

SEWRPC Planning Report No. 55
VISION 2050: A REGIONAL LAND USE AND
TRANSPORTATION SYSTEM PLAN FOR SOUTHEASTERN WISCONSIN

Volume I, Chapter I

INTRODUCTION

This report documents “VISION 2050”, the sixth-generation regional land use and transportation system plan for the Southeastern Wisconsin Region, as well as the process used to prepare the plan. The plan has a design year of 2050 and reflects changes in the Region that have occurred since preparation of the previously adopted design year 2035 regional land use and transportation plans. The plan also provides projections of growth and change in the Region through the year 2050.

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official areawide regional planning agency under State law. The Commission is charged by law with “the function and duty of making and adopting a master plan for the physical development of the [R]egion.” The Commission is also the official metropolitan planning organization (MPO) for regional transportation planning in the seven-county Southeastern Wisconsin Region, as designated by the Governor of the State of Wisconsin under Federal law. It is, therefore, responsible for preparing and maintaining a transportation system plan for the Region.

The Commission prepares individual plan elements that together comprise the Region’s required master plan, also referred to as the Region’s comprehensive plan. The individual elements are coordinated through the land use component of the regional land use and transportation plan. All other plan elements, including the transportation component, are based on the land use component, which comprises the most basic plan element.

The transportation component of the regional plan satisfies the Federal metropolitan area transportation planning requirements under the Moving Ahead for Progress in the 21st Century Act (MAP-21), thus qualifying the State and constituent local units of government for Federal aids in partial support of the development of highway and transit facilities. The transportation component of the regional plan also satisfies the transportation planning requirements attendant to air quality planning related to the National Ambient Air Quality Standards (NAAQS) conducted by the Wisconsin Department of Natural Resources (DNR) as required by the Federal Clean Air Act

Amendments of 1990. This regional transportation plan re-evaluation serves to update and revise the previous regional transportation plan, including the data collected and forecasts prepared under that plan.

Regional, or areawide, planning has become increasingly accepted as a necessary governmental function in the large metropolitan areas of the United States. This acceptance is based, in part, on an awareness that problems of physical and economic development and of environmental deterioration transcend the geographic limits of local units of government. It is also recognized that sound resolution of areawide problems requires the cooperation of all units and agencies of government and of private interests.

The Federal government recognizes this need, particularly for regional land use and transportation system planning, and mandates through Federal law and regulations the preparation and maintenance of a regional transportation system plan for the Southeastern Wisconsin Region. As noted earlier, the Regional Planning Commission is the official “metropolitan planning organization” designated by the Governor of the State of Wisconsin under Federal law for such regional transportation planning in Southeastern Wisconsin.

Public and private interests are vitally affected by areawide developmental and environmental problems and the proposed solutions to these problems. Regional planning is necessary to promote a consensus on proposed solutions and the necessary cooperation among urban and rural; local, State, and Federal; and public and private interests. In this light, regional planning is not a substitute for Federal, State, or local public planning or for private planning. Rather, regional planning is a vital supplement to such planning.

The Commission’s regional land use and transportation plan under State law is an advisory plan, and provides the essential guidance and coordination to the 154 local units of government within Southeastern Wisconsin, the State government, the Federal government, and private interests with respect to future land use development, and the role of highway, public transit, bicycle, pedestrian, and systems management improvement actions in addressing existing and future transportation problems; the necessary extension and coordination of street and highway improvements across jurisdictional boundaries; and the necessary extension and coordination of transit routes and improvements across jurisdictional boundaries.

The Commission has a long history of land use and transportation planning for Southeastern Wisconsin, first adopting a regional land use plan and a supporting regional transportation system plan in 1966. Both plans had a design year of 1990. The Commission adopted a new generation of the regional land use and transportation plan

about every 10 years.¹ This 10-year cycle allows enough time for new inventory data to become available, strengthening future land use and transportation forecasts used to prepare the plan.

THE REGION

The Southeastern Wisconsin Region consists of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties, as shown on Map I-1. Exclusive of Lake Michigan, these seven counties have a total area of 2,689 square miles, or about five percent of the total area of Wisconsin. These counties, however, account for about 36 percent of the State's population, about 34 percent of all jobs in the State, and about 37 percent of the wealth in the State as measured by equalized value. The Region contains 154 local governments, not including school and other special-purpose districts, all of which participate in the work of the Commission.

Geographically, the Region is located in a relatively good position with regard to continued growth and development. The Region is bounded on the east by Lake Michigan, which is an integral part of a major international transportation network. It is bounded on the south by the rapidly expanding metropolitan region of northeastern Illinois, and on the west and north by the fertile agricultural and desirable recreation areas of the rest of the State of Wisconsin. Many of the most important industrial areas and heaviest population concentrations in the Midwest are within 250 miles of the Region.

¹ *The first-generation regional land use and transportation plans are documented in SEWRPC Planning Report No. 7, Land Use-Transportation Study, Volume One, Inventory Findings: 1963, May 1965; Volume Two, Forecasts and Alternative Plans: 1990, June 1966; and Volume Three, Recommended Regional Land Use and Transportation Plans: 1990, November 1966.*

The second-generation regional land use and transportation plans are documented in SEWRPC Planning Report No. 25, A Regional Land Use Plan and a Regional Transportation Plan for Southeastern Wisconsin-2000, Volume One, Inventory Findings, April 1975, and Volume Two, Alternative and Recommended Plans, May 1978.

The third-generation regional land use and transportation plans are documented in SEWRPC Planning Report No. 40, A Regional Land Use Plan for Southeastern Wisconsin-2010, January 1992, and in SEWRPC Planning Report No. 41, A Regional Transportation System Plan for Southeastern Wisconsin: 2010, December 1994.

The fourth-generation regional land use and transportation plans are documented in SEWRPC Planning Report No. 45, A Regional Land Use Plan for Southeastern Wisconsin: 2020, December 1997, and SEWRPC Planning Report No. 46, A Regional Transportation System Plan for Southeastern Wisconsin: 2020, December 1997. The review and reaffirmation of the fourth-generation plans and extension of design year to 2025 are documented in SEWRPC Memorandum Report No. 157, Review and Reaffirmation of Year 2020 Regional Land Use and Transportation Plans and Extension of Plan Design Year to 2025, April 2003.

The fifth-generation regional land use and transportation plans are documented in SEWRPC Planning Report No. 48, A Regional Land Use Plan for Southeastern Wisconsin: 2035, June 2006 and SEWRPC Planning Report No. 49, A Regional Transportation System Plan for Southeastern Wisconsin: 2035, June 2006. The review and reaffirmation of the fifth-generation regional transportation plan is documented in SEWRPC Memorandum Report No. 197, Review, Update, and Reaffirmation of Year 2035 Regional Transportation Plan, June 2010.

Map I-1 also shows the boundaries of the urbanized areas within the Region as defined by the U.S. Bureau of the Census. Urbanized areas consists of a central core and adjacent densely settled area that together contain at least 50,000 people and are delineated by the Census Bureau based on resident population and population density. There are five urbanized areas in the Region, including the Kenosha, Milwaukee, Racine, and West Bend urbanized areas and a portion of the Round Lake Beach urbanized area. The Region's portion of the Round Lake Beach urbanized area is largely in western Kenosha County, with a small portion in Walworth County; however, a greater portion is located in Northern Illinois.

NEED FOR PLAN REVIEW, RE-EVALUATION, AND EXTENSION

The periodic review of major elements of the Region's land use and transportation plan is essential within the Commission's planning framework. There is a need for a thorough review and evaluation of the plan in light of changes that have occurred in the population and employment levels and distribution, land use patterns, and public facility and utility systems, and any resulting need to change regional development objectives or their relative priority. Moreover, there is a need to extend the plan to a new design year on the basis of these changes; on the basis of the findings and recommendations of other local, county, or regional plans since completed; and on the basis of new projections of population and economic activity.

Finally, there is a need to ensure that the regional land use and transportation plan, in conjunction with other Commission-prepared plans, fulfills the requirements of the State comprehensive planning law, as appropriate at the regional level of planning. It should be noted that six of the seven counties and almost all of the cities, villages, and towns in the Region have adopted comprehensive plans per State legislation since the adoption of the fifth-generation regional land use plan in June 2006.² These plans, as discussed in detail in Volume I, Chapter II, *Existing Conditions and Trends: Population, Employment, and Land Use*, will have a significant impact on future development activity in the Region.

² *Milwaukee County has not prepared a comprehensive plan since it does not administer a zoning, subdivision, or official map ordinance.*

SCOPE OF THE REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN

The plan addresses land use and transportation from an areawide planning perspective. The Commission's regional plan, coordinated and integrated with other Commission, State, and local plans, provides the vision for land use and transportation serving Southeastern Wisconsin.

From the land use perspective, the focus of the plan is on land uses that form the overall generalized pattern of urban and rural development on a regional scale. These include open space uses such as agriculture; areas encompassing concentrations of wetlands, woodlands, and other natural resource features; and major parks and open space reserves. The plan also addresses urban uses such as the general location and intensity of residential development and the location of larger concentrations of commercial, industrial, and institutional uses as well as certain transportation terminals. These urban uses place demands on public works facilities of areawide concern, including highways and transit facilities, sanitary trunk sewers and wastewater treatment plants, and major stormwater management facilities. Smaller urban uses, such as neighborhood commercial, institutional, and recreational areas, are considered in the regional planning process in regard to the aggregate area they require and their approximate densities and distribution. Such neighborhood uses are incorporated into the land use component of the plan as integral components of urban neighborhood units and identified in adopted community comprehensive plans.

From a transportation perspective, the plan primarily addresses intraregional travel, and the transportation system within Southeastern Wisconsin which serves intraregional travel. Intraregional travel is travel by people and freight where both ends of the trip or travel are within the seven-county Region. Commission studies over the past 40 years have consistently established that over 95 percent of total personal travel on an average weekday within Southeastern Wisconsin is intraregional travel made by Southeastern Wisconsin residents and is carried on streets and highways, public transit, and bicycle and pedestrian facilities. In addition, over 90 percent of the commercial truck traffic on streets and highways within Southeastern Wisconsin on an average weekday is intraregional travel made by trucks registered within the Region. The plan also addresses personal and freight interregional travel, and particularly such travel over streets and highways, which represents an estimated 90 percent of total personal and freight interregional travel within Southeastern Wisconsin on an average weekday. Interregional travel is travel where one or both ends of the travel or trip are located outside of the Region.

The transportation component of the plan is closely coordinated with statewide transportation planning conducted by the Wisconsin Department of Transportation (WisDOT). The State of Wisconsin's transportation planning addresses interregional travel within and through Southeastern Wisconsin, and as well within and through the other regions of the State. WisDOT's statewide transportation planning specifically addresses travel through the State, between the State of Wisconsin and other states, and between the regions of the State. WisDOT's statewide transportation planning therefore focuses on commercial and general aviation, intercity bus and passenger rail

service, freight railways, ports, and also streets and highways which carry interstate and interregional traffic, specifically the highest level of highways including freeways and other state trunk highways. Coordination between statewide transportation planning and regional transportation planning permits Commission traffic forecasts of interregional travel by personal vehicles and commercial trucks on state trunk highways to be consistent with statewide transportation plans and forecasts.

The Commission's regional transportation planning, particularly as it addresses arterial highway facilities and public transit facilities and services at and across the Region's boundaries, is closely coordinated with the Wisconsin and Illinois Departments of Transportation, the Chicago Metropolitan Agency for Planning, the Bay Lakes and East Central Wisconsin Regional Planning Commissions, and the Wisconsin and Illinois Counties along the Region's boundaries.

THE BASIC PRINCIPLES OF LAND USE AND TRANSPORTATION PLANNING

The Commission's regional land use and transportation planning efforts are based on eight basic principles:

- **Land use and transportation system planning must be regional in scope.** Many problems and opportunities attendant to changing land use and travel patterns in an urbanizing region transcend corporate limits. In particular, travel patterns develop over an entire urban region without regard to corporate limits. Thus, land use and transportation planning cannot be accomplished successfully within the confines of a single municipality or even a single county if that municipality or county is a part of a larger urban complex. Land use and transportation system planning at a regional level assists in identifying common interests and objectives among counties and communities in the Region and then translates them into recommendations. In turn, these recommendations provide an overall framework under which county and community land use and transportation planning efforts can best be prepared and coordinated with one another. Also, the regional surface transportation system—which is composed of arterial streets and highways, transit facilities and services, bicycle and pedestrian facilities, and related terminal facilities, as well as transportation system management measures—should form a single integrated system over the entire Region, a system which can adequately serve changing regional land use and travel patterns.
- **Land use and transportation system planning must be conducted concurrently, and cannot be separated.** The land use pattern determines the amount and spatial distribution of travel to be accommodated by the transportation system and the ability of various modes of transportation to serve travel demand cost-effectively. The land use pattern also determines public utility needs. In turn, the transportation and public utility systems can have an impact on shaping the future land use pattern.

Although detailed land use patterns are primarily of local concern and properly subject to local planning and control, the aggregate effects of the spatial distribution of land use activities are regional in scope and interact strongly with the need for regional transportation facilities.

- **Land use and transportation system planning must recognize the existence of a limited natural resource base to which urban and rural development must be properly adjusted to ensure the overall environmental quality of the Region.** Land, water, and air resources are limited, and sensitive to potential misuse through improper land use and transportation system development.
- **The regional land use and transportation planning process is cyclical in nature, alternating between areawide systems planning and local land use and project planning.** Overall regional land use and transportation plans are initially advanced at the areawide systems level of planning, and then an attempt is made to implement the plan recommendations through county and local land use planning, or project planning and preliminary engineering. If, for whatever reasons, a particular feature of the regional plan cannot be implemented at the local level, that determination is taken into account in the next cycle of areawide systems planning.
- **Highway facilities, transit facilities, bicycle and pedestrian facilities, and travel demand and transportation systems management measures should be planned together.** Transit facilities, bicycle and pedestrian facilities, and travel demand and transportation systems management measures have the potential to affect and reduce future highway traffic and improvement needs. Their potential to address highway traffic volume and congestion should be quantitatively tested and determined, and highway improvements should then be considered to address highway traffic and congestion which may not be expected to be alleviated by transit facilities, bicycle and pedestrian facilities, or travel demand and transportation systems management measures.
- **Transportation facilities should be planned as an integrated system.** The capacities of each link in each system should be carefully fitted to travel or traffic loads, and the effects of each proposed facility on the remainder of the system should be quantitatively tested.
- **Transportation systems planning must recognize the role of transportation in the achievement of personal and community goals.** Access to high-quality transportation supports and promotes the maintenance and expansion of the Region's economy. Access to high-quality transportation, including a choice of modes, contributes to the Region's quality of life, reducing the amount of time which must be expended on transportation in daily life and facilitating the freedom to choose between a variety of places to live, work, shop, and recreate. Transportation plays a key role in making accessible environmentally sound economic, cultural, and educational opportunities; promoting sound economic development; and

providing an attractive quality of life. The provision of a safe transportation system also contributes to the quality of life by minimizing fatalities, injuries, and property damage, and the costs of transportation.

- **Transportation systems planning must recognize the importance of properly relating the regional transportation system to the State and national systems.** The planning for the interregional movement of people and goods, particularly by railway, pipeline, and waterway, is primarily the responsibility of the State and Federal levels of government. Also, decisions made at the State and Federal levels of government affect the scale and timing of regional transportation system development and the availability of capital funds to implement regional transportation system improvements. Therefore, coordination in the planning process with the State and Federal levels of government becomes essential to the attainment of a balanced, integrated, and workable regional transportation system.

DEVELOPING A FOUNDATION FOR THE PLAN

The initial steps in the process for preparing the year 2050 regional land use and transportation plan include collecting an inventory of relevant land use and transportation data, analyzing those data, and preparing forecasts of future needs for resources, land, and transportation based on the data. These steps provide the information necessary to adequately plan for the Region's future land use and transportation.

Inventory

Reliable planning and engineering data that are collected on a uniform, areawide basis are essential to the preparation of workable development plans. Consequently, inventory work becomes the first operational step in the planning process. Factual information on the current state of the Region is crucial to prepare accurate forecasts and select alternative courses of action during the planning process. Major land use-related inventory work conducted in support of the year 2050 regional land use and transportation plan included areawide inventories of the population and economy, land use, natural resource base, public utility service areas, and community comprehensive plans within the Region. Major transportation inventory work included travel surveys on an average weekday of the Region's resident population, resident commercial trucks, public transit ridership, and personal vehicle and commercial truck traffic traveling into and out of the Region; and inventories of highway and transit facilities, including physical and operational characteristics and use. In addition, inventories were conducted of the implementation to date of the existing year 2035 regional land use and transportation plans.

Analyses and Forecasts

Inventories provide factual information about the present situation, but analyses and forecasts are necessary to provide estimates of future needs for resources, land, and transportation. Analyses of the information provided by the inventories are required for an understanding of the existing situation, trends of change, and the factors

influencing those trends. The analytical relationships that link population and economic activity to the demand for land and transportation are particularly important.

Future needs must be estimated from forecasts founded in the planning analyses. Population, household, and economic activity forecasts set the general scale of future growth. This scale of future growth is then translated into future demands for land use, and ultimately for travel.

The Commission prepared new projections of population, households, and employment for the Region in 2013, extending those projections to the year 2050. The Commission has used a range of projections in prior studies. The range has included a high, intermediate, and low projection of future population, household, and employment levels and was used again for the 2050 projections. The intermediate projection is considered the most likely to occur for the Region as a whole, and is intended to provide a basis for preparing the regional land use and transportation plan and other elements of the comprehensive plan for the Region. The high and low projections are intended to provide an indication of the range of population, household, and employment levels that could conceivably occur under significantly higher or lower, but nevertheless plausible, growth scenarios for the Region.

OVERVIEW OF VISION 2050: A VISIONING AND SCENARIO PLANNING APPROACH

Commission staff conducted a visioning and scenario planning process to develop the year 2050 regional land use and transportation plan. This process is discussed in more detail in Volume II, *Developing the Vision and Plan*. Visioning and scenario planning are being used more frequently by regional planning commissions and MPOs across the nation as a way to enhance their regional planning efforts. The purpose of the VISION 2050 visioning and scenario planning effort was to develop a shared long-range vision of future land use and transportation in Southeastern Wisconsin which is understood and embraced by the Region's residents. The land use and transportation vision describes how Region residents want their communities and the Region to develop, and how they want to be connected to the different places in their communities and the Region where they live, work, and play. The VISION 2050 effort was designed to obtain greater public input into the specific design and evaluation of sketch scenarios, detailed alternative plans, and ultimately the final recommended land use and transportation plan. The effort was also an attempt to expand public knowledge on the implications of existing and future land use and transportation development in Southeastern Wisconsin.

Public Outreach and Involvement

Extensive public outreach was conducted as part of each step in the VISION 2050 process. This outreach included newsletters, brochures, media contacts and news releases, and extensive public outreach to minority and low-income groups and organizations, business groups, service groups, community and neighborhood groups,

environmental groups, and others. Outreach also occurred through participation at fairs, festivals, and other events. The public outreach was intended to inform, and obtain input, at each step of the visioning and planning process, ultimately shaping the initial vision, sketch scenarios, detailed alternative plans, preliminary recommended plan, and final recommended plan. As in past efforts, Commission staff made every effort to respond to the comments and suggestions made throughout the process so that the resulting vision and plan reflected the values and goals expressed by the Region's residents. To expand outreach beyond its capability and limited resources, the Commission also contracted with nonprofit, community organizations to conduct targeted outreach to their constituents. This outreach effort was designed to reach and engage certain groups that have traditionally been underrepresented—in particular, minority populations, people with disabilities, and low-income individuals—and encourage them to participate and provide input.

Commission staff also maintained a website dedicated specifically to the plan—www.VISION2050SEWis.org—which provided regular updates on plan development progress, announcements of public meetings, and a continuous avenue for members of the public to submit comments on the plan. The website was also linked to the Commission's website—www.sewrpc.org—which included the plan report chapter-by-chapter and Advisory Committee meeting agendas, materials, and minutes.

Five series of public visioning workshops or public meetings were held during the visioning and planning process to provide information on, and obtain input to, the development of the regional land use and transportation plan. These workshops and meetings were conducted at the very beginning of the visioning process and occurred at key stages throughout the plan development process. The locations for all public workshops and meetings were chosen to meet Americans with Disabilities Act of 1990 (ADA) standards, to be accessible by public transit, and to be convenient for minority and low-income populations.

In addition, Commission staff provided numerous briefings upon request to groups and individuals, and offered briefings through outreach, in particular to minority and low-income population groups and elected officials. Also upon request, staff conducted full or partial visioning workshops for several groups, elected officials, or local or county staffs that were unable to attend the public workshops.

Visioning and the Formulation of Guiding Statements and Objectives

Along with the steps related to inventory, analyses, and forecasts, visioning activities for the VISION 2050 effort served as an initial step of the year 2050 plan development process. VISION 2050 involved public outreach techniques designed to engage members of the public and obtain their involvement at the very beginning of the process to develop a consensus vision for the plan. This step engaged the Region's residents in visioning for the future, encouraging them to better understand land use and transportation system development and consequences, and promoting discussion and understanding of the diverse transportation needs which exist across the Region. The intent was for more of the Region's residents to become aware of, understand, and support the final

recommended plan, so that the potential to implement the resulting recommendations would be improved. The product of these visioning activities was an initial vision comprised of a set of VISION 2050 Guiding Statements, which generally describe the desired future direction of growth and change in the Region with respect to land and transportation system development.

Land use and transportation plan objectives were developed based on the established Guiding Statements. Objectives are statements that focus on how the Region should desirably look and function in the future. These statements are clear and concise to provide meaningful guidance, and form the basis for developing criteria, which quantify the extent to which each alternative plan meets each objective. Criteria are discrete measures that are used to evaluate and compare the alternative plans with respect to how well they attain each objective.

Scenario Planning and Evaluation

The feedback obtained from initial visioning activities led into a scenario planning effort. Scenario planning is a process used to develop a long-term shared vision by considering and evaluating a range of potential future scenarios of regional land use development and transportation system development. Commission staff was able to show the public and local governments the consequences of future land use patterns and transportation systems, and make it easier for them to provide input into the plan development process, by developing and comparing possible scenarios, or futures.

An initial series of “sketch” land use and transportation scenarios were developed from the Guiding Statements produced during the initial visioning activities. The sketch scenarios include a baseline scenario representing a continuation of current trends and four additional scenarios representing the range of possible futures for land use and transportation which could achieve the Region’s identified vision. The sketch scenarios were also compared to the County and community comprehensive plans in each County.

Each scenario was then evaluated with a “sketch” evaluation tool to assess, as best as can be done with a general sketch scenario, how each scenario would perform relative to the other scenarios. A series of criteria were selected and estimated with the sketch evaluation tool. These criteria measured the extent to which each scenario is consistent with the initial vision. The scenarios were refined and the number of scenarios was reduced to create more detailed alternative plans, including consideration of public input on the scenarios and their evaluation.

Alternative Plan Design and Evaluation

The sketch scenarios formed the foundation for the development of more detailed alternative land use and transportation plans. Each alternative plan included a specific land use development pattern and transportation system, representing alternative visions for the Region. Each alternative plan was also designed to accommodate population, household, and employment levels envisioned for the Region under the Commission intermediate growth projections for the year 2050.

In-depth evaluation and comparison of the detailed alternative plans was conducted in terms of each alternative plan's viability and performance under future conditions. The alternative plans were assessed based on their impacts, influences, and effects on selected criteria. Evaluation tools, including the Commission's travel demand models, were used to estimate values for each criterion.

Preliminary Recommended Plan

The goal of the process was to achieve regional consensus on the future of the Region's land use and transportation system. This included asking members of the public to indicate their preferred alternative plan using a variety of methods. Information on the alternative plans and evaluation results was made readily available to assist in making decisions. This public input was then used to assist in identifying a preferred vision and preliminary recommended plan.

The end result was a preliminary recommended land use and transportation plan, which represents a preferred comprehensive vision for the Region. The land use component includes land use recommendations for the Region, while the transportation component serves the recommended land use component and includes transportation recommendations for the Region.

Fiscal constraint had to be demonstrated as part of the development of the transportation component of the preliminary recommended plan. A financial analysis was conducted of the transportation component, comparing plan costs to existing and reasonably expected revenues. An evaluation of the impact of the preliminary land use and transportation recommendations on minority and low-income populations within the Region was also conducted. The evaluation assessed whether minority and low-income populations would receive a proportionate share of any plan benefits, or a disproportionate share of plan costs.

Final Recommended Plan

The last step in the process was the preparation and adoption of a final year 2050 land use and transportation plan for Southeastern Wisconsin. In this step, staff refined the preliminary recommended plan based on feedback from the public, with guidance from the Commission's Advisory Committees on Regional Land Use Planning and Regional Transportation System Planning. The final recommended plan provides a consensus vision for the Region to guide decisions and investments at local, county, and State levels for years to come.

As in the preliminary recommended plan, the costs of the transportation component of the final recommended plan were compared to existing and reasonably expected revenues. For the final plan, this financial analysis resulted in a transportation component that includes a "vision" plan and a "fiscally-constrained" plan. The vision plan identifies the transportation system that the Region wants to achieve by the year 2050. The fiscally-constrained plan identifies those elements of the vision plan which may be expected to be funded under existing

and reasonably expected revenues. The funding necessary to achieve the remaining elements of the vision plan is identified, along with potential initiatives to provide the needed funding and implement the complete vision.

The final plan includes an implementation framework, identifying potential actions and strategies to achieve plan recommendations and guide local, county, and State decision-making. In particular, it specifies those actions needed to go beyond the fiscally-constrained transportation plan and achieve the transportation vision plan. The final plan also specifies an ongoing program to monitor and document progress toward achieving plan recommendations, including regularly calculated and reported performance measures.

The Advisory Committees recommended adoption of the final plan to the Regional Planning Commission. Upon adoption by the Commission, the plan was certified to concerned units and agencies of government for adoption and implementation.

ORGANIZATIONAL STRUCTURE

VISION 2050 was prepared by Commission staff under the guidance of the Commission's Advisory Committees on Regional Land Use Planning and Regional Transportation System Planning. The Committee members were appointed by the Regional Planning Commission and consist primarily of planning and public works officials from counties and communities throughout the Region and representatives of concerned State agencies, including the DNR and WisDOT. In addition, the Commission's Environmental Justice Task Force (EJTF) monitored work on the plan to ensure that Federal environmental justice and related requirements were met as preparation of the plan progressed. To this end, the EJTF was given an opportunity to review all materials produced during preparation of the plan. All comments, suggestions, and recommendations made by the EJTF were reported to the Advisory Committees for their consideration. The members of the Advisory Committees are identified on the inside front cover of this report and the members of the EJTF are identified in Figure I-1.

Also, at appropriate times during the process, information was provided to, and input obtained from, each County's Advisory Committee on Jurisdictional Highway System Planning—which includes representation from each of the seven counties and 147 municipalities within the Region. In particular, these advisory committees met to consider, and review and approve, the transportation components of the preliminary and final recommended plans advanced by the Advisory Committee on Regional Transportation System Planning.

In addition, throughout the study Commission staff worked with a number of interests through individual and group briefings and meetings providing information about, and obtaining input on, the plan and planning process. Staff also developed and convened "task forces" which met during the plan development process to examine specific issues related to land use and transportation. Issues included transportation needs of business, industry, workforce development, and higher education; environment, including natural resources; environmental justice,

including minority and low-income populations and people with disabilities; freight movement; human services transportation needs; land use, including farming, builder, realtor, and environmental interests; non-motorized transportation, including bicycle and pedestrian facilities; public transit; transportation system operations management and transportation demand management; and women's land use and transportation issues.

SCHEME OF PRESENTATION

The findings and recommendations of the VISION 2050 planning process are documented in this report. The report is divided into three separate volumes and appendices. The following is an outline of the three volumes, including the chapters found within those volumes:

Volume I: Groundwork for Vision and Plan Development

- Chapter I—Introduction
- Chapter II—Existing Conditions and Trends: Population, Employment, and Land Use
- Chapter III—Review of Currently Adopted Regional Land Use and Transportation System Plans
- Chapter IV—Inventory of Transportation Facilities and Services
- Chapter V—Travel Habits and Patterns
- Chapter VI—Future Population, Households, and Employment in the Region

Volume II: Developing the Vision and Plan

- Chapter I—Visioning for the Region's Future
- Chapter II—Sketch Land Use and Transportation System Scenarios
- Chapter III—Alternative Land Use and Transportation System Plans

Volume III: Recommended Regional Land Use and Transportation Plan

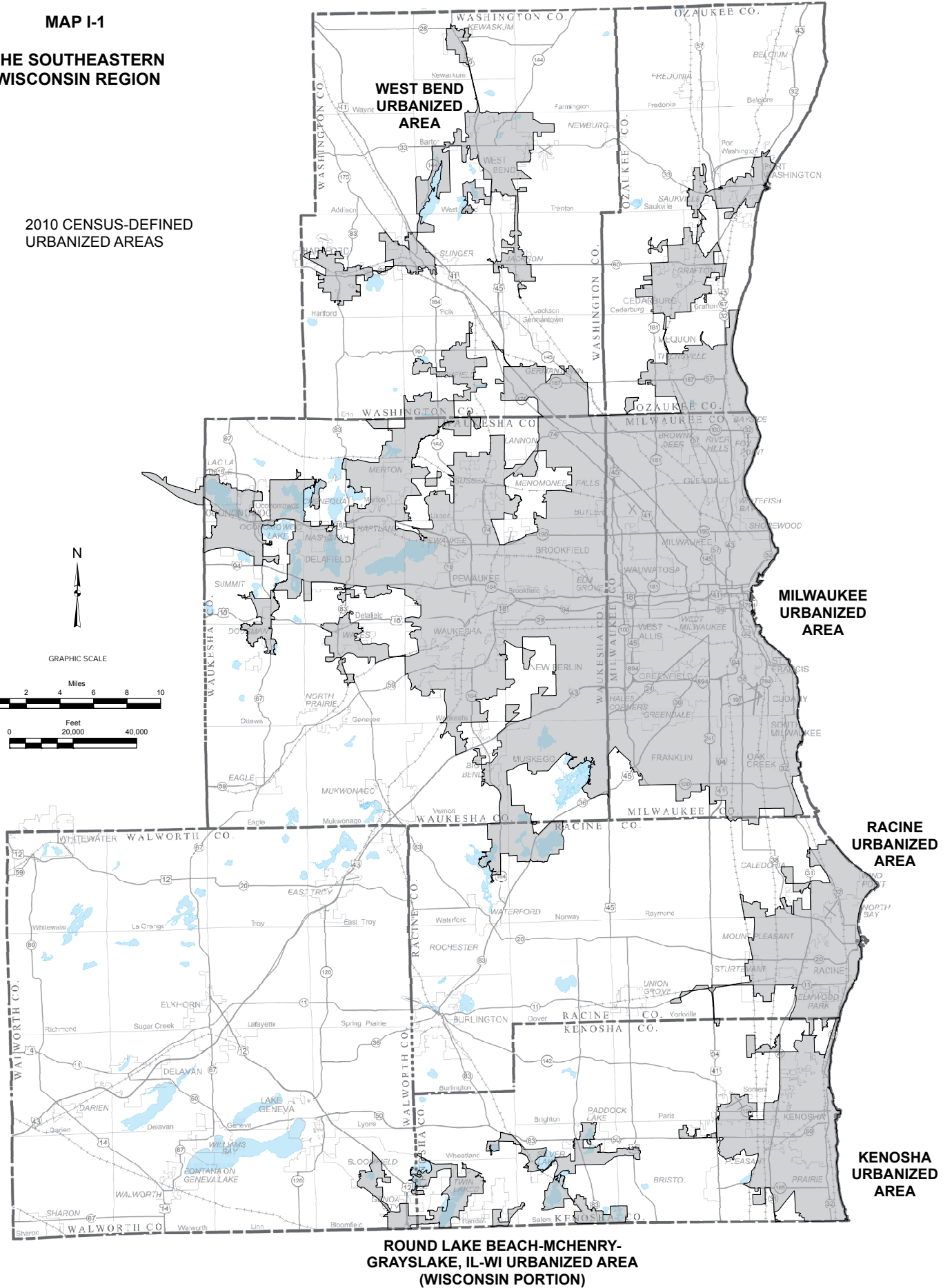
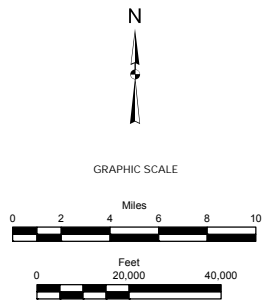
- Chapter I—Recommended Year 2050 Regional Land Use and Transportation System Plan
- Chapter II—Plan Implementation
- Chapter III—Summary and Conclusions

* * *

MAP I-1

THE SOUTHEASTERN WISCONSIN REGION

2010 CENSUS-DEFINED URBANIZED AREAS



ADVISORY COMMITTEE ON REGIONAL LAND USE PLANNING

Members

Julie A. Anderson, Chair Director of Public Works and Development Services, Racine County
Jennifer Andrews City Planner, City of Waukesha
Timothy R. Bate Director of Planning, Research and Sustainability,
Milwaukee Metropolitan Sewerage District
Robert J. Bauman Alderman, City of Milwaukee
Andy Buehler Director of Planning Operations, Kenosha County
Harlan E. Clinkenbeard City Planner, City of Pewaukee
Michael P. Cotter Director, Walworth County Land Use and Resource Management Department
Brian Dranzik Director, Department of Transportation, Milwaukee County
Henry Elling Administrator, Village of Summit
Charles Erickson Community Development Manager, City of Greenfield
Daniel F. Ertl Director of Community Development, City of Brookfield
Jason Fruth Planning and Zoning Manager, Waukesha County
Vanessa Koster Planning Manager, City of Milwaukee Department of City Development
Jeffrey B. Labahn Director, Community Development and Inspections, City of Kenosha
Patricia T. Najera City Plan Commissioner, City of Milwaukee
Eric A. Nitschke Regional Director, Southeast Region,
Wisconsin Department of Natural Resources
Mark Piotrowicz City Planner/Operations Manager, City of West Bend
Brandi Richter District Conservationist, Kenosha-Racine-Milwaukee Counties,
U.S. Natural Resources Conservation Service
Matthew Sadowski Assistant Director, City of Racine Department of City Development
Steven J. Schaer Manager of Planning and Zoning, City of West Allis
Sheri Schmit Deputy Director, Southeast Region,
Wisconsin Department of Transportation
Douglas Seymour Director of Community Development, City of Oak Creek
Debora Sielski Deputy Planning and Parks Administrator, Manager of Planning Division, Washington County
Andrew T. Struck Director, Planning and Parks Department, Ozaukee County
Todd Stuebe Director of Community Development, City of Glendale
Randy Tetzlaff Director of Planning and Development, City of Port Washington
Teig Whaley-Smith Economic Development Director, Milwaukee County

ADVISORY COMMITTEE ON REGIONAL TRANSPORTATION SYSTEM PLANNING

Members

Brian Dranzik, Chair.....Director, Department of Transportation, Milwaukee County
Fred Abadi.....Director of Public Works, City of Waukesha
Julie A. Anderson..... Director of Public Works and Development Services, Racine County
Christopher Bertch.....Community Planner, Federal Transit Administration - Region 5
U.S. Department of Transportation
Daniel Boehm..... Interim Managing Director, Milwaukee County Transit System
Scott Brandmeier..... Director of Public Works and Village Engineer, Village of Fox Point
Kevin M. Brunner..... Director of Central Services, Walworth County Public Works Department
Allison M. Bussler.....Director, Department of Public Works, Waukesha County
David E. Cox..... Village Administrator, Village of Hartland
Robert R. Dreblow..... Highway Commissioner, Ozaukee County Highway Department
Gary Evans..... Highway Engineering Division Manager,
Department of Public Works, Waukesha County
Jennifer Gonda..... Legislative Liaison Director, City of Milwaukee
Thomas M. Grisa.....Director, Department of Public Works, City of Brookfield
Don Gutkowski.....Director, Bureau of Planning and Economic Development,
Division of Transportation Investment Management,
Wisconsin Department of Transportation
Susan Hedman.....Regional Administrator, Region 5
U.S. Environmental Protection Agency
T.J. Justice..... City Administrator and Director of Development, City of West Bend
Ghassan A. Korban..... Commissioner, Department of Public Works, City of Milwaukee
Nik Kovac..... Alderman, City of Milwaukee
Michael M. Lemens.....Director of Public Works and City Engineer, City of Kenosha
Michael G. Lewis.....City Engineer, City of West Allis
Michael Mayo, Sr..... Supervisor, Milwaukee County
Dwight McComb..... Systems Planning & Performance Manager/Team Leader, Federal Highway Administration,
U.S. Department of Transportation
Eric A. Nitschke..... Regional Director, Southeast Region,
Wisconsin Department of Natural Resources
Jeffrey S. Polenske.....City Engineer, City of Milwaukee
William Porter..... Director, Department of Public Works, City of Wauwatosa
William D. Sasse..... Director of Engineering, Village of Mount Pleasant
Sheri Schmit..... Deputy Director, Southeast Region,
Wisconsin Department of Transportation
Gary A. Sipsma..... Director, Division of Highways, and
Highway Commissioner, Department of Public Works, Kenosha County
Bart A. Sponseller..... Director, Bureau of Air Management,
Wisconsin Department of Natural Resources
Andrea Weddle-Henning..... Transportation Engineering Manager,
Department of Transportation, Milwaukee County
Thomas Wondra..... Highway Commissioner, Washington County
Dennis Yaccarino..... Senior Budget and Policy Manager, Budget and Management Division,
Department of Administration, City of Milwaukee
Mark H. Yehlen.....Commissioner of Public Works, City of Racine

Liaison to Environmental Justice Task Force

Willie Wade.....Alderman, City of Milwaukee

Figure I-1 (revised)

SEWRPC ENVIRONMENTAL JUSTICE TASK FORCE

Adelene Greene, Chair Commissioner, Southeastern Wisconsin Regional Planning Commission;
Director of Workforce Development, Kenosha County
Yolanda Adams President and CEO, Urban League of Racine and Kenosha
Tyrone P. Dumas Educational Consultant, SOS Center Garden of Hope After School Program, Milwaukee
Ella Dunbar Program Services Manager, Social Development Commission, Milwaukee
Ness Flores Attorney, Flores & Reyes Law Offices
Nancy Holmlund Past President, Racine Interfaith Coalition
Jedd Lapid Regional Chief Development Officer, American Red Cross of Eastern Wisconsin
N. Lynnette McNeely Legal Redress Chair, Waukesha County NAACP
Guadalupe “Wally” Rendon President, Hispanic Business and Professionals Association of Racine
Jackie Schellinger Indian Community School
Theresa Schuerman Walworth County Bilingual Migrant Worker Outreach
Willie Wade Alderman, City of Milwaukee
Wallace White Principal/CEO, W2EXCEL, LLC