



Credit: Milwaukee County Transit System

1.1 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 report is presented in three volumes. This first volume, *Groundwork for Vision and Plan Development*, includes land use and transportation inventory data, analyses of those data, and forecasts of future needs for resources, land, and transportation based on the data. The second volume, *Developing the Vision and Plan*, describes the plan development process, including a visioning and scenario planning effort, development and evaluation of detailed alternative plans, and preparation of a preliminary recommended plan. The third volume, *Recommended Regional Land Use and Transportation Plan*, presents the final recommended plan and the actions, strategies, and funding necessary to implement the plan.

1.2 THE REGION

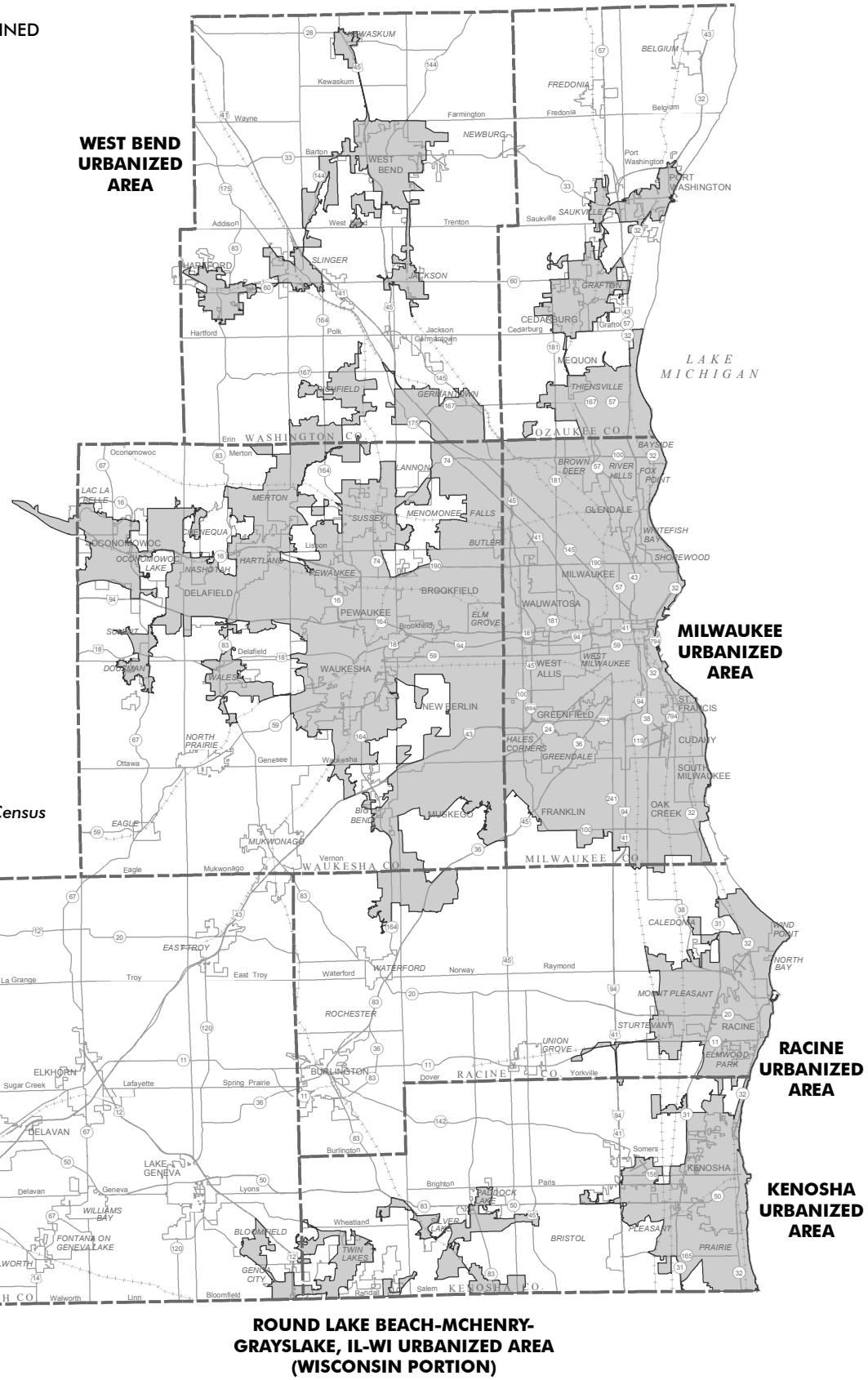
The Southeastern Wisconsin Region consists of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties, as shown on Map 1.1. Exclusive of Lake Michigan, these seven counties have a total area of 2,689 square miles, or about 5 percent of the total area of Wisconsin. These counties, 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

The VISION 2050 plan report is presented in three volumes:

- **Volume I:**
Groundwork for Vision and Plan Development
- **Volume II:**
Developing the Vision and Plan
- **Volume III:**
Recommended Regional Land Use and Transportation Plan

Map 1.1
Southeastern Wisconsin Region

 2010 CENSUS-DEFINED URBANIZED AREAS



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 expanding metropolitan region of northeastern Illinois, with the Midwest's only global city, Chicago, at its center, 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.

Map 1.1 also shows the boundaries of the urbanized areas within the Region as defined by the U.S. Bureau of the Census. Urbanized areas consist 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 predominately 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.

1.3 NEED FOR REGIONAL PLANNING

Regional, or areawide, planning has become increasingly popular in the large metropolitan areas of the United States. This increase in popularity 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. There is also a recognition that sound resolution of areawide problems requires the cooperation of all units and agencies of government and of private interests.

Public and private interests are vitally affected by the proposed solutions to these areawide 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 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 has adopted a new generation of the

Regional planning is a vital supplement—not a substitute—to Federal, State, and local public planning and private planning. VISION 2050 is an advisory plan and provides essential guidance and coordination to these planning levels.

regional land use and transportation plan about every 10 years.¹ This 10-year cycle allows time for new inventory data to become available, strengthening future land use and transportation forecasts used to prepare the plan. VISION 2050, the sixth-generation regional land use and transportation plan, updates and revises the previous year 2035 regional land use and transportation plans, including the data collected and forecasts prepared under those plans.

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) prepares these regional plans as 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.” It prepares individual plan elements that together comprise the Region’s required master plan, also referred to as the Region’s comprehensive plan, which 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.

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 affirmation 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, and SEWRPC Memorandum Report No. 215, Review and Update of the Year 2035 Regional Transportation Plan, June 2014.

VISION 2050, as the Commission’s regional land use and transportation plan, is an advisory plan under State law, and provides essential guidance and coordination to the 154 local units of government within Southeastern Wisconsin², the State government, the Federal government, and private interests with respect to:

- Future land use development;
- 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.

1.4 MEETING FEDERAL REQUIREMENTS

The Federal government, like the State of Wisconsin, recognizes the need for regional planning, 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. The Commission is 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 the required transportation system plan for the Region.

The transportation component of VISION 2050 largely satisfies the Federal metropolitan area transportation planning requirements under the Fixing America’s Surface Transportation Act (FAST Act), thus qualifying the State and constituent local units of government for Federal aids in partial support of the development of highway and transit facilities. Some requirements added by the FAST Act during the preparation of VISION 2050 will be met through work to be done following the completion of VISION 2050.³ In addition, the transportation component satisfies the transportation planning requirements associated with air quality planning related to the National Ambient Air Quality Standards (NAAQS). This planning is conducted by the Wisconsin Department of Natural Resources (DNR) as required by the Federal Clean Air Act Amendments of 1990.

² In April 2015, the Village of Somers incorporated, effectively increasing the number of local units of government to 155—seven counties and 148 municipalities. The text and data presented herein reflect the local units of government as of January 1, 2015.

³ Following VISION 2050, the Commission staff will work to fully address performance management requirements in the FAST Act, as well as prepare an updated congestion management process in accordance with FAST Act requirements.

1.5 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 levels and distribution of population and employment;
- Land use patterns;
- 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 the above changes; the findings and recommendations of other local, county, or regional plans since completed; and 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 2006.⁴ These plans, as discussed in Volume I, Chapter 2, *Existing Conditions and Trends: Population, Employment, and Land Use*, will have a significant impact on future development activity in the Region.

1.6 SCOPE OF THE REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN

VISION 2050 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

⁴ *Milwaukee County has not prepared a comprehensive plan since it does not administer a zoning, subdivision, or official map ordinance.*

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 that 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 50 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 that 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.

1.7 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 associated with changing land use and travel patterns in an urbanizing region transcend

Planning for VISION 2050 is closely coordinated with statewide transportation planning conducted by the Wisconsin Department of Transportation (WisDOT), as well as planning by neighboring counties, planning agencies, and departments of transportation.

Eight basic principles provide the basis for VISION 2050 and the Commission's regional land use and transportation planning efforts.

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 that 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 are 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 that 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 that 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.

1.8 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. This information provides the foundation for VISION 2050, and is presented in this first volume, entitled *Groundwork for Vision and Plan Development*.

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 VISION 2050 included areawide inventories

Reliable planning and engineering data that are collected on a uniform, areawide basis are essential to the preparation of workable development plans. Inventorying these data was a first step in the VISION 2050 process.

of the population and economy, land use, natural resource base, public utility service areas, and local 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 within, 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.

Related to the inventory data was a statistical comparison of the Milwaukee metropolitan area to other metro areas in the midwest and throughout the nation. This comparison examined how well the metro area compares with other areas in a number of key measures, including population growth and characteristics, the economy, and transportation. It also examined how the City of Milwaukee compares to the principal city in each metro area, and the differences that exist within each metro area—specifically differences between the principal city and the remainder of the metro area. The results of the comparison provided valuable information for use in developing and evaluating alternative plans, and preparing a preliminary recommended plan and final recommended plan.

Analyses and forecasts provide estimates of future needs for resources, land, and transportation.

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 this range 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.

1.9 OVERVIEW OF VISION 2050: A VISIONING AND SCENARIO PLANNING APPROACH

The process for developing VISION 2050 involved the use of visioning and scenario planning. This process will be 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 visioning and scenario planning effort for VISION 2050 was to develop a shared long-range vision of future land use and transportation in Southeastern Wisconsin—a vision understood and embraced by the Region’s residents. The land use and transportation vision describes how the Region’s 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 that are important to them. The VISION 2050 effort was designed to obtain greater public input into the specific design and evaluation of conceptual scenarios, detailed alternative plans, and ultimately the final recommended land use and transportation plan. The effort is also an attempt to expand public knowledge about the implications of existing and future land use and transportation development in Southeastern Wisconsin.

Public Outreach and Involvement

As Volume II describes further, extensive public outreach was a focal point of the VISION 2050 process, conducted as part of each step in the VISION 2050 process. From the beginning of the 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, with outreach also occurring through participation at fairs, festivals, and other events. The public outreach approach was intended to inform, and obtain input, at each step of the visioning and planning process, ultimately helping to shape the initial vision, conceptual scenarios, detailed alternative plans, preliminary recommended plan, and final recommended plan. As in past efforts, this involved making every effort to respond to the comments and suggestions obtained throughout the process so that the resulting vision and plan reflect the values and goals expressed by the Region’s residents. To expand outreach beyond its capability and limited resources, the Commission also partnered with eight community organizations to conduct targeted outreach to their constituents. This partnership 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 created a website dedicated specifically to the plan—www.VISION2050SEWis.org—to provide regular updates on plan development progress, announcements of public workshops, and a continuous avenue for members of the public to submit comments on the plan. The website links to the Commission’s website—www.sewrpc.org—to provide access to the plan report chapter-by-chapter and Advisory Committee meeting agendas, materials, and minutes.

Volume II also presents the results of extensive face-to-face public engagement for VISION 2050. In addition to briefings upon request to groups and individuals—in particular to minority population groups, low-income population groups, and elected officials—this public engagement included five series of public workshops during the visioning and planning process to provide information on, and obtain input to, the development of the plan. These workshops were initiated at the very beginning of the visioning process, occurring at key stages throughout the plan development process, with staff offering and conducting full or partial visioning workshops upon request for groups, elected officials, or local or county staffs that were unable to attend the public workshops. Criteria for selecting the locations for all public workshops include meeting Americans with Disabilities Act of 1990

The purpose of the visioning and scenario planning effort for VISION 2050 was to develop a shared long-range vision of future land use and transportation in Southeastern Wisconsin that is understood and embraced by the Region’s residents. With this purpose in mind, Commission staff made extensive public outreach a focal point of VISION 2050.

(ADA) standards, being accessible by public transit, and being convenient for minority populations and low-income populations.

Also from the beginning of the process, Commission staff provided numerous briefings upon request to groups and individuals, and offered briefings through outreach, in particular to minority population groups, low-income population groups, and elected officials.

Visioning and the Formulation of Guiding Statements

Along with the steps related to inventory, analyses, and forecasts, visioning activities for the VISION 2050 effort were an initial step of the year 2050 plan development process. These activities, including activities during the first two rounds of workshops, 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 was about engaging 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 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 will 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.

Initial outreach activities engaged residents in visioning for the future, producing an initial land use and transportation vision comprised of a set of VISION 2050 Guiding Statements.

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. Scenario planning allows the public and local governments to consider the consequences of future land use patterns and transportation systems, and makes it easier for them to provide input into the plan development process, by comparing possible scenarios, or futures.

The conceptual scenarios step represented the first opportunity for residents to consider the consequences of different future land use patterns and transportation systems.

This step involved comparison of a series of "conceptual" land use and transportation scenarios, developed from the Guiding Statements produced during the initial visioning activities. The scenarios included a baseline scenario representing a continuation of current trends and additional scenarios representing a range of possible futures for land use and transportation that could achieve the Region's identified vision.

Each scenario was then evaluated with a "sketch" evaluation tool to assess, as best as could be done with a conceptual 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 measure the extent to which each scenario was consistent with the initial vision. Residents explored and provided input on the scenarios and their evaluation at the third round of workshops.

Alternative Plan Design and Evaluation

This stage involved development of more detailed alternative land use and transportation plans, based on the results of the evaluation of the scenarios and the public input on the scenarios. 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.

Included in the alternative plan stage was development of land use and transportation plan objectives, 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 in order to provide meaningful guidance. They form the basis for developing alternative plan evaluation criteria, which quantify the extent to which each alternative plan meets each objective. Criteria are discrete measures used to evaluate and compare the alternative plans with respect to how well they attain each objective.

This stage also involved in-depth evaluation and comparison of the detailed alternative plans in terms of each one'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.

The fourth round of workshops included asking members of the public to indicate their preferred alternative plan elements using a variety of methods. Information about the alternative plans and evaluation results was made readily available to assist in making decisions. This public input then helped staff identify a preferred vision and Preliminary Recommended Plan.

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. The end result was a preliminary recommended land use and transportation plan, representing a preferred comprehensive vision for the Region. The land use component included land use recommendations for the Region, while the transportation component served the recommended land use component and included 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 of the transportation system comparing existing and reasonably expected costs and revenues was conducted, identifying a funding gap. This gap resulted in the need to identify the funded portion of the transportation component. It was also necessary to evaluate the impact of the preliminary land use and transportation recommendations on minority populations and low-income populations in the Region. The evaluation assessed whether minority populations and low-income populations would receive a proportionate share of any plan benefits, or a disproportionate share of plan costs.

The preliminary recommended plan, including the funded portion of the transportation component, was the focus of the fifth and final round of workshops.

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, which is described in Volume III of this report. In this step, the Preliminary Recommended Plan was refined based on consideration of input from

**Alternative plans—
more detailed than the
conceptual scenarios—
were developed and
evaluated against a set
of plan objectives.**

**Alternative plan
feedback results
were considered in
preparing a preliminary
recommended plan that
represented a preferred
comprehensive vision
for the Region.**

Volume III presents the final recommended plan for VISION 2050, providing a consensus vision to guide decisions and investments at local, county, and State levels for years to come. The final plan includes the actions and strategies needed to achieve plan recommendations.

the public, the Commission's Advisory Committees on Regional Land Use Planning and Regional Transportation System Planning, Environmental Justice Task Force (EJTF), Jurisdictional Highway Planning Committees for each county, and the VISION 2050 task forces on key areas of interest. 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 recommended transportation component were compared to existing and reasonably expected revenues. This financial analysis necessitates identifying the funded portion of the transportation system, titled the Fiscally Constrained Transportation Plan (FCTP). While VISION 2050 identifies the desired transportation system that the Region wants to achieve by the year 2050, the FCTP identifies those elements of VISION 2050 that may be expected to be funded under existing and reasonably expected revenues. The funding necessary to achieve the remaining elements of VISION 2050 was identified, along with potential initiatives to provide the needed funding and implement the complete vision.

VISION 2050 includes an implementation framework, which identifies the 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 FCTP and achieve the recommended transportation system. It also specifies an ongoing program to monitor and document progress toward achieving plan recommendations, including regularly calculated and reported performance measures.

Upon recommendation by the Advisory Committees, the Regional Planning Commission adopted VISION 2050 on July 28, 2016. Upon adoption by the Commission, VISION 2050 was certified to concerned units and agencies of government for their endorsement and implementation.

1.10 ORGANIZATIONAL STRUCTURE

The Commission's Advisory Committees on Regional Land Use Planning and Regional Transportation System Planning were convened to provide guidance to Commission staff during preparation of VISION 2050. 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 EJTF monitored work on the plan to ensure that Federal environmental justice and related requirements were met. 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; the members of the EJTF are identified in Figure 1.1.

Also, at appropriate times during the process, information was provided to, and input obtained from, each county's Jurisdictional Highway System Planning Committee—which includes representation from the county and all municipalities within that county. These advisory committees reviewed and provided input on the transportation components of the preliminary and final recommended plans, in particular considering and approving the functional improvement recommendations for the arterial street and highway system.

Figure 1.1
SEWRPC Environmental Justice Task Force (as of July 2016)

Adelene Greene, Chair Commissioner, Southeastern Wisconsin Regional Planning Commission;
 Director of Workforce Development, Kenosha County

Tyrone P. Dumas, Vice Chair Educational Consultant,
 SOS Center Garden of Hope After School Program, Milwaukee

Yolanda Adams President and CEO, Urban League of Racine and Kenosha

Huda Alkaff Founder & Director, Wisconsin Green Muslims

Ella Dunbar Program Services Manager, Social Development Commission, Milwaukee

N. Lynnette McNeely Legal Redress Chair, Waukesha County NAACP

Guadalupe “Wally” Rendon President, Hispanic Business and Professionals Association of Racine

Jackie Schellinger Indian Community Representative, Retired Judge

Theresa Schuerman Walworth County Bilingual Migrant Worker Outreach

May yer Thao Director, Hmong Chamber of Commerce

Willie Wade Vice President, Milwaukee Area Workforce Investment Board

Wallace White Principal/CEO, W2EXCEL, LLC

Special acknowledgment is due the following individuals who served as previous members of the Task Force during the course of the VISION 2050 planning process: Ness Flores, Attorney, Flores & Reyes Law Offices; Nancy Holmlund, Past President, Racine Interfaith Coalition; and Jedd Lapid, Regional Chief Development Officer, American Red Cross of Eastern Wisconsin.

In addition, from the beginning of the VISION 2050 process, Commission staff worked with a number of interested parties 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” to meet during the plan development process and examine specific issues related to land use and transportation. Issues include transportation needs of business, industry, workforce development, and higher education; environment, including natural resources; environmental justice, including minority populations, 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 systems management; and women’s land use and transportation issues.

1.11 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: *Groundwork for Vision and Plan Development* (Volume I), *Developing the Vision and Plan* (Volume II), and *Recommended Regional Land Use and Transportation Plan* (Volume III). The following is an outline of the chapters and appendices found in this first volume:

Volume I: Groundwork for Vision and Plan Development

- Chapter 1—Introduction
- Chapter 2—Existing Conditions and Trends: Population, Employment, and Land Use

- Chapter 3—Review of Currently Adopted Regional Land Use and Transportation System Plans
- Chapter 4—Inventory of Transportation Facilities and Services
- Chapter 5—Travel Habits and Patterns
- Chapter 6—Future Population, Households, and Employment in the Region
- Appendix A—A Comparison of the Milwaukee Metropolitan Area to Its Peers
- Appendix B—Adopted County and Local Comprehensive Plans in Southeastern Wisconsin
- Appendix C—Accuracy Checks of the Year 2011 Travel Surveys