the Poverty Level by Number of Vehicles Available: 2012-2016

County	Families with Incomes Below the Poverty Level			Families with Incomes Above the Poverty Level		
	One or More Vehicles Available	No Vehicle Available		One or More Vehicles Available	No Vehicle Available	
		Families	Percent		Families	Percent
Kenosha County	6,530	1,965	23.1	52,070	2,430	4.5
Milwaukee County	47,935	26,035	35.2	280,430	28,380	9.2
Ozaukee County	1,770	320	15.3	31,565	1,110	3.4
Racine County	6,520	2,505	27.8	63,280	2,985	4.5
Walworth County	4,480	865	16.2	33,350	1,270	3.7
Washington County	2,635	590	18.3	48,395	1,565	3.1
Waukesha County	7,115	1,425	16.7	142,350	4,885	3.3
Region	76,985	33,705	30.4	651,440	42,625	6.1

Source: AASHTO Transportation Planning Products based on U.S. Bureau of the Census 2012-2016 American Community Survey data and SEWRPC, 11/2024

Table I.11
Population by Disability Status and Household Vehicle Availability in the Region by County: 2017-2021

County	People with Disabilities			People without Disabilities		
	In a Household with One or More Vehicles Available	In a Household with No Vehicle Available		In a Household with One or More Vehicles Available	In a Household with No Vehicle Available	
		People	Percent		People	Percent
Kenosha County	17,052	2,330	12.0	141,432	3,773	2.6
Milwaukee County	83,057	26,863	24.4	749,744	58,379	7.2
Ozaukee and Washington Counties	19,687	1,243	5.9	200,138	3,355	1.6
Racine County	22,163	2,929	11.7	160,196	6,518	3.9
Walworth County	9,872	1,036	9.5	91,226	1,095	1.2
Waukesha County	34,190	3,157	8.5	359,351	3,814	1.1
Region	186,021	37,558	16.8	1,702,087	76,934	4.3

Source: U.S. Bureau of the Census American Community Survey Public Use Microdata Sample and SEWRPC, 11/2024

Note: People whose household vehicle availability was "N/A (group home/vacant)" are not included (*n = 40,825*)

- Bicycle/Pedestrian: Projects that involve preservation, improvement, and expansion of bicycle and pedestrian accommodation along arterial streets and highways, or on adjacent roadway corridors or off-roadway locations.
- Highway Safety: Projects designed to improve or eliminate existing unsafe conditions, including candidates for special federal safety program funding.
- Environmental Enhancement: Projects that can affect highway system operation or capacity (for example, traffic signal coordination projects), or have the objective of encouraging alternative modes of travel, and reducing air, noise, or visual pollution.
- Highway Off-System: Projects on streets or highways that are not on the arterial street and highway system and are candidates for special federal funding.

Of the total $3.547 billion in programmed 2025 through 2028 expenditures by local and State governments, approximately $2.674 billion, or 75 percent, are for arterial street and highway system projects and $791.8 million, or 22 percent, are for the public transit system projects. About 98 percent of the programmed transit expenditures, or $779.4 million, are for transit preservation, or maintaining existing services.

EVALUATION OF THE BENEFITS AND IMPACTS OF THE TRANSIT, HIGHWAY, AND BICYCLE AND PEDESTRIAN EXPENDITURES PROGRAMMED IN THE 2025-2028 TIP ON TRADITIONALLY UNDERSERVED POPULATIONS

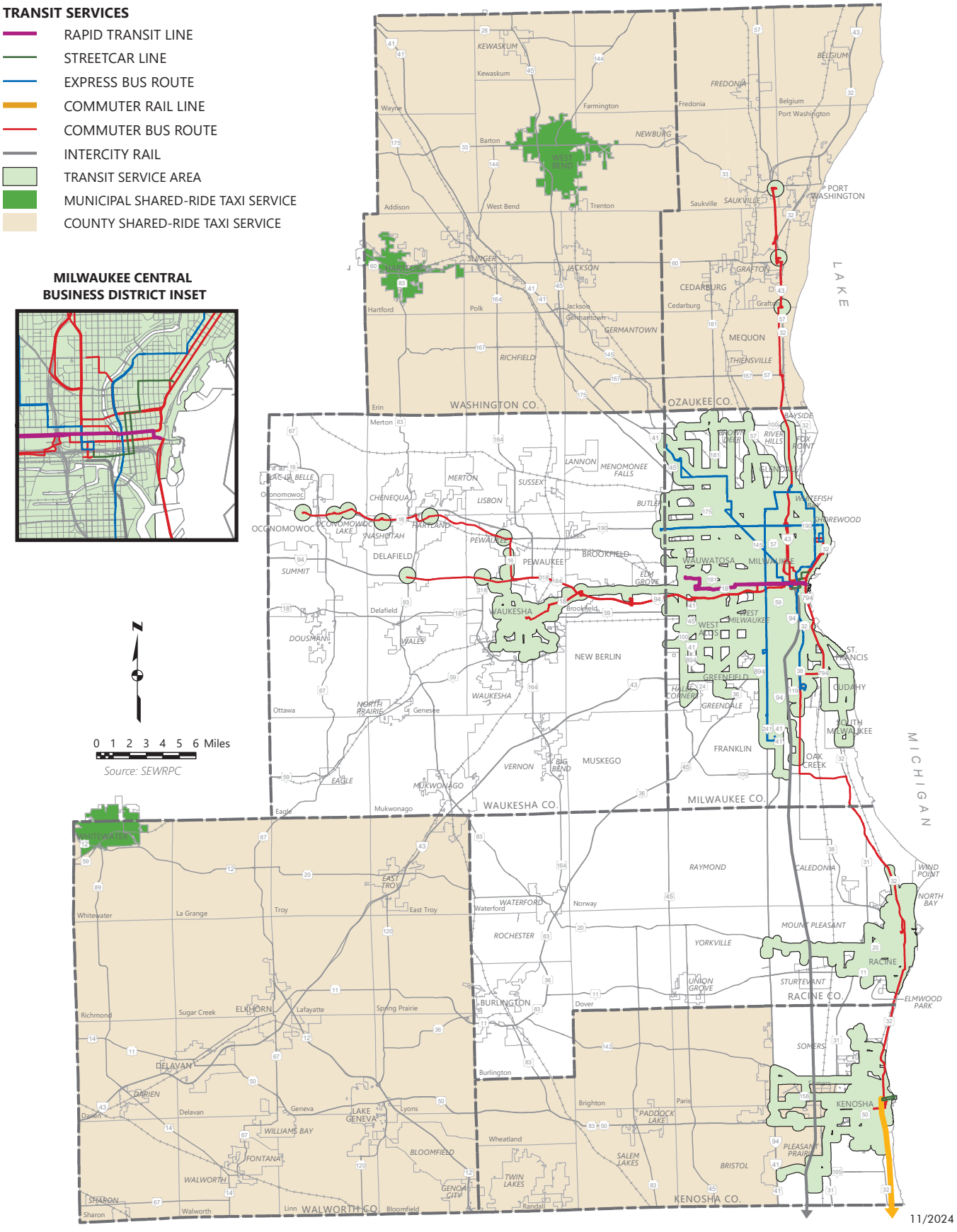
The following section summarizes the results of evaluations conducted to determine the effects—positive and negative—of the transit, highway, and bicycle and pedestrian projects programmed in the TIP. This section evaluates the programmed transit preservation projects separately from the transit improvement and expansion projects. Similarly, separate evaluations were conducted for the highway preservation and the highway improvement and expansion projects. In this section, references to concentrations of traditionally underserved populations refer specifically to where the percentage of people of color residing within a census block, lower income families residing within a census tract, or people with disabilities residing within a census tract, exceeds the average percentage of that respective population residing within the Region. As stated above, ACS data suggest that a high proportion of people with disabilities are dependent upon transit for basic mobility needs. Because of this, impacts to populations with disabilities, people of color, and lower-income populations were evaluated with programmed transit preservation and expansion projects in the TIP, but highway project evaluations only summarize impacts to people of color and lower-income populations. Evaluations in this section are supplemented by the VISION 2050 Equity Analysis Map Directory, an online application that allows users to overlay existing and projected transportation systems with the economic and demographic data summarized here. The map directory can be accessed through the VISION 2050 website.

Evaluation of the Effect of the Programmed Transit Preservation Projects on People of Color, Lower-Income Populations, and People with Disabilities

About 98 percent, or $779 million, of total transit expenditures in the TIP are for transit system preservation projects that will largely maintain existing service levels across the Region. Map I.6 shows the existing routes and service areas for the public transit systems in Southeastern Wisconsin. Maps that show the results of this evaluation by comparing the locations of traditionally underserved populations in the Region to transit service area can be accessed through the Equity Analysis Map Directory from the VISION 2050 website. In general, the transit preservation activities programmed in the TIP are intended to maintain the extent and level of service—quality and accessibility—of these transit systems.

Most, but not all, of the existing transit services, including the programmed expansion projects, serve areas where higher-than-average concentrations of people of color, lower-income populations, and people with disabilities reside in Southeastern Wisconsin. Specifically, about 527,600 people of color (or 76 percent of the total regional population of color) and 481,500 white people (or 36 percent of the total white population) were served by public transit services provided in the year 2023.

Map I.6
Public Transit Services in the Region: 2023



The two lower-income populations, families with incomes below the poverty level and families with incomes less than twice the poverty level, are similarly well served by public transit services provided in the year 2023. 30,900 (or 73 percent of) families in poverty and 184,100 (or 39 percent of) families not in poverty were served by existing transit services. Similarly, 70,800 (or 67 percent of) families with incomes less than twice the poverty level and 144,200 (or 36 percent of) families with incomes more than twice the poverty level were served by existing transit services. Likewise, with respect to people with disabilities, 120,200 (or 53 percent of) people with disabilities and 828,700 (or 46 percent of) people not having a disability were served by existing transit services.
The transit preservation projects programmed in the TIP are intended to maintain the quality of transit service for those residing in the existing service area. To assess the quality of transit service, the Commission's transit service quality measure condenses several factors impacting the level of transit service into a single measure that ranks it in four categories: Excellent, Very Good, Good, and Basic.[2] Specifically, service quality is based on the type, number of routes, and frequency of transit service within an area. Maps showing the transit service quality for each traffic analysis zone (TAZ) in the Region and comparing transit service quality to concentrations of traditionally underserved populations can be accessed through the Equity Analysis Map Directory from the VISION 2050 website.

By spatially comparing transit service quality to the locations of traditionally underserved populations, this evaluation concluded that most of the quality service (Excellent, Very Good, or Good) provided by the Region's existing transit system is located in areas with concentrations of people of color, lower-income populations, and people with disabilities and serves those populations. Specifically, about 318,100 (or 46 percent of) people of color and 226,700 (or 17 percent of) the white population are served by quality transit service under the existing transit system. With respect to lower-income populations, 19,700 (or 47 percent of) families in poverty and 96,500 (or 21 percent of) families not in poverty are served by quality transit service under the existing transit system.

Far less high-quality transit service (Excellent or Very Good) currently exists in the Region, but it also tends to serve equal or slightly higher proportions of all traditionally underserved population groups than of the respective remainders of the Region's population. About 33,200 (or 5 percent of) people of color are served by high-quality transit service under the existing transit system, compared with 52,900 (or 4 percent of) the white population. With respect to lower-income populations, 1,900 (or 5 percent of) families in poverty are served by high-quality transit service under the existing transit system, compared with 10,500 (or 2 percent of) families not in poverty. About 3,700 (or 4 percent of) families with incomes less than twice the poverty level and 8,600 (or 2 percent of) families with incomes more than twice the poverty level are served by high-quality transit service under the existing transit system. With respect to people with disabilities, 8,800 (or 4 percent of) people with disabilities are served by high-quality transit service under the existing transit system, compared with 77,300 (or 4 percent of) people without a disability.

Finally, programmed transit preservation projects are intended to maintain the current level of transit accessibility. The Region's existing transit system was evaluated based on the ability for people of color and lower-income populations to access jobs and activity centers such as retail centers, major parks, public technical colleges/universities, health care facilities, grocery stores, the Regional Medical Center, and Mitchell International

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[2] *Areas with "Excellent" transit service are areas that are typically within walking distance of at least one rapid transit station, and also within walking distance of multiple frequent local or express bus services. A resident living in an area of the Region with Excellent transit service has a high likelihood of not needing to own a car.*

Areas with "Very Good" transit service typically include parts of the Region that are within walking distance of a rapid transit or commuter rail station, but may have fewer local or express bus routes nearby than an area with Excellent service. Alternatively, areas with Very Good service may not be within walking distance of a rapid transit or commuter rail station, but may instead be near multiple frequent local and express bus routes.

To have "Good" transit service, an area would be within walking distance of one local or express bus route that provides service at least every 15 minutes all day, or may be near three or more local bus routes that do not provide frequent, all-day service. An area with Good transit service typically would not have access to a rapid transit line.

If a part of the Region is served by "Basic" transit service, it is within walking distance of at least one local bus route, but generally not more than two routes. The routes are not likely to have service better than every 15 minutes all day.

Airport. As shown in Table I.12, under current conditions, about 4 percent of people of color, 4 percent of families in poverty, 3 percent of families with less than twice the poverty level, and 3 percent of people with disabilities have access to at least 100,000 jobs. Table I.13 shows that about 6 percent of people of color, 5 percent of families in poverty, 4 percent of families with less than twice the poverty level, and 5 percent of people with disabilities have access to at least 25,000 lower-wage jobs within 30 minutes by transit. Table I.14 shows the people of color, lower-income populations, and people with disabilities that would have reasonable access (within 30 minutes) by transit to various activity centers under existing conditions. Currently, reasonable access to activity centers ranges depending on the type of activity center within each population category. For example, about 9 percent of people of color have reasonable access to a major park by transit, while about 77 percent have reasonable access to grocery stores. While existing accessibility to jobs and activities is less for all groups than it would be under the recommended VISION 2050 transit system in the long-range VISION 2050 plan, preservation is necessary to maintain existing service for those depend on transit for basic mobility needs.[3]

Evaluation of the Benefits and Impacts of Programmed Transit Improvement and Expansion Projects in the 2025-2028 TIP on People of Color, Lower-Income Populations, and People with Disabilities

Less than half a percent, $12 million, of total transit expenditures programmed in the TIP are for transit system expansion. Funds in this category are programmed for two projects: operating expenditures for Milwaukee County's CONNECT 1 bus rapid transit (BRT) route, which opened in 2023, and capital expenditures for the CONNECT 2 BRT route, also in Milwaukee County. There are not any transit improvement projects programmed in the 2025-2028 TIP. An evaluation was conducted of the effect—positive and negative—of these projects on people of color, lower-income populations, and people with disabilities in the Region. Maps I.7 through I.10 overlay the programmed transit expansion projects and their service areas on locations where concentrations of people of color, lower-income populations, and people with disabilities reside within the Region. These maps indicate that the programmed transit expansion projects would be expected to serve many traditionally underrepresented populations, as significant portions of their service areas overlay locations where above-average concentrations of people of color, families in poverty, families with incomes less than twice the poverty level, and people with disabilities reside.

In 2020, Milwaukee County received confirmation of funding from the Federal Transit Administration (FTA) 5309 Small Starts program for the East-West BRT project, now branded CONNECT 1, which is predominately located along Wisconsin Avenue and Bluemound Road and runs between downtown Milwaukee and the Regional Medical Center. Construction began in 2021 and service opened in July 2023 as the first BRT in the Region. This project directly serves people of color and lower-income populations. Operating expenditures for CONNECT 1 in the 2025-2028 TIP are provided by Federal Highway Administration (FHWA) Congestion Mitigation and Air Quality (CMAQ) funds transferred for transit operations; such funds are some of the only FHWA funds that can support transit operations for new or improved transit service and can only be used during the first three to five years of service for the CONNECT 1 project.

In 2022, a preliminary study on transit enhancement options for the 27th Street corridor recommended a North-South BRT project, which MCTS branded as CONNECT 2. People of color make up approximately 73 percent of the population in the corridor, which has high concentrations of both Black/African American populations and Hispanic or Latino populations. These areas also have particularly high proportions of families in poverty and households without access to a car. Specifically, 25 percent of the families in poverty and nearly 1 in 5 of the households without access to a car in all of Milwaukee County reside within this corridor. However, in 2024, MCTS announced the CONNECT 2 project would be "paused indefinitely" due to ongoing fiscal challenges at the County level. Some planning work is still being conducted, which is why project funds remain programmed in the TIP. But the CONNECT

[3] *For more information on transit accessibility by demographic groups in Southeastern Wisconsin under current and future transportation systems, please see the "Updated Equity Analysis" in the 2024 Review & Update of VISION 2050.*

Table I.12
Access to Jobs Within 30 Minutes by Transit (2023)

People of Color[a]						
100,000 or More Jobs		**50,000 or More Jobs**		**10,000 or More Jobs**		
People	Percent	People	Percent	People	Percent	**Total**
27,100	3.9	61,900	8.9	375,800	54.2	693,000

Families in Poverty[a]						
100,000 or More Jobs		**50,000 or More Jobs**		**10,000 or More Jobs**		
Families	Percent	Families	Percent	Families	Percent	**Total**
1,600	3.8	3,700	8.8	23,100	54.9	42,100

Families with Incomes Less Than Twice the Poverty Level[a]						
100,000 or More Jobs		**50,000 or More Jobs**		**10,000 or More Jobs**		
Families	Percent	Families	Percent	Families	Percent	**Total**
2,800	2.7	7,500	7.1	52,100	49.4	105,500

People with Disabilities[a]						
100,000 or More Jobs		**50,000 or More Jobs**		**10,000 or More Jobs**		
People	Percent	People	Percent	People	Percent	**Total**
6,300	2.8	17,100	7.5	84,900	37.1	228,700

[a] *People of color is based on the 2020 U.S. Census and families in poverty, families with incomes less than twice the poverty level, and people with disabilities are based on the 2017-2021 American Community Survey.*

Source: U.S. Bureau of the Census, U.S. Census and American Community Survey, and SEWRPC; 11/2024

Table I.13
Access to Lower-Wage Jobs Within 30 Minutes by Transit (2023)

People of Color[a]						
25,000 or More Jobs		**10,000 or More Jobs**		**5,000 or More Jobs**		
People	Percent	People	Percent	People	Percent	**Total**
38,800	5.6	151,200	21.8	321,200	46.3	693,000

Families in Poverty[a]						
25,000 or More Jobs		**10,000 or More Jobs**		**5,000 or More Jobs**		
Families	Percent	Families	Percent	Families	Percent	**Total**
2,200	5.2	9,000	21.4	18,900	44.9	42,100

Families with Incomes Less Than Twice the Poverty Level[a]						
25,000 or More Jobs		**10,000 or More Jobs**		**5,000 or More Jobs**		
Families	Percent	Families	Percent	Families	Percent	**Total**
4,200	4.0	20,400	19.3	43,500	41.2	105,500

People with Disabilities[a]						
25,000 or More Jobs		**10,000 or More Jobs**		**5,000 or More Jobs**		
People	Percent	People	Percent	People	Percent	**Total**
10,500	4.6	38,200	16.7	73,900	32.3	228,700

[a] *People of color is based on the 2020 U.S. Census and families in poverty, families with incomes less than twice the poverty level, and people with disabilities are based on the 2017-2021 American Community Survey.*

Source: U.S. Bureau of the Census, U.S. Census and American Community Survey, and SEWRPC; 11/2024

Table I.14
Reasonable Access to Activity Centers by Transit[a] (2023)

People of Color[b]			
Activity Center	People	Percent	**Total**
Retail Centers	99,700	14.4	693,000
Major Parks	60,800	8.8	693,000
Public Technical Colleges and Universities	145,500	21.0	693,000
Health Care Facilities	287,300	41.5	693,000
Grocery Stores[c]	530,300	76.5	693,000
Milwaukee Mitchell International Airport	88,000	12.7	693,000
Milwaukee Regional Medical Center	77,600	11.2	693,000

Families in Poverty[b]			
Activity Center	Families	Percent	**Total**
Retail Centers	5,600	13.3	42,100
Major Parks	3,500	8.3	42,100
Public Technical Colleges and Universities	8,300	19.7	42,100
Health Care Facilities	18,000	42.8	42,100
Grocery Stores[c]	32,000	76.0	42,100
Milwaukee Mitchell International Airport	5,100	12.1	42,100
Milwaukee Regional Medical Center	3,800	9.0	42,100

Families with Incomes Less Than Twice the Poverty Level[b]			
Activity Center	Families	Percent	**Total**
Retail Centers	13,100	12.4	105,500
Major Parks	7,700	7.3	105,500
Public Technical Colleges and Universities	19,500	18.5	105,500
Health Care Facilities	41,500	39.3	105,500
Grocery Stores[c]	74,000	70.1	105,500
Milwaukee Mitchell International Airport	11,700	11.1	105,500
Milwaukee Regional Medical Center	9,200	8.7	105,500

People with Disabilities[b]			
Activity Center	People	Percent	**Total**
Retail Centers	31,800	13.9	228,700
Major Parks	19,000	8.3	228,700
Public Technical Colleges and Universities	41,700	18.2	228,700
Health Care Facilities	72,200	31.6	228,700
Grocery Stores[c]	128,800	56.3	228,700
Milwaukee Mitchell International Airport	19,200	8.4	228,700
Milwaukee Regional Medical Center	22,300	9.8	228,700

[a] *Reasonable access is defined as the ability to travel by transit within 60 minutes to Milwaukee Mitchell International Airport and the Milwaukee Regional Medical Center and within 30 minutes to all the other activity centers.*

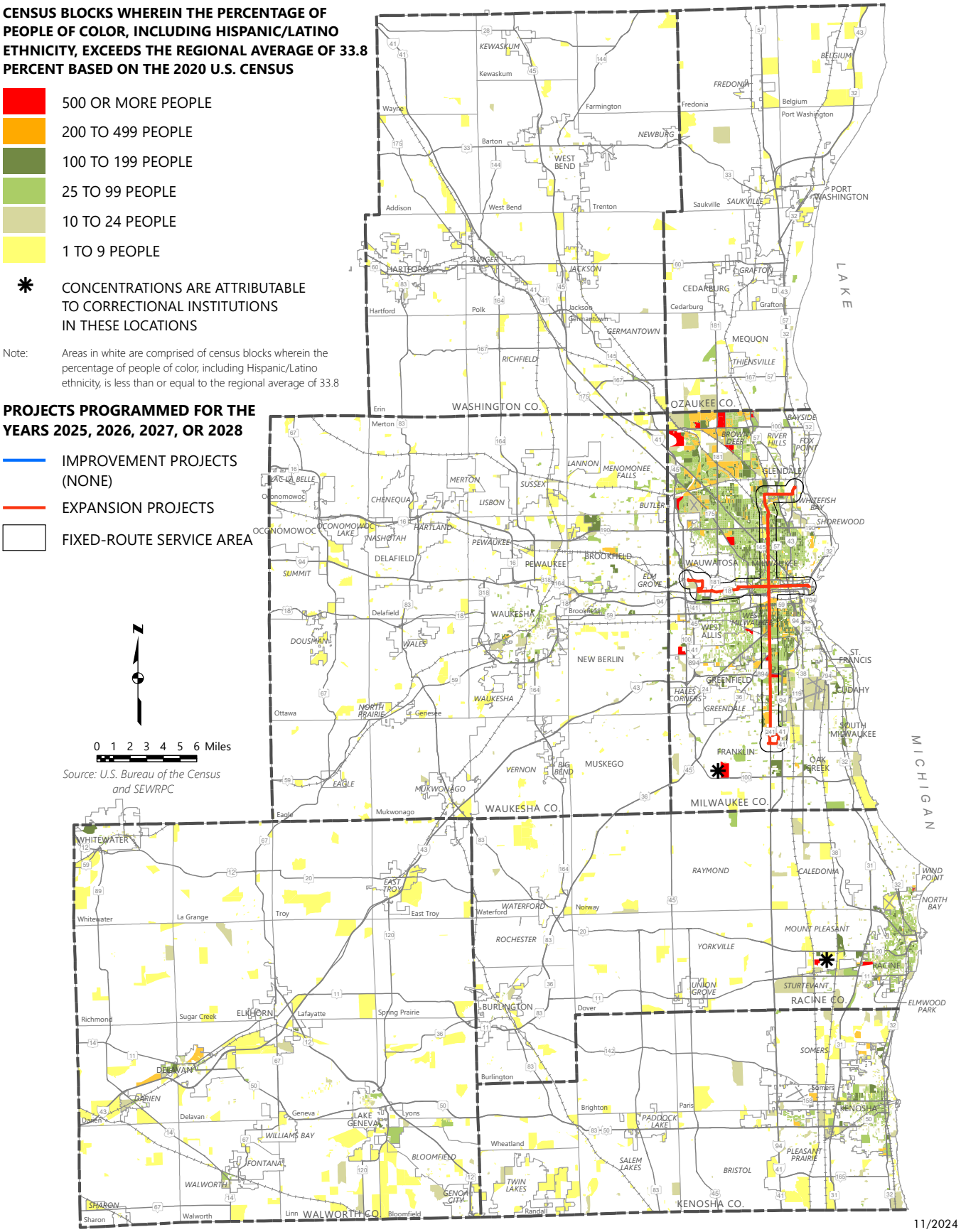
[b] *People of color is based on the 2020 U.S. Census and families in poverty, families with incomes less than twice the poverty level, and people with disabilities are based on the 2017-2021 American Community Survey.*

[c] *Grocery stores are defined as full-service supermarket locations as discussed in the Commission's Regional Food System Plan; their locations are adapted from 2022 data compiled for the same.*

Source: U.S. Bureau of the Census, U.S. Census and American Community Survey, and SEWRPC; 11/2024

Map I.7

Comparison of the Concentrations of People of Color to Proposed Transit Improvement and Expansion Projects Programmed for the Years 2025 Through 2028



Map I.8

Comparison of Concentrations of Families in Poverty to Proposed Transit Improvement and Expansion Projects Programmed for the Years 2025 Through 2028

CENSUS TRACTS WHEREIN THE PERCENTAGE OF FAMILIES IN POVERTY EXCEEDS THE REGIONAL AVERAGE OF 8.2 PERCENT BASED ON 2017-2021 U.S. CENSUS AMERICAN COMMUNITY SURVEY

- FEWER THAN 100 FAMILIES
- 100-199 FAMILIES
- 200-299 FAMILIES
- 300 OR MORE FAMILIES

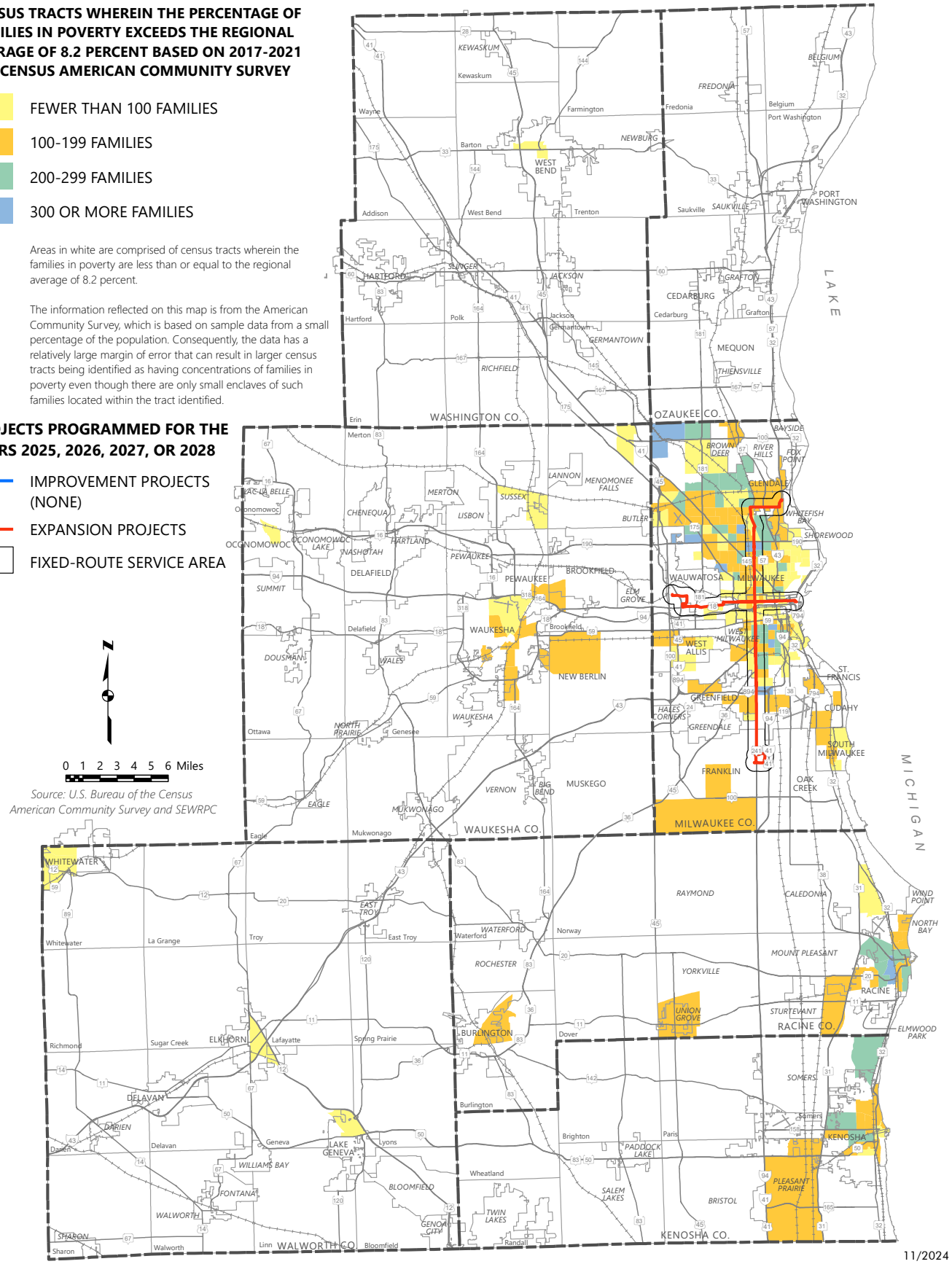
Note:

Areas in white are comprised of census tracts wherein the families in poverty are less than or equal to the regional average of 8.2 percent.

The information reflected on this map is from the American Community Survey, which is based on sample data from a small percentage of the population. Consequently, the data has a relatively large margin of error that can result in larger census tracts being identified as having concentrations of families in poverty even though there are only small enclaves of such families located within the tract identified.

PROJECTS PROGRAMMED FOR THE YEARS 2025, 2026, 2027, OR 2028

- IMPROVEMENT PROJECTS (NONE)
- EXPANSION PROJECTS
- FIXED-ROUTE SERVICE AREA



Source: U.S. Bureau of the Census American Community Survey and SEWRPC

11/2024

Map I.9

Comparison of Concentrations of Families with Incomes Less Than Twice the Poverty Level to Proposed Transit Improvement and Expansion Projects Programmed for the Years 2025 Through 2028

CENSUS TRACTS WHEREIN THE PERCENTAGE OF FAMILIES WITH INCOMES LESS THAN TWICE THE POVERTY LEVEL EXCEEDS THE REGIONAL AVERAGE OF 20.8 PERCENT BASED ON THE 2017-2021 U.S. CENSUS AMERICAN COMMUNITY SURVEY

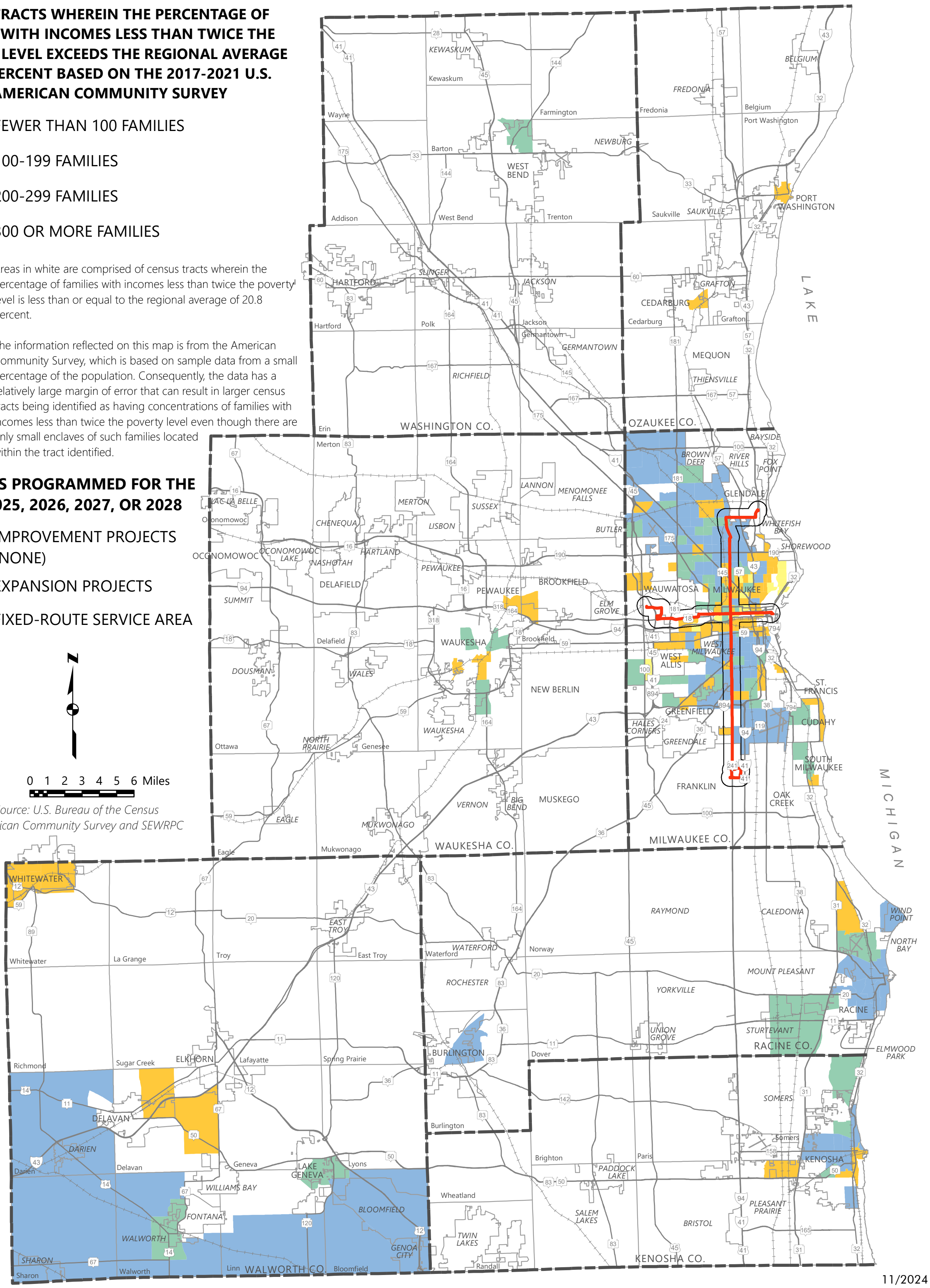
- FEWER THAN 100 FAMILIES
- 100-199 FAMILIES
- 200-299 FAMILIES
- 300 OR MORE FAMILIES

Note: Areas in white are comprised of census tracts wherein the percentage of families with incomes less than twice the poverty level is less than or equal to the regional average of 20.8 percent.

The information reflected on this map is from the American Community Survey, which is based on sample data from a small percentage of the population. Consequently, the data has a relatively large margin of error that can result in larger census tracts being identified as having concentrations of families with incomes less than twice the poverty level even though there are only small enclaves of such families located within the tract identified.

PROJECTS PROGRAMMED FOR THE YEARS 2025, 2026, 2027, OR 2028

- IMPROVEMENT PROJECTS (NONE)
- EXPANSION PROJECTS
- FIXED-ROUTE SERVICE AREA



Source: U.S. Bureau of the Census American Community Survey and SEWRPC

11/2024

Map I.10

Comparison of Concentrations of People with Disabilities to Proposed Transit Improvement and Expansion Projects Programmed for the Years 2025 Through 2028

CENSUS TRACTS WHEREIN THE PERCENTAGE OF PEOPLE WITH DISABILITIES EXCEEDS THE REGIONAL AVERAGE OF 11.3 PERCENT BASED ON THE 2017-2021 U.S. CENSUS AMERICAN COMMUNITY SURVEY

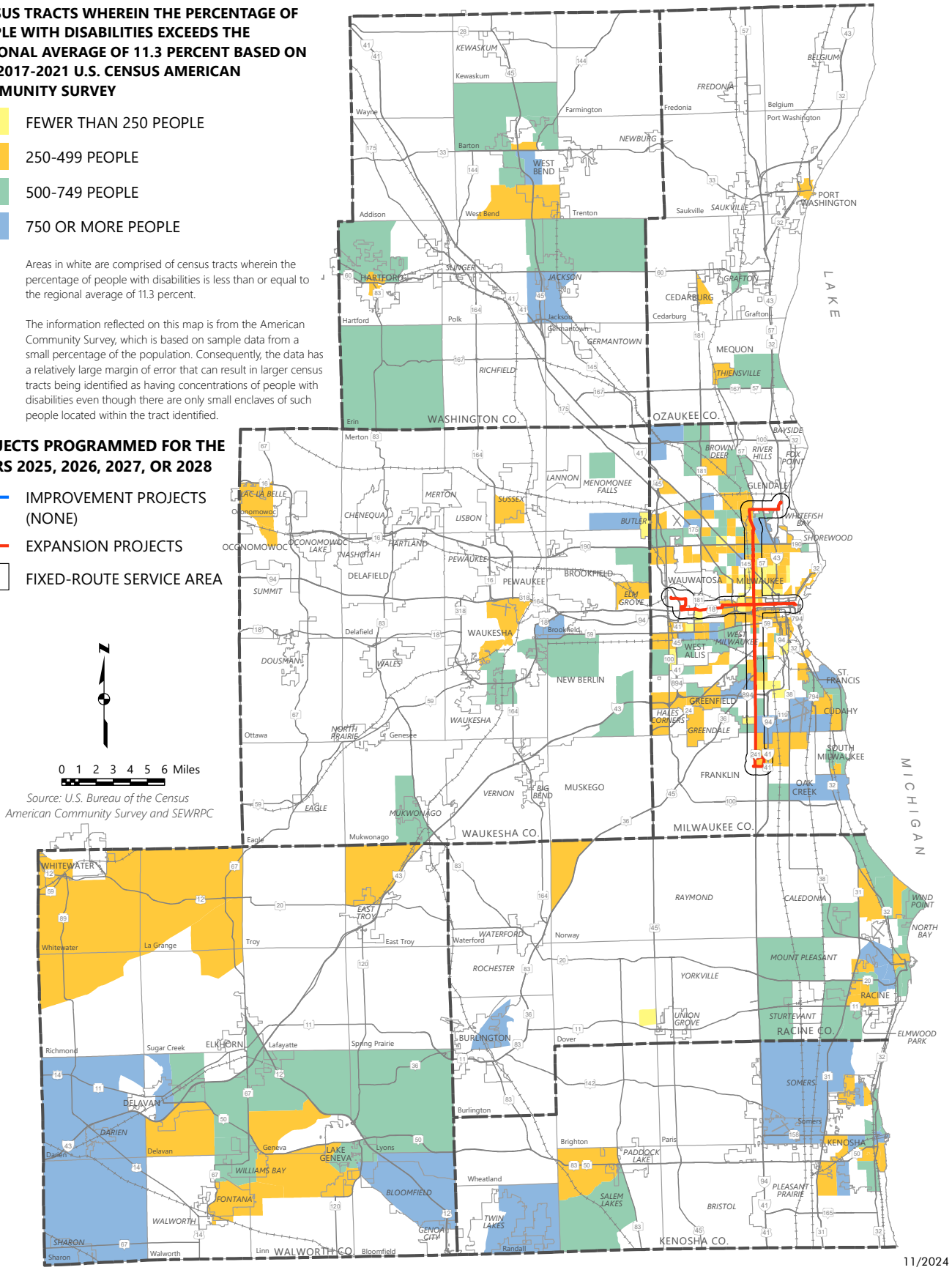
- FEWER THAN 250 PEOPLE
- 250-499 PEOPLE
- 500-749 PEOPLE
- 750 OR MORE PEOPLE

Note: Areas in white are comprised of census tracts wherein the percentage of people with disabilities is less than or equal to the regional average of 11.3 percent.

The information reflected on this map is from the American Community Survey, which is based on sample data from a small percentage of the population. Consequently, the data has a relatively large margin of error that can result in larger census tracts being identified as having concentrations of people with disabilities even though there are only small enclaves of such people located within the tract identified.

PROJECTS PROGRAMMED FOR THE YEARS 2025, 2026, 2027, OR 2028

- IMPROVEMENT PROJECTS (NONE)
- EXPANSION PROJECTS
- FIXED-ROUTE SERVICE AREA



Source: U.S. Bureau of the Census American Community Survey and SEWRPC

11/2024

2 project cannot be fully implemented until it receives federal and local match funding, which may happen beyond the four years of the TIP.

Evaluation of the Benefits and Impacts of Programmed Highway Preservation Projects on People of Color and Lower-income Populations

About 45 percent, or $1.580 billion, of the programmed expenditures in the TIP are for highway preservation (resurfacing and reconstruction to the same capacity).[4] As the automobile is the dominant mode of travel for all population groups in Southeastern Wisconsin, highway preservation projects to maintain the roadway quality, level of safety, and preserve the level of accessibility to jobs and other activities by this mode would likely benefit a significant proportion of the people of color and lower-income populations. In the Region's existing arterial street and highway system, people and families in these groups with access to an automobile generally have a high level of accessibility to employment and other needs such as groceries, medical care, parks, education, and the airport. Table I.15 shows that about 63 percent of people of color and 63 percent of families in poverty have access to at least 500,000 jobs within 30 minutes by automobile. Similarly, about 64 percent of people of color and 63 percent of families in poverty have access to at least 200,000 lower-wage jobs by automobile, as shown in Table I.16. Table I.17 shows that nearly all people of color and families in poverty residing in the Region have reasonable access to various activity centers by automobile, with reasonable access defined as the ability to travel by automobile within 60 minutes to Milwaukee Mitchell International Airport and the Milwaukee Regional Medical Center and within 30 minutes to all other activities. Maps showing the regional accessibility of jobs and lower-wage jobs within 30 minutes by automobile can be accessed through the Equity Analysis Map Directory from the VISION 2050 website.

Comparing the highway preservation projects programmed in the 2025-2028 TIP to concentrations of people of color and lower-income populations, as shown on Maps I.11 through I.13, indicates that the benefits and impacts of programmed highway preservation projects are shared by all residents of the Region, including people of color and lower-income populations. Highway preservation projects are located in, and adjacent to, portions of Milwaukee, Racine, and Kenosha Counties with concentrations of people of color and lower-income populations that exceed the regional averages.

Evaluation of the Benefits and Impacts of Programmed Highway Improvement Projects in the 2025-2028 TIP on People of Color and Lower-Income Populations

About 27 percent, or $968 million, of the programmed expenditures in the TIP are for highway improvement projects. The implementation of highway improvement projects typically occurs when an existing facility requires reconstruction, but also includes a widening with additional traffic lanes. About 98 percent of the programmed highway improvement expenditures, or $953 million, is for the reconstruction with additional traffic lanes of the IH 94 (east-west freeway) segment between S. 70th Street and S. 16th Street in Milwaukee County. The majority of the cost for highway improvement projects is for the reconstruction of the existing roadway, and the additional traffic lanes may only represent about 10 to 20 percent of the overall project cost. There are no highway expansion projects programmed in the 2025-2028 TIP.

An evaluation was conducted to determine how programmed highway improvement projects in the TIP benefit and impact people of color and lower-income populations. Based on this evaluation, it is expected that these populations would be utilizing and experiencing benefit from the proposed improvements. Maps I.14 and I.15 show the percentage of automobile trips within each TAZ that would utilize the segments of surface arterials and freeway improvements programmed in the 2025-2028 TIP. These maps were compared to locations of current concentrations of people of color and lower-income populations. With respect to surface arterials, the areas that

[4] *About $2.38 billion, or 73 percent, of the total $3.55 billion 2025-2028 programmed funding is for highways. Of the total 2023-2026 programmed resources for highways, $1.58 billion, or 58 percent, is for highway preservation and $968 million, or 41 percent, is for highway improvement. About $744 million, or 23 percent, of the 2023-2026 programmed funding is for transit. Of the total 2023-2026 programmed resources for transit, $712 million, or 95.7 percent, is for transit preservation, and $32 million, or 4.3 percent, is for transit expansion. No highway expansion or transit improvement projects are programmed in the 2025-2028 TIP.*

Table I.15
Access to Jobs Within 30 Minutes by Automobile (2023)

People of Color and White Population[a]

	500,000 or More Jobs		250,000 or More Jobs		100,000 or More Jobs		
	People	Percent	People	Percent	People	Percent	**Total**
People of Color	438,100	63.2	543,500	78.4	668,000	96.4	693,000
White Population	441,800	32.6	789,200	58.2	1,213,500	89.6	1,354,900

Families in Poverty and Not in Poverty

	500,000 or More Jobs		250,000 or More Jobs		100,000 or More Jobs		
	Families	Percent	Families	Percent	Families	Percent	**Total**
Families in Poverty	26,300	62.5	31,500	74.8	40,200	95.5	42,100
Families Not in Poverty	177,200	37.8	289,700	61.8	426,300	90.9	468,900

[a] *People of color and white populations are based on the 2020 U.S. Census and families in poverty and families not in poverty are based on the 2017-2021 American Community Survey.*

Source: U.S. Bureau of the Census, U.S. Census and American Community Survey, and SEWRPC; 11/2024

Table I.16
Access to Lower-Wage Jobs Within 30 Minutes by Automobile (2023)

People of Color and White Population[a]

	200,000 or More Jobs		100,000 or More Jobs		50,000 or More Jobs		
	People	Percent	People	Percent	People	Percent	**Total**
People of Color	442,200	63.8	544,100	78.5	661,100	95.4	693,000
White Population	447,700	33.0	793,600	58.6	1,155,200	85.3	1,354,900

Families in Poverty and Not in Poverty

	200,000 or More Jobs		100,000 or More Jobs		50,000 or More Jobs		
	Families	Percent	Families	Percent	Families	Percent	**Total**
Families in Poverty	26,300	62.5	31,600	75.1	39,500	93.8	42,100
Families Not in Poverty	178,800	38.1	291,000	62.1	409,100	87.2	468,900

[a] *People of color and white populations are based on the 2020 U.S. Census and families in poverty and families not in poverty are based on the 2017-2021 American Community Survey.*

Source: U.S. Bureau of the Census, U.S. Census and American Community Survey, and SEWRPC; 11/2024

Table I.17
Reasonable Access to Activity Centers by Automobile (2023)

People of Color[b]

Activity Center	Portion with Reasonable Access		Total
	People	Percent	
Retail Centers	669,200	96.6	693,000
Major Parks	693,000	100.0	693,000
Public Technical Colleges and Universities	692,900	100.0	693,000
Health Care Facilities	690,700	99.7	693,000
Grocery Stores[c]	693,000	100.0	693,000
Milwaukee Mitchell International Airport	673,400	97.2	693,000
Milwaukee Regional Medical Center	650,900	93.9	693,000

Families in Poverty[b]

Activity Center	Portion with Reasonable Access		Total
	Families	Percent	
Retail Centers	40,300	95.7	42,100
Major Parks	42,100	100.0	42,100
Public Technical Colleges and Universities	42,100	100.0	42,100
Health Care Facilities	42,000	99.8	42,100
Grocery Stores[c]	42,100	100.0	42,100
Milwaukee Mitchell International Airport	40,500	96.2	42,100
Milwaukee Regional Medical Center	38,900	92.4	42,100

[a] *Reasonable access is defined as the ability to travel by automobile within 60 minutes to Milwaukee Mitchell International Airport and the Milwaukee Regional Medical Center and within 30 minutes to all the other activity centers.*

[b] *People of color is based on the 2020 U.S. Census and families in poverty are based on the 2017-2021 American Community Survey.*

[c] *Grocery stores are defined as full-service supermarket locations as discussed in the Commission's Regional Food System Plan; their locations are adapted from 2022 data compiled for the same.*

Source: U.S. Bureau of the Census, U.S. Census and American Community Survey, and SEWRPC; 11/2024

Map I.11

Comparison of Concentrations of People of Color to the Highway Preservation, Improvement, and Expansion Projects Programmed for the Years 2025 Through 2028

CENSUS BLOCKS WHEREIN THE PERCENTAGE OF PEOPLE OF COLOR, INCLUDING HISPANIC/LATINO ETHNICITY, EXCEEDS THE REGIONAL AVERAGE OF 33.8 PERCENT BASED ON THE 2020 U.S. CENSUS

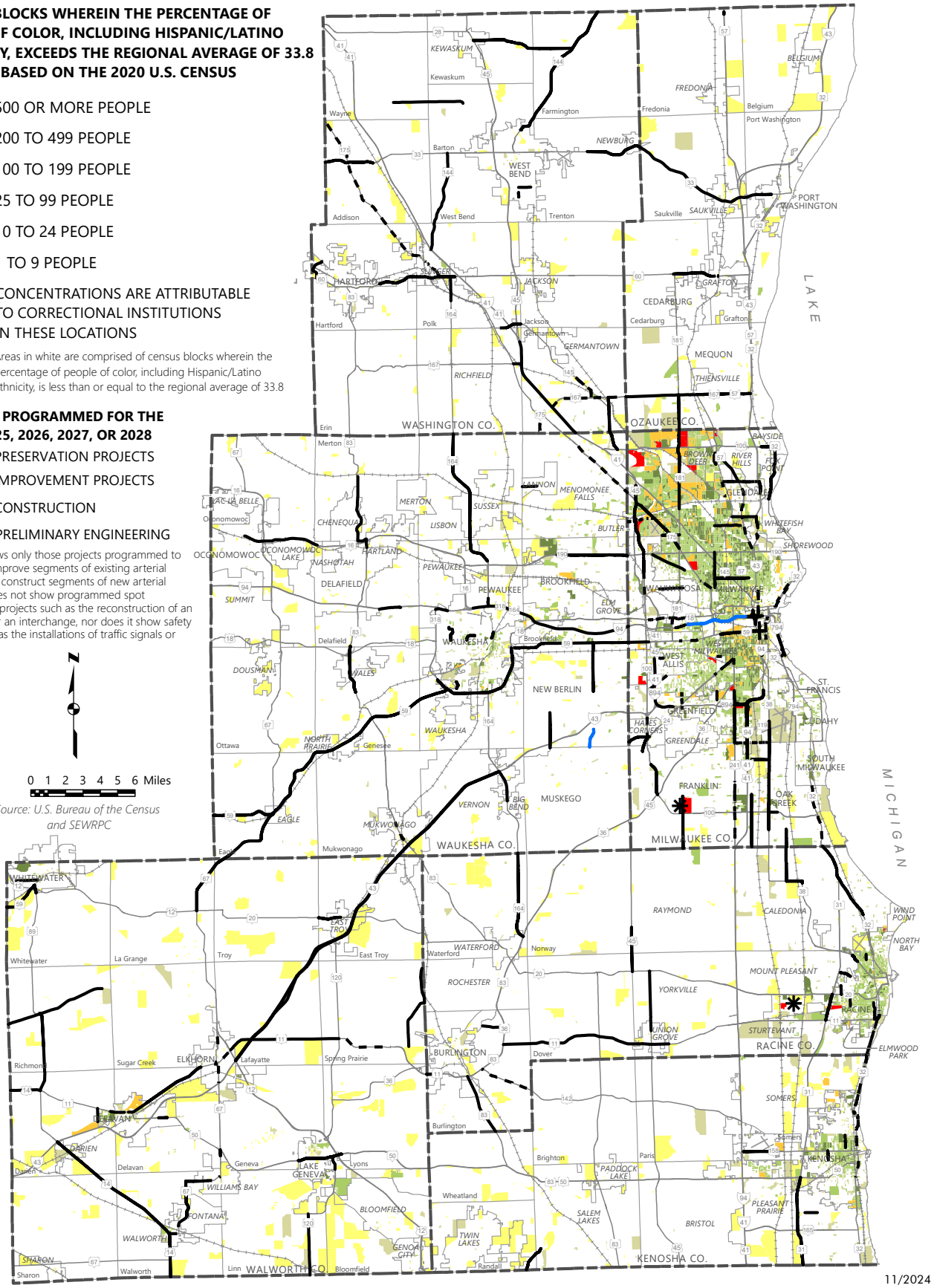
- 500 OR MORE PEOPLE
- 200 TO 499 PEOPLE
- 100 TO 199 PEOPLE
- 25 TO 99 PEOPLE
- 10 TO 24 PEOPLE
- 1 TO 9 PEOPLE
- * CONCENTRATIONS ARE ATTRIBUTABLE TO CORRECTIONAL INSTITUTIONS IN THESE LOCATIONS

Note: Areas in white are comprised of census blocks wherein the percentage of people of color, including Hispanic/Latino ethnicity, is less than or equal to the regional average of 33.8

PROJECTS PROGRAMMED FOR THE YEARS 2025, 2026, 2027, OR 2028

- PRESERVATION PROJECTS
- IMPROVEMENT PROJECTS
- CONSTRUCTION
- PRELIMINARY ENGINEERING

This map shows only those projects programmed to preserve or improve segments of existing arterial facilities, or to construct segments of new arterial facilities. It does not show programmed spot improvement projects such as the reconstruction of an intersection or an interchange, nor does it show safety projects such as the installations of traffic signals or guardrail.



11/2024

Map I.12

Comparison of Concentrations of Families in Poverty to the Highway Preservation, Improvement, and Expansion Projects Programmed for the Years 2025 Through 2028

CENSUS TRACTS WHEREIN THE PERCENTAGE OF FAMILIES IN POVERTY EXCEEDS THE REGIONAL AVERAGE OF 8.2 PERCENT BASED ON 2017-2021 U.S. CENSUS AMERICAN COMMUNITY SURVEY

- FEWER THAN 100 FAMILIES
- 100-199 FAMILIES
- 200-299 FAMILIES
- 300 OR MORE FAMILIES

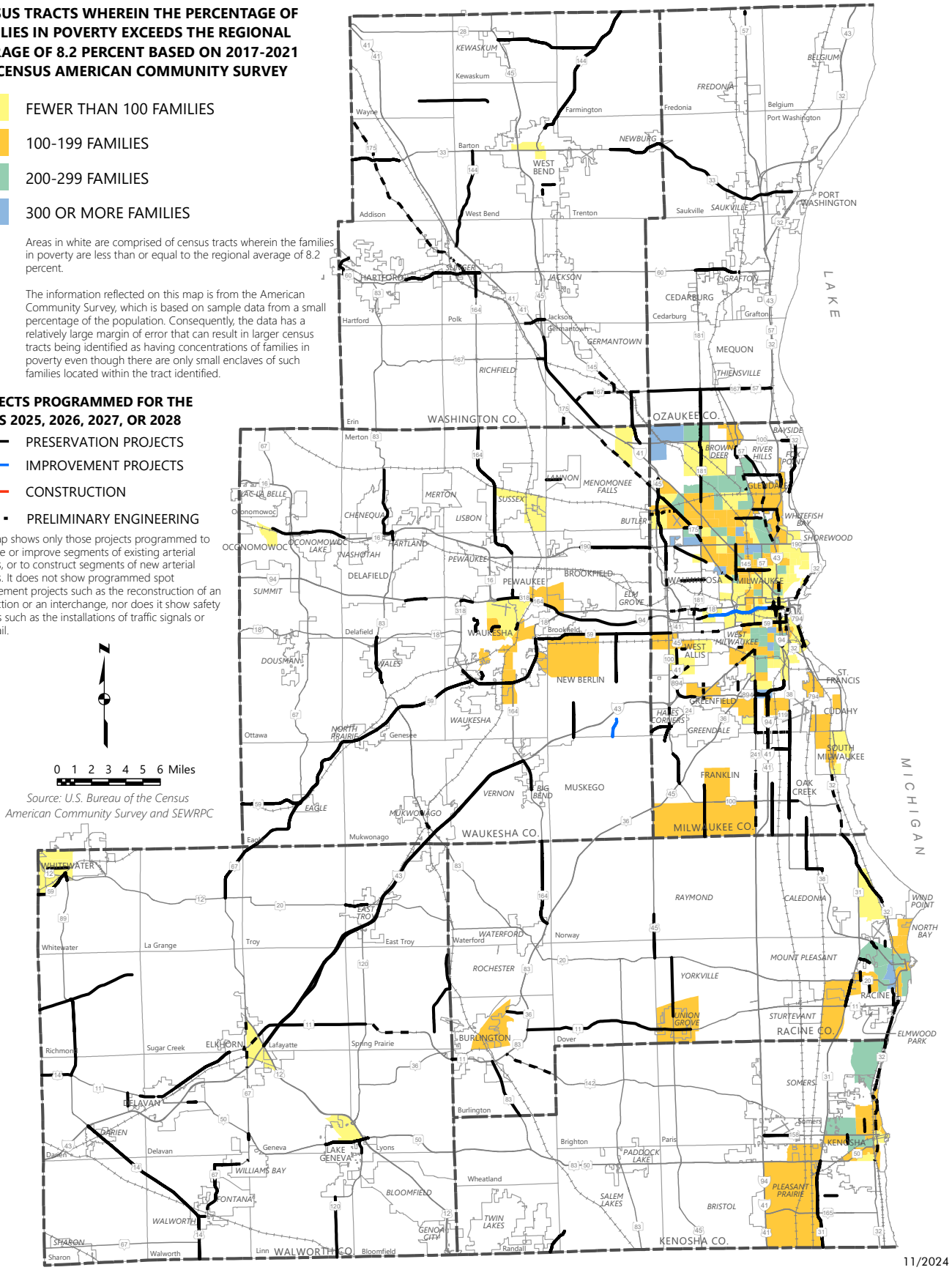
Note: Areas in white are comprised of census tracts wherein the families in poverty are less than or equal to the regional average of 8.2 percent.

The information reflected on this map is from the American Community Survey, which is based on sample data from a small percentage of the population. Consequently, the data has a relatively large margin of error that can result in larger census tracts being identified as having concentrations of families in poverty even though there are only small enclaves of such families located within the tract identified.

PROJECTS PROGRAMMED FOR THE YEARS 2025, 2026, 2027, OR 2028

- PRESERVATION PROJECTS
- IMPROVEMENT PROJECTS
- CONSTRUCTION
- PRELIMINARY ENGINEERING

This map shows only those projects programmed to preserve or improve segments of existing arterial facilities, or to construct segments of new arterial facilities. It does not show programmed spot improvement projects such as the reconstruction of an intersection or an interchange, nor does it show safety projects such as the installations of traffic signals or guardrail.



Source: U.S. Bureau of the Census American Community Survey and SEWRPC

11/2024

Map I.13

Comparison of Concentrations of Families with Incomes Less Than Twice the Poverty Level to the Highway Preservation, Improvement, and Expansion Projects Programmed for the Years 2025 Through 2028

CENSUS TRACTS WHEREIN THE PERCENTAGE OF FAMILIES WITH INCOMES LESS THAN TWICE THE POVERTY LEVEL EXCEEDS THE REGIONAL AVERAGE OF 20.8 PERCENT BASED ON THE 2017-2021 U.S. CENSUS AMERICAN COMMUNITY SURVEY

- FEWER THAN 100 FAMILIES
- 100-199 FAMILIES
- 200-299 FAMILIES
- 300 OR MORE FAMILIES

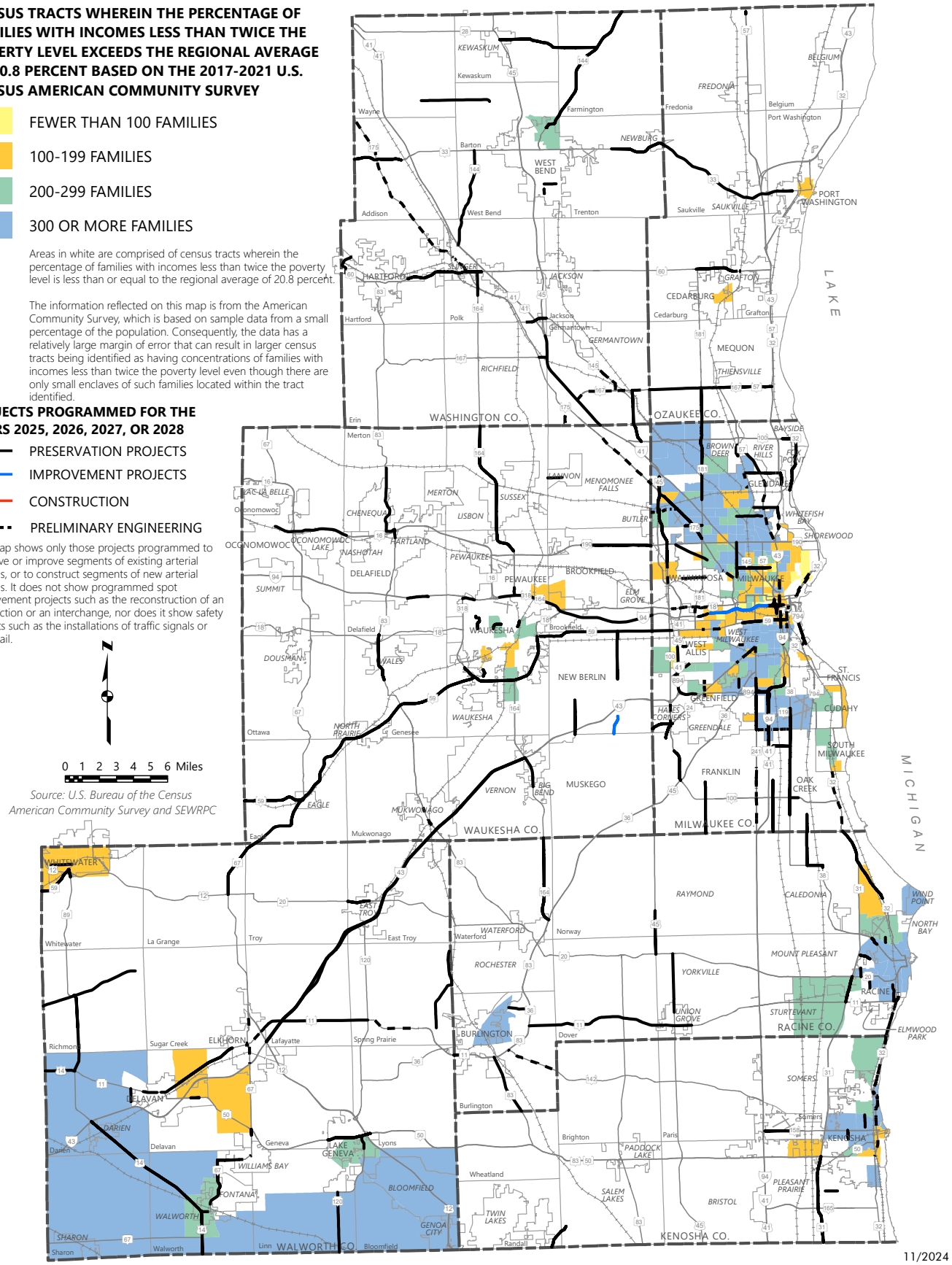
Note: Areas in white are comprised of census tracts wherein the percentage of families with incomes less than twice the poverty level is less than or equal to the regional average of 20.8 percent.

The information reflected on this map is from the American Community Survey, which is based on sample data from a small percentage of the population. Consequently, the data has a relatively large margin of error that can result in larger census tracts being identified as having concentrations of families with incomes less than twice the poverty level even though there are only small enclaves of such families located within the tract identified.

PROJECTS PROGRAMMED FOR THE YEARS 2025, 2026, 2027, OR 2028

- PRESERVATION PROJECTS
- IMPROVEMENT PROJECTS
- CONSTRUCTION
- PRELIMINARY ENGINEERING

This map shows only those projects programmed to preserve or improve segments of existing arterial facilities, or to construct segments of new arterial facilities. It does not show programmed spot improvement projects such as the reconstruction of an intersection or an interchange, nor does it show safety projects such as the installations of traffic signals or guardrail.

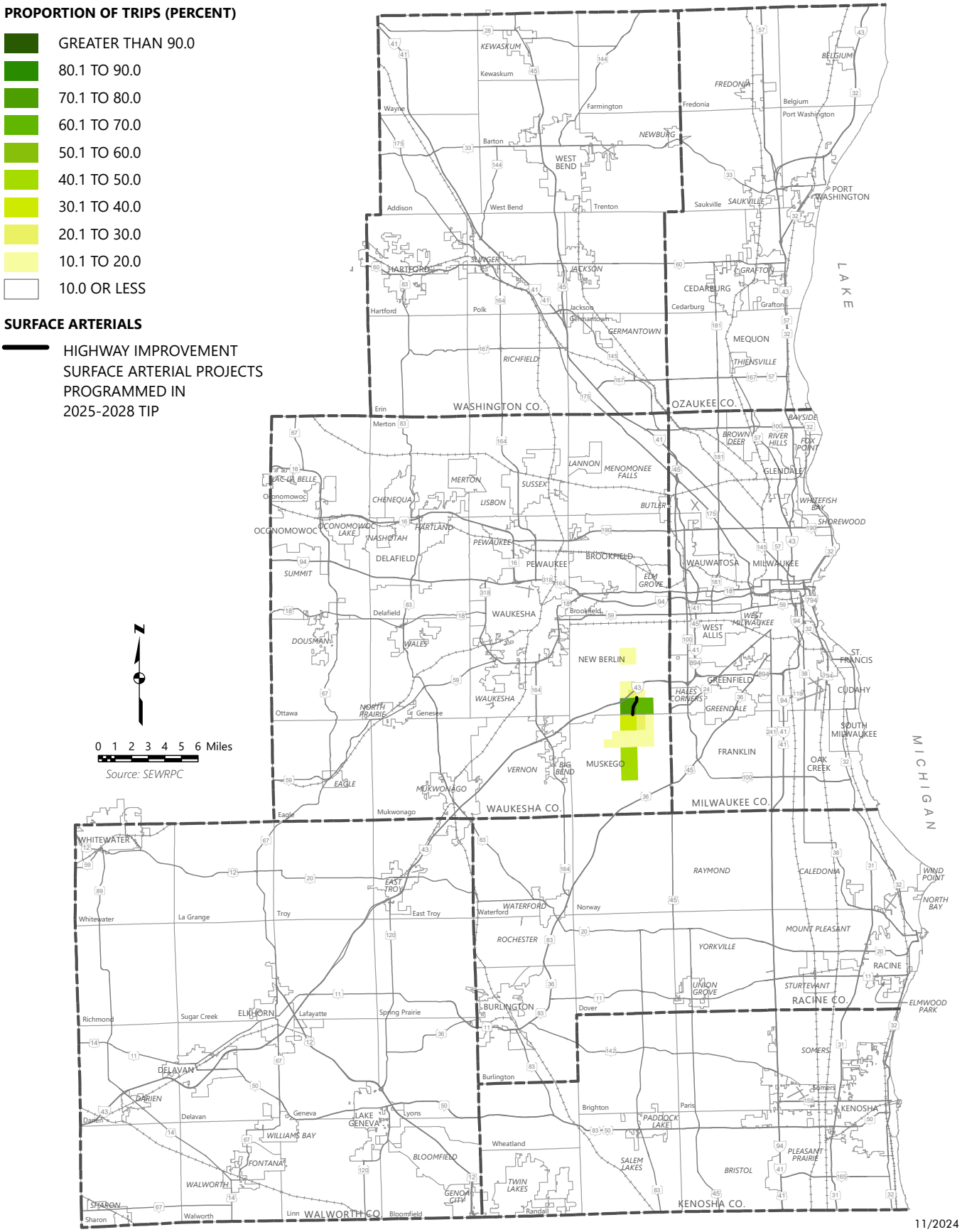


Source: U.S. Bureau of the Census American Community Survey and SEWRPC

11/2024

Map I.14

Proportion of Automobile Trips Using the Programmed Highway Improvement or Expansion Surface Arterial Projects Within Each Traffic Analysis Zone: 2025-2028 TIP



Map I.15

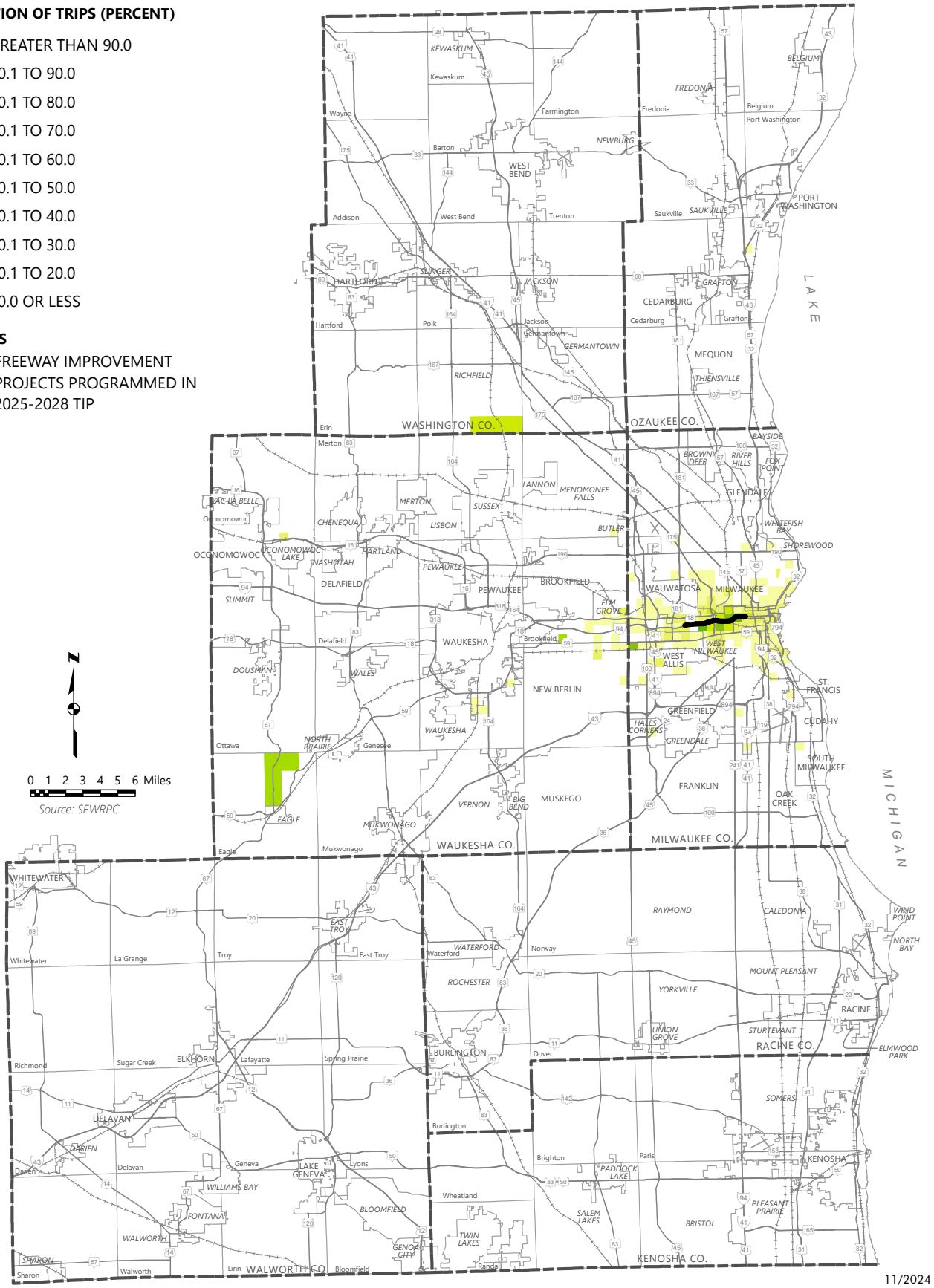
Proportion of Automobile Trips Using the Programmed Freeway Widening Projects Within Each Traffic Analysis Zone: 2025-2028 TIP

PROPORTION OF TRIPS (PERCENT)

- GREATER THAN 90.0
- 80.1 TO 90.0
- 70.1 TO 80.0
- 60.1 TO 70.0
- 50.1 TO 60.0
- 40.1 TO 50.0
- 30.1 TO 40.0
- 20.1 TO 30.0
- 10.1 TO 20.0
- 10.0 OR LESS

FREEWAYS

- FREEWAY IMPROVEMENT PROJECTS PROGRAMMED IN 2025-2028 TIP



11/2024

would have the greatest use of these proposed improved arterials are largely adjacent, or near, the proposed improved surface arterials. The proposed improved surface arterials are located outside of existing areas with concentrations of people of color and lower-income populations. With respect to freeways, as stated above, the IH 94 reconstruction between 70th Street and 16th Street in the City of Milwaukee is the only freeway improvement project programmed in the 2025-2028 TIP. The areas that would have the greatest use of this freeway improvement are shown in Map 1.15 and include a balance of areas with concentrations of people of color and families in poverty and those without concentrations of these population groups. The proposed freeway improvement is located adjacent to or within areas with above-average concentrations of people of color and families in poverty.

Prior analyses of the IH 94 east-west reconstruction project have identified concentrations of certain traditionally underserved demographic groups in proximity to the project. The 2024 Review & Update of VISION 2050 analyzed the demographics of populations in proximity and concluded that the proportions of people of color who live near the IH 94 east-west freeway reconstruction generally equal or slightly exceed the average percentage of people of color in Milwaukee County but that the proportions of families in poverty who live near the project exceed the county averages. Separately, the Wisconsin Department of Transportation (WisDOT) completed a Supplemental Environmental Impact Statement (EIS) in March 2024 as part of the National Environmental Policy Act (NEPA) process for the IH 94 east-west freeway corridor, which included a more robust assessment than the Commission's analyses of the specific impacts to people of color and low-income populations residing in the project vicinity. After weighing these impacts against proposed mitigation measures and project benefits, the Supplemental EIS concluded that while the IH 94 east-west freeway reconstruction with additional lanes would have both negative and positive effects on people of color and/or lower-income populations, the effects would not be disproportionately high and adverse. 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 IH 94 reconstruction project, as possible.

Maps I.11 through I.13 show a comparison of the concentrations of people of color and lower-income populations to the arterial street and highway system preservation and improvement projects programmed in the TIP. This comparison indicates that there is a balance of programmed highway projects, located within and outside areas with concentrations of traditionally underserved populations. Specifically, preservation and improvement projects are located in portions of Milwaukee, Racine, and Kenosha Counties that have concentrations of people of color and lower-income populations that exceed the regional averages. The highway system preservation and improvement projects would be expected to maintain access to jobs for the portions of the area's traditionally underserved populations with access to an automobile.

Evaluation of the Benefits and Impacts of Programmed Bicycle and Pedestrian Improvement and Expansion Projects in the 2025-2028 TIP on Minority Populations, Lower-income Populations, and People with Disabilities

Maps I.16 through I.19 show a comparison of the people of color, lower-income populations, and people with disabilities to the locations of bicycle and pedestrian facility projects programmed for the years 2025 through 2028. Reviewing the programmed projects indicates that the benefits and impacts of programmed bicycle and pedestrian improvement and expansion projects are shared by all residents of the Region, including people of color, lower-income populations, and people with disabilities. Specifically, the bicycle and pedestrian preservation and improvement projects proposed within Milwaukee County are near or within areas with concentrations of people of color, lower-income populations, and people with disabilities that exceed regional averages. In addition, programmed highway and arterial projects could incorporate bicycle and pedestrian amenities as enhancements or by adding new accommodations. Therefore, it can be expected that access to bicycle and pedestrian amenities will increase for people of color, lower-income populations, and people with disabilities.

Transportation-Related Air Pollution Impacts on People of Color and Lower-Income Populations

Automobiles and trucks traveling on arterial streets and highways emit air pollutants that generally exist in higher concentrations in the atmosphere near the arterial streets and highways with the most traffic, such as the Region's freeways. The lower speeds and starting/stopping of vehicles associated with congested conditions increases the

Map I.16

Comparison of Concentrations of People of Color to the Bicycle and Pedestrian Preservation, Improvement, and Expansion Projects Programmed for the Years 2025 Through 2028

CENSUS BLOCKS WHEREIN THE PERCENTAGE OF PEOPLE OF COLOR, INCLUDING HISPANIC/LATINO ETHNICITY, EXCEEDS THE REGIONAL AVERAGE OF 33.8 PERCENT BASED ON THE 2020 U.S. CENSUS

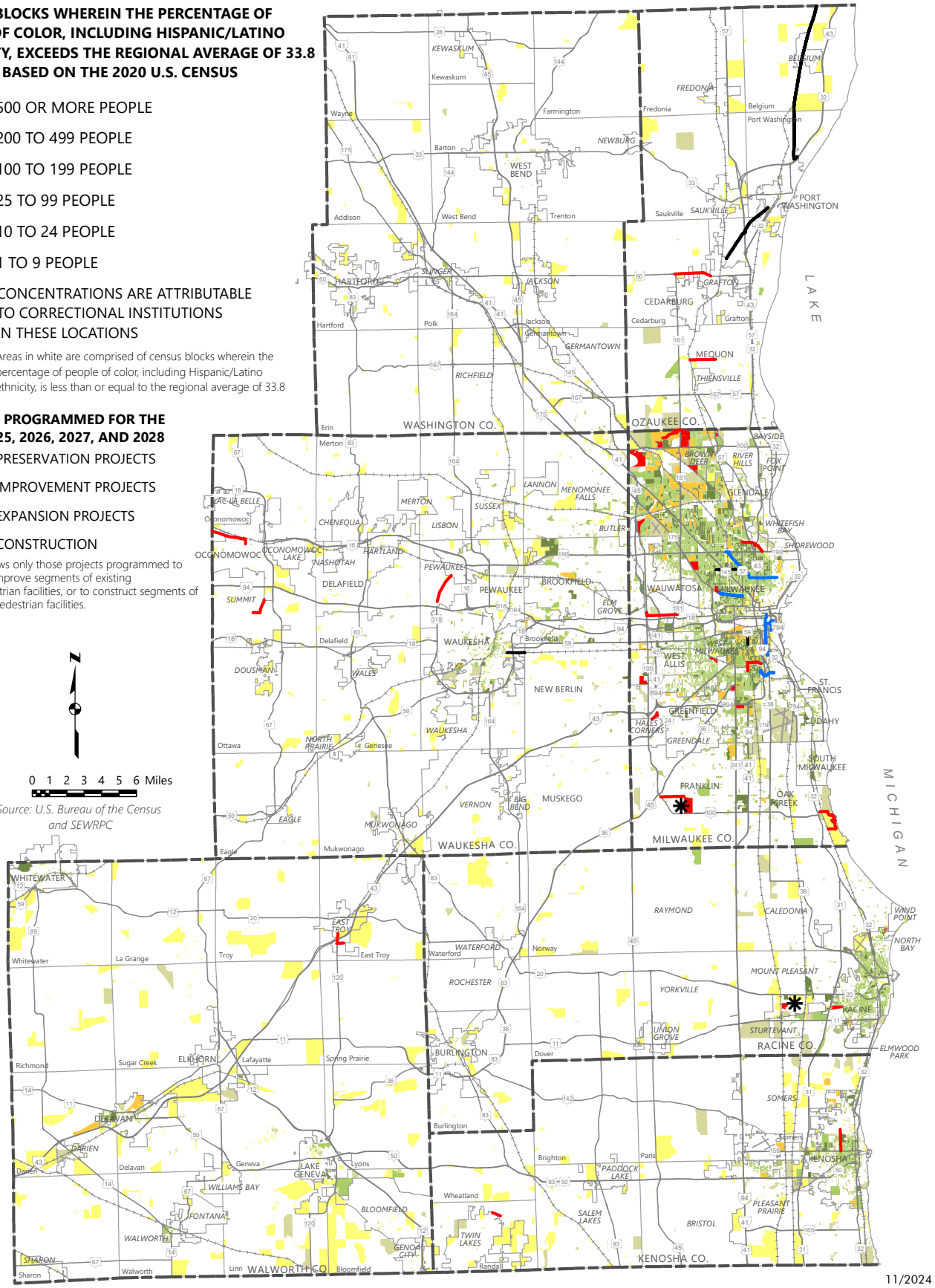
- 500 OR MORE PEOPLE
- 200 TO 499 PEOPLE
- 100 TO 199 PEOPLE
- 25 TO 99 PEOPLE
- 10 TO 24 PEOPLE
- 1 TO 9 PEOPLE
- * CONCENTRATIONS ARE ATTRIBUTABLE TO CORRECTIONAL INSTITUTIONS IN THESE LOCATIONS

Note: Areas in white are comprised of census blocks wherein the percentage of people of color, including Hispanic/Latino ethnicity, is less than or equal to the regional average of 33.8

PROJECTS PROGRAMMED FOR THE YEARS 2025, 2026, 2027, AND 2028

- PRESERVATION PROJECTS
- IMPROVEMENT PROJECTS
- EXPANSION PROJECTS
- CONSTRUCTION

This map shows only those projects programmed to preserve or improve segments of existing bicycle/pedestrian facilities, or to construct segments of new bicycle/pedestrian facilities.



11/2024

Map I.17

Comparison of Concentrations of Families in Poverty to the Bicycle and Pedestrian Preservation, Improvement, and Expansion Projects Programmed for the Years 2025 Through 2028

CENSUS TRACTS WHEREIN THE PERCENTAGE OF FAMILIES IN POVERTY EXCEEDS THE REGIONAL AVERAGE OF 8.2 PERCENT BASED ON 2017-2021 U.S. CENSUS AMERICAN COMMUNITY SURVEY

- FEWER THAN 100 FAMILIES
- 100-199 FAMILIES
- 200-299 FAMILIES
- 300 OR MORE FAMILIES

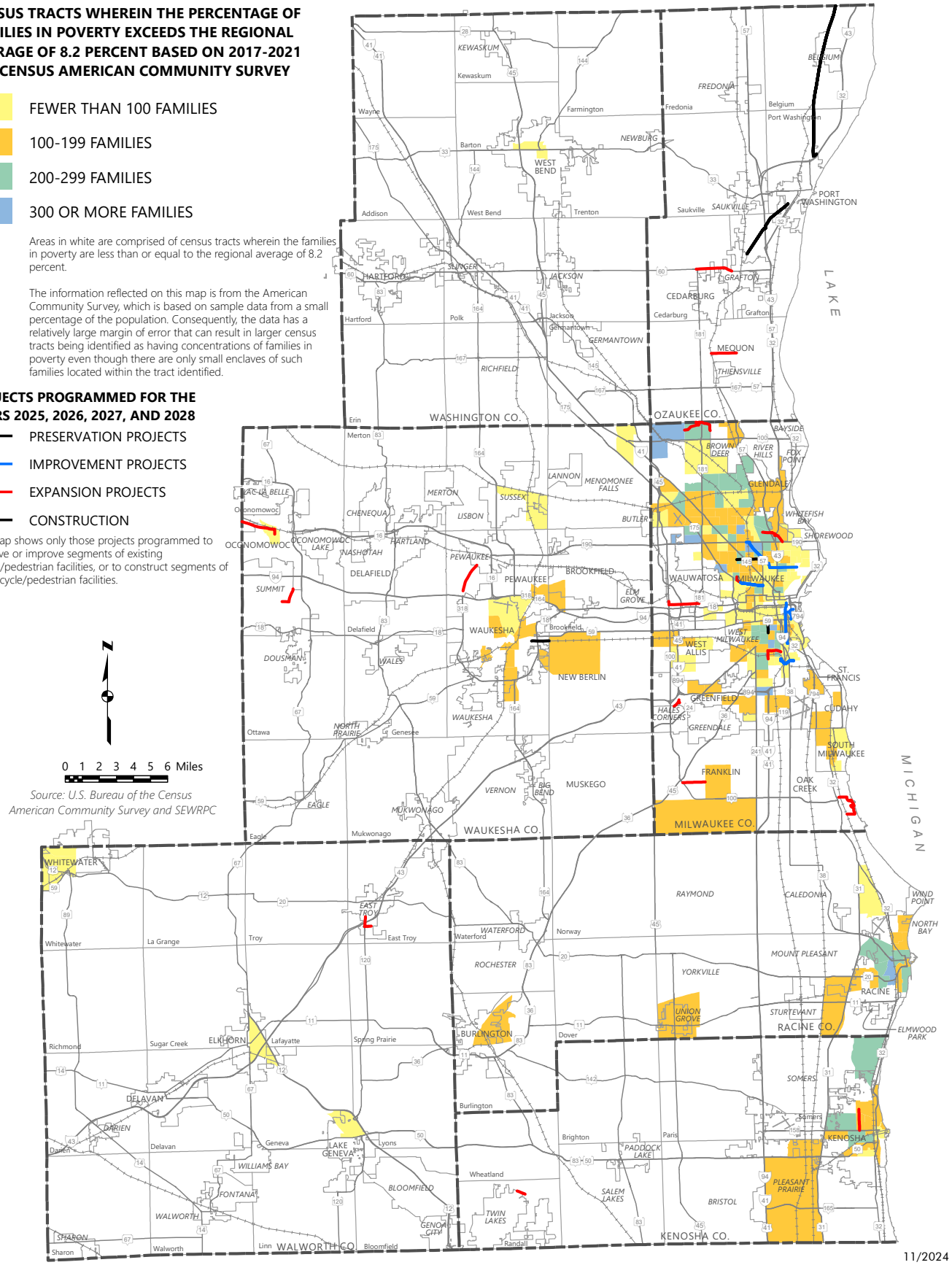
Note: Areas in white are comprised of census tracts wherein the families in poverty are less than or equal to the regional average of 8.2 percent.

The information reflected on this map is from the American Community Survey, which is based on sample data from a small percentage of the population. Consequently, the data has a relatively large margin of error that can result in larger census tracts being identified as having concentrations of families in poverty even though there are only small enclaves of such families located within the tract identified.

PROJECTS PROGRAMMED FOR THE YEARS 2025, 2026, 2027, AND 2028

- PRESERVATION PROJECTS
- IMPROVEMENT PROJECTS
- EXPANSION PROJECTS
- CONSTRUCTION

This map shows only those projects programmed to preserve or improve segments of existing bicycle/pedestrian facilities, or to construct segments of new bicycle/pedestrian facilities.



Source: U.S. Bureau of the Census
American Community Survey and SEWRPC

11/2024

Map I.18

Comparison of Concentrations of Families with Incomes Less Than Twice the Poverty Level to the Bicycle and Pedestrian Preservation, Improvement, and Expansion Projects Programmed for the Years 2025 Through 2028

CENSUS TRACTS WHEREIN THE PERCENTAGE OF FAMILIES WITH INCOMES LESS THAN TWICE THE POVERTY LEVEL EXCEEDS THE REGIONAL AVERAGE OF 20.8 PERCENT BASED ON THE 2017-2021 U.S. CENSUS AMERICAN COMMUNITY SURVEY

- FEWER THAN 100 FAMILIES
- 100-199 FAMILIES
- 200-299 FAMILIES
- 300 OR MORE FAMILIES

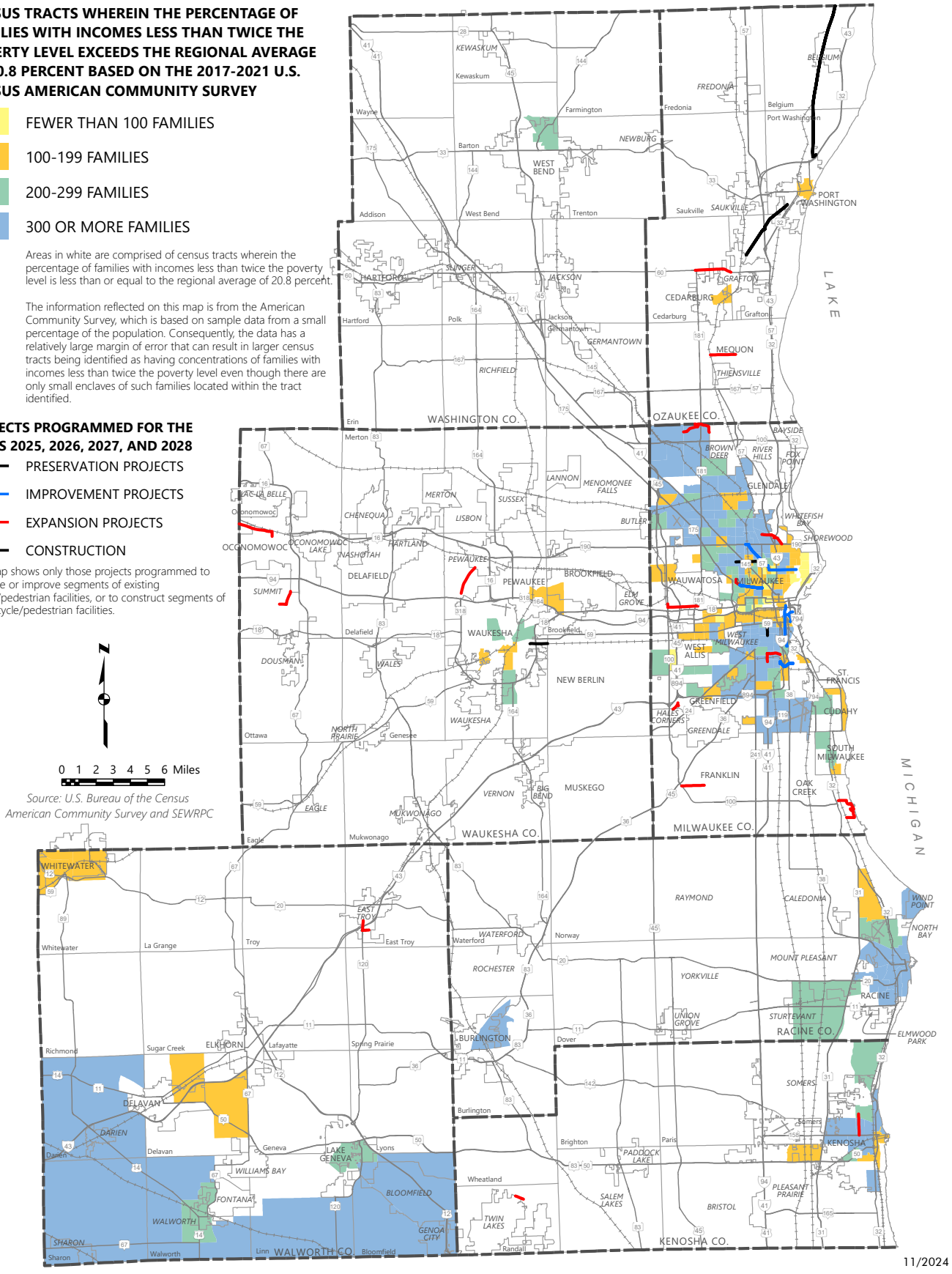
Note: Areas in white are comprised of census tracts wherein the percentage of families with incomes less than twice the poverty level is less than or equal to the regional average of 20.8 percent.

The information reflected on this map is from the American Community Survey, which is based on sample data from a small percentage of the population. Consequently, the data has a relatively large margin of error that can result in larger census tracts being identified as having concentrations of families with incomes less than twice the poverty level even though there are only small enclaves of such families located within the tract identified.

PROJECTS PROGRAMMED FOR THE YEARS 2025, 2026, 2027, AND 2028

- PRESERVATION PROJECTS
- IMPROVEMENT PROJECTS
- EXPANSION PROJECTS
- CONSTRUCTION

This map shows only those projects programmed to preserve or improve segments of existing bicycle/pedestrian facilities, or to construct segments of new bicycle/pedestrian facilities.



Source: U.S. Bureau of the Census American Community Survey and SEWRPC

11/2024

Map I.19

Comparison of Concentrations of People with Disabilities to the Bicycle and Pedestrian Preservation, Improvement, and Expansion Projects Programmed for the Years 2025 Through 2028

CENSUS TRACTS WHEREIN THE PERCENTAGE OF PEOPLE WITH DISABILITIES EXCEEDS THE REGIONAL AVERAGE OF 11.3 PERCENT BASED ON THE 2017-2021 U.S. CENSUS AMERICAN COMMUNITY SURVEY

- FEWER THAN 250 PEOPLE
- 250-499 PEOPLE
- 500-749 PEOPLE
- 750 OR MORE PEOPLE

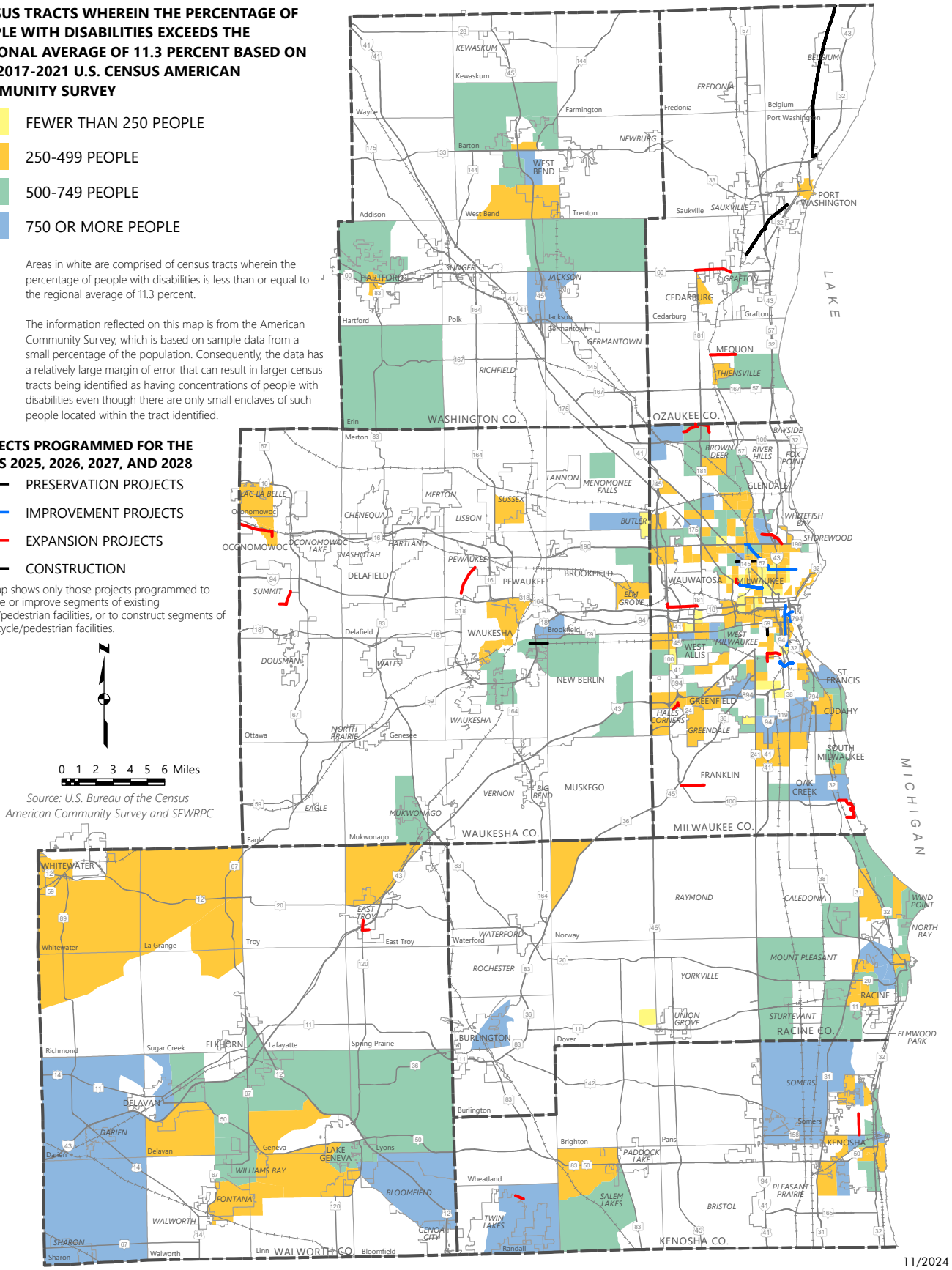
Note: Areas in white are comprised of census tracts wherein the percentage of people with disabilities is less than or equal to the regional average of 11.3 percent.

The information reflected on this map is from the American Community Survey, which is based on sample data from a small percentage of the population. Consequently, the data has a relatively large margin of error that can result in larger census tracts being identified as having concentrations of people with disabilities even though there are only small enclaves of such people located within the tract identified.

PROJECTS PROGRAMMED FOR THE YEARS 2025, 2026, 2027, AND 2028

- PRESERVATION PROJECTS
- IMPROVEMENT PROJECTS
- EXPANSION PROJECTS
- CONSTRUCTION

This map shows only those projects programmed to preserve or improve segments of existing bicycle/pedestrian facilities, or to construct segments of new bicycle/pedestrian facilities.



Source: U.S. Bureau of the Census American Community Survey and SEWRPC

11/2024

level of transportation air pollutant emissions. Individuals living in close proximity to the Region's freeways may be exposed to higher levels of transportation-related air pollutants.

Due in large part to past, current, and future Federal fuel and vehicle fuel economy standards and improved emissions controls, transportation-related air pollution emissions in the Region have been declining and are expected to continue to decline in the future. As stated in the Commission's forthcoming Planning Report No. 55 (3rd Edition), *VISION 2050:* A *Regional Land Use and Transportation Plan*, 2024, this decline is expected to continue in the future, even with the projected increase in vehicle-miles of travel. In addition, the shares of people of color and lower-income populations located in proximity to the freeway system under the Fiscally Constrained Transportation System (FCTS) in VISION 2050 are generally similar (equal or within a few percentage points) to the shares of people of color and lower-income populations residing within the total county.

TRANSPORTATION PROJECT IMPLEMENTATION AND FUNDING STATUS

The year 2050 regional transportation plan—VISION 2050—was completed in 2016 and updated in 2020 and 2024. Plan implementation was reviewed as part of 2024 Review and Update of VISION 2050. Although it is early in the 35-year outlook of the plan and implementation has been somewhat mixed, in general, implementation is lagging for the public transit portion of the plan, somewhat lagging for the arterial streets and highway portion of the plan, and relatively on track for the bicycle and pedestrian portion of the plan.

To date, transit in Southeastern Wisconsin has not expanded significantly as envisioned under VISION 2050. The Region experienced a decline in transit service between 2018 and 2021. This is consistent with VISION 2050's financial analyses that concluded a funding gap exists for the recommended transportation plan and anticipated declining transit service without additional funding. The COVID-19 pandemic and ongoing driver shortages have also impacted transit significantly. Altogether, average weekday service decreased slightly between 2018 and 2021. Express bus service has increased, a result of Milwaukee County Transit System (MCTS) NEXT implementation, and despite changes in travel patterns due to the pandemic and the shift to remote or hybrid work schedules, local transit service levels have been relatively stable, with only a slight reduction in service between 2018 and 2021. In contrast, commuter bus service was reduced by more than half—a result of changes in travel patterns due to COVID-19, the shift to remote and hybrid work schedules, and changing demographics. However, there has been some progress in providing higher quality transit service in the Region. The Region's first BRT route, CONNECT 1, operated by MCTS, opened in June 2023, providing service between downtown Milwaukee and the Regional Medical Center. Together, CONNECT 1 and the programmed planning work on the CONNECT 2 BRT line along the 27th Street corridor in Milwaukee County represent a significant first step towards achieving the rapid transit network envisioned in VISION 2050.

Bicycle and pedestrian project implementation show significantly more progress in building the well-connected and accessible network envisioned under VISION 2050. Since plan completion, 143 additional miles of bicycle lanes and wide, paved shoulders have been implemented on the existing 3,300-mile arterial system, bringing the total length of standard on-street bicycle accommodations up from 815 miles in 2015 to 957 miles in 2023. Off-street bicycle paths have continued to be implemented, with 17 miles constructed since 2015. Similarly, 9 additional miles of buffered and protected bicycle lanes have been implemented and 51 miles of separate paths within the road right-of-way have been completed since 2015. Regionally, the total length of enhanced bicycle facilities has increased from 72 miles in 2015 to 132 miles in 2023.

Similar to the public transit portion of the plan, implementation of the arterial streets and highways portion of the plan has aligned with the financial analysis prepared for VISION 2050. Approximately eight miles of new arterial facilities and 77 miles of arterial facilities planned to be widened with additional traffic lanes have been constructed or are currently under construction since VISION 2050 was adopted. In addition, the expected preservation and maintenance activities have continued to largely align with the financial analysis prepared for VISION 2050.

Funding availability has affected implementation of both highway and transit projects. When expected revenues are insufficient, the implications for highways differ from transit as highway expenditures are largely capital expenditures and transit expenditures are largely operating expenditures. The effect on highways is a reduction in the amount of arterial streets and highways that can be reconstructed, improved or newly constructed. The principal effect on transit is a lack of transit improvement and expansion, reductions in transit service, and passenger fare increases beyond the rate of inflation.

Transit operators in Southeastern Wisconsin are heavily dependent upon Federal and State operating funds, which typically represent about 70 to 80 percent of transit annual operating assistance. Under Federal law, the use of Federal transit funds for operating funding is limited, particularly in the Milwaukee urbanized area. Transit operators are, and have been, making maximum use of all available FTA funds for operating funding. While some Federal highway funds may be flexed, or transferred, to public transit, these funds are principally limited to capital funding. Transit operators have used FHWA funds flexed to transit use for capital projects, including FHWA CMAQ funds, FHWA Surface Transportation Program – Milwaukee Urbanized Area (STP-M) funds, and FHWA Interstate Cost Estimate (ICE) funds. The only FHWA funds that may be used for transit operating funding are CMAQ funds, and they may only be used for new or improved transit service and are limited to the first three to five years of such transit service. Making Federal highway funds available for operating funding, as well as increasing the level of Federal operating funding available for public transit, is dependent upon the actions of the U.S. Congress and President. With regards to State transit funding, the State Legislature and Governor establish the level of State funding available for public transit, and establish whether regional transit authorities and dedicated local funding are permitted. State legislation for dedicated local funding has been considered by the State Legislature and Governor as recently as 2010 but was not enacted. Neither the Commission nor local government elected officials, the latter being the current operators of public transit, are enabled to make more Federal and State funding available for the operation of transit systems in Southeastern Wisconsin. While elected officials in local government establish the level of local funding for public transit, set the level of transit fares, and improve, expand, or reduce transit service, their ability to replace Federal and State funds with local property taxes is limited by property tax levy caps established by the State.