

Minutes of the Second Joint Meeting of the

**ADVISORY COMMITTEES ON REGIONAL LAND USE PLANNING
AND REGIONAL TRANSPORTATION SYSTEM PLANNING**

DATE: November 18, 2013
TIME: 9:30 a.m.
PLACE: Tommy G. Thompson Youth Center, Meeting Room 5
Wisconsin State Fair Park
640 S. 84th Street
Milwaukee, Wisconsin

Members Present

Committee on Regional Land Use Planning

Julie Anderson Director of Public Works and Development Services, Racine County
Chair
Robert J. Bauman Alderman, City of Milwaukee
Andy M. 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
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
Paul E. Mueller Administrator, Planning and Parks Department, Washington County
Patricia T. Najera City Plan Commissioner, City of Milwaukee
Eric Nitschke Regional Director, Southeast Region,
Wisconsin Department of Natural Resources
Matthew Sadowski Assistant Director, City of Racine Department of City Development
Jennifer Sarnecki (alternate for Sheri Schmit) Wisconsin Department of Transportation
Andrew T. Struck Director, Planning and Parks Department, Ozaukee County
Todd Stuebe Director of Community Development, City of Glendale

Committee on Regional Transportation System Planning

Brian Dranzik Director, Department of Transportation, Milwaukee County
Chair
Bruce Barnes (alternate for Allison Bussler/Gary Evans) Department of Public Works,
Waukesha County
Sandra Beaupré Director, Bureau of Planning,
Division of Transportation Investment Management, Wisconsin Department of Transportation

Kevin M. Brunner Director of Central Services,
Walworth County Public Works Department

David E. Cox Village Administrator, Village of Hartland

Michael Friedlander (alternate for Bart Sponseller) Bureau of Air Management,
Wisconsin Department of Natural Resources

Michael Giugno Managing Director, Milwaukee County Transit System

Jennifer Gonda Legislative Liaison Director, City of Milwaukee

T.J. Justice City Administrator, City of West Bend

Nik Kovac Alderman, City of Milwaukee

Michael M. Lemens Director of Public Works and City Engineer, City of Kenosha

Eric Nitschke Regional Director, Southeast Region,
Wisconsin Department of Natural Resources

Jeffrey S. Polenske City Engineer, City of Milwaukee

Jennifer Sarnecki (alternate for Sheri Schmit) Wisconsin Department of Transportation

William D. Sasse Director of Engineering, Village of Mt. Pleasant

Gary Sipsma Director, Division of Highways, and Highway Commissioner,
Department of Public Works, Kenosha County

Aaron Szopinski Budget Analyst, Research, Budget and Management Division,
Department of Administration, City of Milwaukee

Thomas Wondra Highway Commissioner, Washington County

Guests and Staff Present

Ann Dee Allen Senior Public Involvement and Outreach Specialist, SEWRPC

Christopher T. Hiebert Chief Transportation Engineer, SEWRPC

Eric D. Lynde Principal Transportation Planner/Engineer, SEWRPC

Benjamin R. McKay Principal Planner, SEWRPC

Kevin J. Muhs Senior Transportation Planner, SEWRPC

David A. Schilling Principal Planner, SEWRPC

William J. Stauber Chief Land Use Planner, SEWRPC

Kerry Thomas Executive Director, Transit Now

Mike Thompson NR Region Program Manager, Southeast Region,
Wisconsin Department of Natural Resources

Craig Webster Environmental Analysis and Review Specialist, Southeast Region,
Wisconsin Department of Natural Resources

Caitlyn White City of Racine Department of Community Development

Kenneth R. Yunker Executive Director, SEWRPC

CALL TO ORDER

Mr. Dranzik called the joint meeting of the Advisory Committees on Regional Land Use Planning and Regional Transportation System Planning to order at 9:30 a.m., welcoming those in attendance. Mr. Dranzik, Advisory Committee on Regional Transportation System Planning Chair, stated that Ms. Anderson, Advisory Committee on Regional Land Use Planning Chair, and he will alternate as chair during joint meetings of the Committees. Mr. Dranzik asked Committee members, Commission staff, and guests present to introduce themselves, and stated that roll call would be accomplished through circulation of a sign-in sheet.

REVIEW AND APPROVAL OF MINUTES OF THE MEETING HELD ON SEPTEMBER 12, 2013

Mr. Dranzik asked if there were any questions or comments on the September 12, 2013, meeting minutes. There were none. He then asked for a motion to approve the meeting minutes. Mr. Cox moved and Mr. Clinkenbeard seconded approval of the September 12, 2013, meeting minutes. The motion was approved unanimously.

REVIEW AND CONSIDERATION OF PRELIMINARY DRAFT OF VOLUME I, CHAPTER I, "INTRODUCTION" OF SEWRPC PLANNING REPORT NO. 55, "VISION 2050: A REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN FOR SOUTHEASTERN WISCONSIN"

Mr. Dranzik asked Mr. Lynde of the Commission staff to review the preliminary draft of Volume I, Chapter I, "Introduction," of the regional land use and transportation plan (the chapter is available on the SEWRPC website: http://www.sewrpc.org/SEWRPC/VISION_2050/2050RegLandUseTranspPlan.htm). The following comments and discussion points were made during the review:

1. Mr. Clinkenbeard noted that previous Commission studies have included extensive land use and transportation inventory data. Mr. Yunker noted that the plan will include land use and transportation inventory chapters.
2. Mr. Clinkenbeard referred to the Scope of the Regional Land Use and Transportation System Plan section of the chapter and noted that air transportation was not addressed. Mr. Yunker stated that air transportation has been addressed in a separate regional plan in the past. He noted that the State airport system plan has been the long-range air transportation plan in effect in the Region for the last 20 years.
3. Mr. Polenske referred to the sixth principle of land use and transportation planning described under the third bullet on page I-7 ("Highway facilities should be planned as an integrated system, as should transit facilities") and stated that highway and transit facilities should be planned together as an integrated system. Mr. Yunker stated that the principle will be revised to address this concern and noted that the fifth principle addresses this concern. He noted that the fifth principle states highway facilities, transit facilities, bicycle and pedestrian facilities, and travel demand and transportation system management measures should be planned together, as 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.

[Secretary's Note: The sixth principle was revised as follows:

"Transportation facilities should be planned as an integrated system"]

4. Mr. Bauman referred to the discussion of Commission population, household, and employment projections and expressed concern that the intermediate projections that are typically the forecasts upon which regional plans are based are too optimistic. He noted that the Region suffered significant job losses during the recent economic recession. He then requested data regarding the accuracy of past forecasts. Mr. Yunker stated that the Commission analyzes past forecasts when

it updates regional plans. He stated that Commission forecasts have been relatively accurate, with the exception of the early population forecast completed in 1963 for the year 1990. He stated that this forecast was less accurate because it did not anticipate the greater entry of women into the workforce, which allowed the Region's existing population to absorb job growth and reduced immigration. In addition, this forecast failed to anticipate the related reduction in the number of children per family. He noted that later population forecasts have been accurate in comparison to actual population levels. Mr. Yunker stated that analyses of the accuracy of the forecasts used to prepare the year 2035 regional land use and transportation plans will be included in Volume I, Chapter III, of the year 2050 plan. He also stated that data showing the performance of all the preceding forecasts will be attached to the meeting minutes (see Attachment 1). Mr. Yunker added that the forecasts are reviewed annually in the Commission's annual report, and as part of a review and update of the regional transportation plan every four years. Should there be a major departure from the plan forecasts, a reevaluation of the regional land use and transportation plans would be initiated.

Mr. Dranzik asked if there were any further comments on the chapter. Hearing no comments, Mr. Dranzik asked for a motion to approve as revised the preliminary draft of Volume I, Chapter I, "Introduction" of SEWRPC Planning Report No. 55, *VISION 2050: A Regional Land Use and Transportation System Plan for Southeastern Wisconsin.* Mr. Clinkenbeard moved and Mr. Kovac seconded the motion to approve the chapter with the understanding that revisions will be incorporated as discussed. The motion was approved unanimously.

REVIEW AND CONSIDERATION OF PRELIMINARY DRAFT OF VOLUME I, CHAPTER VI, "ANTICIPATED REGIONAL GROWTH AND CHANGE" OF SEWRPC PLANNING REPORT NO. 55, "VISION 2050: A REGIONAL LAND USE AND TRANSPORTATION SYSTEM PLAN FOR SOUTHEASTERN WISCONSIN"

Mr. Dranzik asked Mr. Stauber of the Commission staff to review the preliminary draft of Volume I, Chapter VI, "Anticipated Regional Growth and Change," of the regional land use and transportation plan (the chapter is available on the SEWRPC website: http://www.sewrpc.org/SEWRPC/VISION_2050/2050RegLandUseTranspPlan.htm). The following comments and discussion points were made during the review:

1. Mr. Bauman expressed concern as to whether the intermediate projections are contingent on the implementation of plan recommendations. He noted the current regional transportation system plan recommends an increase in transit service; however, transit service has declined over the last decade while the proportion of the Region's jobs located in Waukesha County has increased. Mr. Yunker responded that the focus of the intermediate projections is the most likely future population and employment growth for the Southeastern Wisconsin Region as a whole. Mr. Yunker stated that the projection is for more modest employment growth than in the past. He noted that it is difficult to project employment growth in an economic downturn. He stated that the discussions in the early 1980s were focused on concerns that employment in the Region would never grow again. Then the Region experienced unprecedented levels of employment growth between 1983 and 2001. Mr. Yunker noted that alternative land use and transportation plans that incorporate different land use patterns and transportation improvements will be prepared and evaluated during the planning process. He stated that the forecast by County would be modified as part of the alternative plan preparation process.

2. Mr. Bauman referenced an economic development study completed for the Downtown Milwaukee Business Improvement District (BID #21) and noted the finding that employment growth in some regions of the Country is linked to employment decline in other regions. He noted that young workers want to live and work in areas with a public transit system that has a rail component and that is where employers will locate. He expressed concern that employment projections can be independent of transportation recommendations based on this conclusion. Mr. Yunker noted that county level projections may be expected to be adjusted for the various alternative plans. In addition, Chapter VI presents low and high growth projections for regional population and employment. Mr. Bauman asked if these county level adjustments will be included in Chapter VI. Mr. Yunker stated that Chapter VI presents projections for regional growth and that growth would be distributed differently by county to develop alternative land use and transportation plans in Volume II of the report. Mr. Yunker noted that a transit oriented development alternative featuring a compact development pattern will likely be included among the alternative plans.
3. Mr. Kovac noted that population projection models are typically based on three primary factors: fertility rate, mortality rate, and migration. He stated that planning efforts can have little impact on fertility and mortality rates; however, in- and out-migration levels can be impacted by implementing recommendations that will make the Region more appealing to potential residents and employers. Mr. Yunker noted that the focus of the discussion in Chapter VI is on the regional level projections, and migration levels are tied to employment. It is projected that the percentage of the Region's population in the labor force will decrease over the projection period as the proportion of the Region's population in older age groups increases. Mr. Yunker noted that there was significant employment growth in the regional level in the 1970s and 1980s, and during this same period there was significant population out-migration. He noted that the new jobs were absorbed by the existing population because the percentage of women entering the labor force increased and baby-boomers entered the workforce during that time period. He noted that labor force participation of women in the Region is now nearly equal to that of men. He also noted that baby-boomers will be leaving the workforce during the projection period extending to 2050. He stated that in-migration will be needed to meet the modest regional employment projections that have been made for the year 2050.
4. Mr. Bauman stated that areas with urban amenities, including a strong transit system with a rail component, are necessary to attract young, single workers. Mr. Kovac stated that different land use and transportation alternatives will impact projected regional growth. Mr. Yunker stated that this can be a consideration in the evaluation of alternative land use and transportation plans, and development of a recommended land use and transportation plan.
5. Mr. Clinkenbeard asked if an increase in the typical retirement age was considered in the employment projections. Mr. Yunker responded that employment projections included consideration of increases in the labor force participation rate of those over the age of 65.
6. Mr. Ertl noted the discussion in Chapter I regarding the development of a regional transportation "vision" plan, and a "fiscally constrained" regional transportation plan. He noted the fiscally constrained plan would identify the elements of the vision plan that may be expected to be funded under existing and reasonably expected revenues, and asked which modes of transportation would be included in the fiscally constrained plan. Mr. Yunker responded that all modes could be affected by this analysis which will compare the vision plan costs to existing revenues and

revenues which can reasonably be expected to be available, and as well consider the existing limitations as to uses of existing revenues. He noted the recent conclusions of the Wisconsin Transportation Finance and Policy Commission, which compared the costs of Statewide transportation needs to likely revenues.

7. Mr. Bauman stated that employment growth will drive population growth. He asked if the 18 percent employment growth anticipated for the Region under the intermediate projection is based on the improvement of various transportation modes. He stated that employers may leave the Region if public transit is not improved. Mr. Yunker responded that the intermediate projection anticipates more moderate regional employment growth than has occurred in the past, and is considered the most likely future regional employment growth.
8. Ms. Gonda suggested revising the chapter title. She also suggested that one of the alternative plans evaluated during the planning process should include aggressive urban growth.

[Secretary's Note: The Chapter VI title has been revised as follows:

“Future Population, Households, and Employment in the Region”]

9. Ms. Koster suggested revising text in the Introduction section to indicate that the projections presented in Chapter VI are intended only as a basis for plan preparation.

[Secretary's Note: Text revisions to the Introduction section of Chapter VI are shown in track changes in Attachment 2. These revisions are also included in the Summary section of Chapter VI.]

10. Mr. Stuebe asked if the intermediate projections are goals. Mr. Yunker stated that they are not goals, but rather the population, household, and employment levels that are most likely to occur on a regional level. He stated that we have not reached the point in the planning process of designing and evaluating alternative land use and transportation plans. Mr. Clinkenbeard noted that the low, intermediate, and high projections represent a realistic range of population, household, and employment levels for the Region. Mr. Yunker noted that progress towards achieving the projections is monitored through the Commission's annual report and the regional transportation system plan is reviewed and updated on an interim basis every four years. He stated that the projections presented in Chapter VI are a starting point for the planning process.

Mr. Dranzik asked if there were any further comments on the chapter. Mr. Clinkenbeard asked if it will be possible to revisit chapters during the planning process after they have been approved. Mr. Yunker responded that it will be possible to revisit approved chapters. Mr. Bauman stated that in his opinion current policies upon which regional level projections appear to be based do not include the Kenosha-Racine-Milwaukee commuter rail line, do not include regional transit authorities, and do include the decline of transit service in the Region. Hearing no further comments, Mr. Dranzik asked for a motion to approve as revised the preliminary draft of Volume I, Chapter VI, “*Anticipated Regional Growth and Change*.” Mr. Ertl moved and Mr. Kovac seconded the motion to approve the chapter with the understanding that the revisions suggested by Ms. Gonda and Ms. Koster will be incorporated. The motion was approved.

PRESENTATION OF RESULTS OF INITIAL VISIONING ACTIVITIES FOR VISION 2050

Mr. Dranzik asked Mr. Muhs of the Commission staff to review results of the initial visioning activities for VISION 2050. Mr. Muhs reviewed the PowerPoint presentation titled "Preliminary Visioning Results" (the presentation is available on the SEWRPC website: <http://www.sewrpc.org/SEWRPC/DataResources/CommissionAdvisoryCommittees/RegionalLandUsePlanning.htm> or <http://www.sewrpc.org/SEWRPC/DataResources/CommissionAdvisoryCommittees/TC-AConRegionalTransSystemPlan.htm>). Mr. Muhs noted that the initial visioning activities included seven public workshops, eight workshops hosted by community organizations (five held to date), a workshop held for the City of Wauwatosa, a workshop hosted by the Waukesha County Environmental Action League (scheduled for November 19), and a telephone preference survey. He noted that the results of the initial visioning activities held to date indicate a number of shared preferences among Region residents, including:

- Preserve natural resources and open spaces
- Improve and expand bicycle facilities
- Improve and expand public transit facilities
- Focus on redevelopment and infill development rather than greenfield development
- Smaller, more affordable housing rather than larger, more expensive housing
- More walkable, bikeable neighborhoods

Mr. Yunker stated that the initial visioning results, including results from the three community organization workshops and the Waukesha County Environmental Action League workshop yet to be held, will be used in part to develop guiding statements, which will describe the initial vision for the future development of the Region's land use and transportation system. He stated a second series of visioning workshops will be held in December where attendees will be given an overview of the initial input and an opportunity to rate a series of draft VISION 2050 Guiding Statements. He also stated that the second series of workshops will include visioning stations where attendees can provide input on how to translate the Guiding Statements into sketch land use and transportation scenarios, which will be the basis for developing alternative land use and transportation plans. The draft Guiding Statements will be e-mailed to Committee members for comment prior to the start of the second series of workshops.

DISCUSSION OF SCHEDULE AND LOCATION OF FUTURE MEETINGS

Mr. Yunker stated that the next joint meeting of the Advisory Committees is scheduled for January 15, 2014, and the location will be the Tommy Thompson Youth Center. He noted that this location is not available for all scheduled meetings and that staff will welcome any suggestions for alternative locations.

PUBLIC COMMENTS

Mr. Dranzik asked if there were any public comments. There were none.

ADJOURNMENT

Mr. Dranzik thanked everyone for attending and asked for a motion to adjourn the meeting. Mr. Cox moved and Mr. Buehler seconded the motion to adjourn. The meeting was adjourned at 11:25 a.m.

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Respectfully submitted,

Benjamin R. McKay
Recording Secretary

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KRY/WJS/DAS/BRM/EDL
VISION 2050 - Joint AC Minutes - Mtg 2 - 11/18/13 (00215632).DOCX (PDF: #215703)

ATTACHMENT 1

**REVIEW OF VALIDITY OF FORECASTS
UNDER THE FIRST GENERATION YEAR 1990
REGIONAL LAND USE AND TRANSPORTATION PLANS**

	Estimated Actual - Plan Base Year	Estimated Actual - 1990	Plan Forecast 1990	Percent Difference Estimated Actual and Forecast - 1990
Population	1,573,600 1960	1,810,400	2,678,000	47.9
Households	465,900 1960	676,100	795,000	17.6
Employment	673,000 1960	1,054,000	1,041,000	-1.2

**REVIEW OF VALIDITY OF FORECASTS
UNDER THE SECOND GENERATION YEAR 2000
REGIONAL LAND USE AND TRANSPORTATION PLANS**

	Estimated Actual - Plan Base Year	Estimated Actual - 2000	Plan Forecast 2000	Percent Difference Estimated Actual and Forecast - 2000
Population	1,756,100 1970	1,931,200	2,219,300	14.9
Households	536,500 1970	749,000	739,400	-1.3
Employment	784,900 1970	1,209,800	1,059,300	-12.4

**REVIEW OF VALIDITY OF FORECASTS
UNDER THE THIRD GENERATION YEAR 2010
REGIONAL LAND USE AND TRANSPORTATION PLANS**

	Estimated Actual - Plan Base Year	Estimated Actual - 2010	Plan Forecast 2010	Percent Difference Estimated Actual and Forecast - 2010
Population	1,810,400 1990	2,020,000	1,911,000	-5.4
Households	676,100 1990	800,100	774,300	-3.2
Employment	1,054,000 1990	1,176,600	1,156,700	-1.7

**REVIEW OF VALIDITY OF FORECASTS
UNDER THE FOURTH GENERATION YEAR 2020
REGIONAL LAND USE AND TRANSPORTATION PLANS**

	Estimated Actual - Plan Base Year	Estimated Actual - Current Year	Plan Forecast Current Year	Percent Difference Estimated Actual and Forecast - Current Year
Population	1,810,400 1990	2,025,900 2013	2,044,800 2013	0.9
Households	676,100 1990	805,000 2013	800,900 2013	-0.5
Employment	1,054,000 1990	1,198,400 2012 ^a	1,229,200 2012 ^a	2.6

**REVIEW OF VALIDITY OF FORECASTS
UNDER THE FIFTH GENERATION YEAR 2035
REGIONAL LAND USE AND TRANSPORTATION PLANS**

	Estimated Actual - Plan Base Year	Estimated Actual - Current Year	Plan Forecast Current Year	Percent Difference Estimated Actual and Forecast - Current Year
Population	1,931,200 2000	2,025,900 2013	2,064,900 2013	1.9
Households	749,000 2000	805,000 2013	826,200 2013	2.6
Employment	1,209,800 2000	1,198,400 2012 ^a	1,257,800 2012 ^a	5.0

^a Existing employment for 2013 is not yet available.

Source: U.S. Bureau of Economic Analysis and SEWRPC

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ATTACHMENT 2

INTRODUCTION

Long-range planning requires ~~projectionsforecasts~~ of future conditions that affect plan design and implementation, but do not lie entirely within the scope of governmental activity. The land use component of the regional plan must seek to accommodate the future demand for land in the Region, which primarily depends on future population, household, and employment levels. The transportation component of the regional plan must seek to accommodate the future travel needs associated with the regional land use plan. Therefore, future population, household, and employment level ~~projectionsforecasts~~ are critical to planning for future land use and transportation for the Region.

The Commission completed projections of population, households, and employment for the period from 2010 to 2050 following the major analysis of regional population and employment summarized in Chapter II.¹ These projections are ~~intended to provide at~~the basis for preparing the year 2050 regional land use and transportation plan and for updating other elements of the comprehensive plan for the Region. Past trends and the results of the 2010 Federal census and the most recent economic base data were considered in preparing the projections. The projections were prepared with the guidance of the Commission's Advisory Committee on Regional Population and Economic Forecasts. The Committee includes individuals from the public and private sectors with expertise in the area of socioeconomic projections and who are familiar with population and economic trends in the Region.

This chapter presents the year 2050 projections and an overview of their underlying methodology and assumptions. The population and household projections are fully documented in SEWPRC Technical Report No. 11 (5th Edition), *The Population of Southeastern Wisconsin*. The employment projections are fully documented in SEWRPC Technical Report No. 10 (5th Edition), *The Economy of Southeastern Wisconsin*. These reports were prepared in tandem to ensure consistency between the Commission's long-range population, household, and employment projections.

As in previous projection efforts, the Commission has projected a range of future population, household, and employment levels—high, intermediate, and low—for the Region. This approach recognizes the uncertainty in any effort to predict future socioeconomic conditions. ~~The intermediate projection is considered~~ The Commission's Advisory Committee on Regional Population and Economic Forecasts considered the intermediate projection the most likely to occur for the Region ~~as a whole, and can be considered the Commission's~~

¹*This represents the sixth set of population and employment projections for the Region prepared by the Commission. The first projections were prepared in the 1960s as a basis for the initial design year 1990 regional land use and transportation plans. Since then the projections have been updated and extended to 2000, 2010, 2020, and 2035—serving as a basis for the preparation of the regional land use and transportation plans with corresponding design years. The projections are typically updated following the release of information from the ten-year Federal census of population.*

~~“forecast,” intended to be used as the basis for preparing the regional land use and transportation plan.~~ 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.

It is envisioned that the intermediate projections will be used as the basis for the year 2050 regional land use and transportation system plan, indicating the approximate future population, household, and employment levels in the Region that the plan should be designed to accommodate. It should be noted, however, that the projections—particularly the county-level projections—are not intended to be construed as numbers to which the plan must strictly adhere. It is recognized that during the course of the planning process, recommendations may be made to try to alter somewhat the distribution of population, households, jobs, and urban land use within the Region in order to better achieve the long-range vision for the Region.

This chapter also presents projections of future personal income levels for the Region through the year 2050. Income projections are needed for certain aspects of the land use-transportation planning process. For example, projected future income levels are considered in estimating future automobile availability for households in the Region, as is required for determining future needs for transportation facilities and services.

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