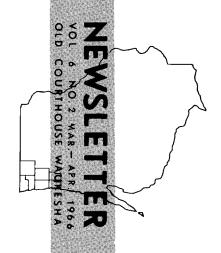
# LET'S PRESERVE OUR ENVIRON-MENTAL CORRIDORS - - NOW!

There is a growing awareness in the United States of the urgent need in a rapidly urbanizing society to preserve open space, to protect the remaining recreational-related natural resources, to provide for the growing demand for outdoor recreation, and to protect and enhance the beauty of the land and cityscapes. Consequently, many private groups and public agencies have intensified their interest in, and accelerated their acquisition of, park and related openspace lands. Recent examples of this interest within the Region can be observed in the creation of the Washington County Citizen's Committee for Park Acquisition and the Kenosha Beautification Council and in the substantial park and open-space land acquisition and development projects being undertaken by several counties and municipalities within the Region.

In a rapidly urbanizing region, such as southeastern Wisconsin, it is essential that the state and local units of government become even more interested in, and concerned with, the need to preserve and protect the rapidly diminishing woodlands, wetlands, wildlife habitat, potential park sites, and riverine areas.

One of the most important tasks performed as part of the regional land use planning (continued)

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effort to date is the identification and delineation of those areas of the Region in which concentrations of the highest value scenic, recreational, and cultural resources occur and which, therefore, should be preserved and protected. Such areas encompassed those elements of the sustaining natural resource base which are essential to the maintenance of both the ecological balance and natural beauty of the Region. These elements include: 1) lakes, rivers, and streams, together with their natural flood plains; 2) wetlands; 3) forests and woodlands; 4) wildlife habitat areas; 5) rough topography; 6) significant geological formations; and 7) wet or poorly drained soils.

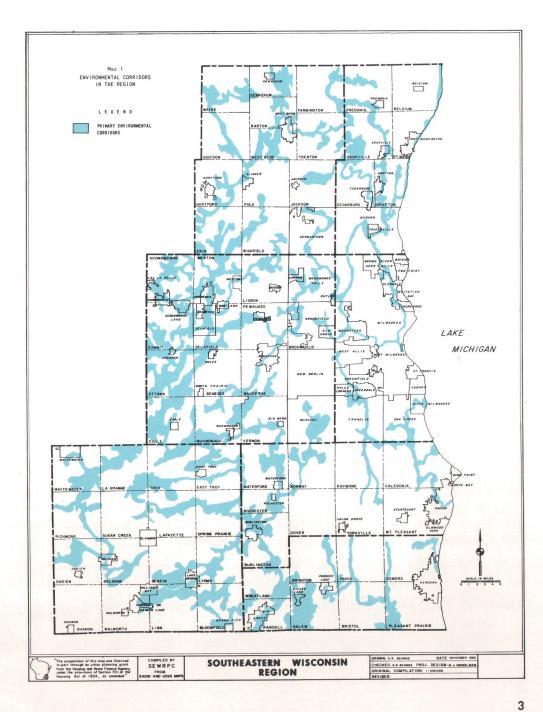
#### **Primary Corridors**

If each of these seven primary resource elements is delineated on a map of the Region, linear patterns will appear which may be thought of as environmental corridors. These corridors, as shown on Map 1, encompass a complex of resources which act upon the ecology of the Region and ultimately determine the overall quality of the environment. These primary corridors are based upon, and represent refinements of, the total environmental corridor pattern delineated in the State Plan.

#### Reservation, Dedication, or Acquisition

Many means are available to the local units of government in south-eastern Wisconsin to protect these environmental corridors. These means include the use of exclusive agricultural, park, and conservancy zoning districts; the delineation of playgrounds and parkways on official maps; the requirement of needed park and open-space reservation in land division ordinances and the concomitant dedication of park and open-space land by subdividers; and the acquisition of prime park and open-space sites by a unit of government through purchase.

The last of these means is often the most reliable in a rapidly urbanizing area, but it also places the heaviest immediate burden on limited public financial resources. Various federal and state aids are avail-



able, however, to assist local units of government in this type of acquisition. This issue of the Newsletter provides information on these aids for the convenience of those local units of government which may desire to make use of them.

#### OPEN-SPACE LAND PROGRAM

Title VII of the Housing Act of 1961 provided federal grants to local units of government in amounts up to 30 percent of the acquisition cost of park and open-space lands. The Housing and Urban Development Act of 1965 increased this amount to 50 percent, permitted the acquisition and clearance of developed land when undeveloped land is not available, made certain development costs of lands acquired under the program eligible for 50 percent grants, and provided 100 percent relocation grants for displaced families and businesses.

#### Eligible Costs

Items eligible for grants under the Title VII program include the acquisition of land, acquisition of certain structures on the land, demolition and removal in built-up areas, and certain improvements. In addition, certain real estate services are eligible, such as appraisals, title reports, surveys, and option negotiation. Any interest in land acquired or development contracts executed prior to federal authorization are not eligible.

#### Eligible Improvements

Development costs which are eligible include roadways, bridges, bicycle trails, retaining walls, curbing, fencing, signs, sanitary sewers, water facilities, lighting, landscaping, playground equipment, shelters, and fireplaces. Major facilities, such as swimming pools, golf courses, arenas, and zoos or repairs and maintenance are not eligible.

### Eligible Applicants

Any public body, such as a county, city, village, or town, with authority to acquire, preserve, or develop open-space land and to contract with the Federal Government is eligible to apply for and receive grants, provided a "Regional Open-Space Agreement" is in existence and has been executed by the applicant. The SEWRPC prepared such an "Agreement" in 1964; and this agreement was subsequently executed by all seven counties within the Region, the Wisconsin Conservation Commission, and by four municipalities, thereby making all of these units of government eligible for grants under this program. Map 2 shows those local units of government which are presently eligible under this program.

#### Planning Requirements

A comprehensive areawide planning program must be underway for the Region on a continuing basis and have proceeded to the point of having prepared a land use plan in order for the constituent local units of government to be eligible for the grants. The SEWRPC comprehensive planning program, either completed or underway, meets this planning requirement when supplemented by local comprehensive and park plans. Applications for development grants must include a site development or design plan.

# Administration

This open-space land program is administered by the Department of Housing and Urban Development and requires Commission review and certification of applications. Table 1 and Map 3 present those sites for which applications have been reviewed and certified to date by the Commission. Further information on this program and assistance in preparation of applications can be obtained from the regional office of the Department of Housing and Urban Development in Chicago or from the Commission's Community Assistance Division.

#### OPEN-SPACE LAND PROGRAM—continued

Table ! OPEN SPACE APPLICATIONS IN THE REGION

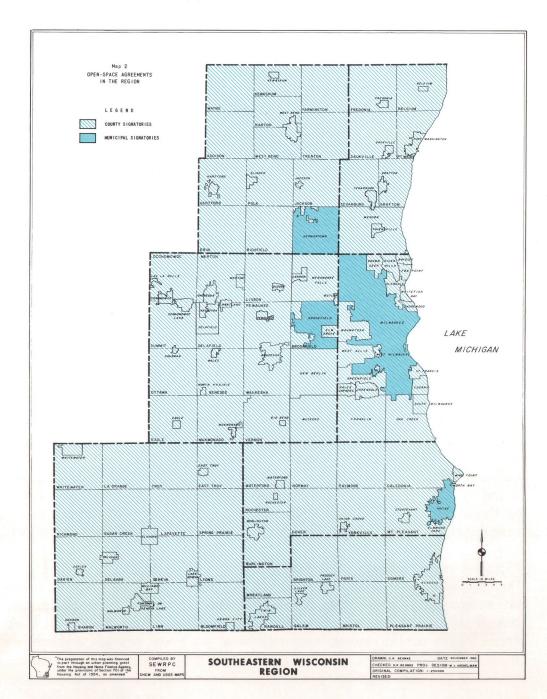
| No.  | Site Name                            | Applicant  | Area<br>(in Acres) | Grant       |
|------|--------------------------------------|--|--------------------|-------------|
| 1    | CANW RW CO. Lakefront                | Milwaukee County   | 15.6               | \$ 498,963  |
| 2    | Jefferson School                     | City of Milwaukee  | 2.9                | 70.596      |
| 3    | Music Hall Park                      | Milwaukee County   | 1.2                | 85,623      |
| ŭ    | Cherry St. Playlot                   | City of Milwaukee  | 0.1                | 3,862       |
| 5    | Roger's Playfield                    | City of Milwaukee  | 0.3                | 29,869      |
| 6    | Custer Field                         | City of Milwaukee  | 0.3                | 28,928      |
| 7    | N. 20th St. School Playground        | City of Milwaukee  | 0.8                | 43.383      |
| á l  | Longfellow School Playground         | City of Milwaukee  | 1.4                | 127,012     |
| 9    | Kunz Tract                           | Milwaukee County   | 72.0               | 22,500      |
| 10   | Nusslock Parcel                      | Milwaukee County   | 1.5                | 15,500      |
| ii I | Parksite No. 41                      | Milwaukee County   |                    |             |
| 12   | Oak Creek Parkway-Merkel Tract       | Milwaukee County   | 10.3               | 42,500      |
| 13   | Music Hall Site-West                 | The state of the s | 18.6               | 13,000      |
| 14   |                                      | Milwaukee County   | 1.3                | 313,462     |
|      | Oak Creek Parkway Project            | Milwaukee County   | 260.9              | 275,650     |
| 15   | Oak Creek Parkway-South<br>Milwaukee | Milwaukee County   | 1.3                | 37,784      |
| 16   | Haskell-Noyes Park                   | Milwaukee County   | 15.0               | 23.750      |
| 17   | Town of Ottawa, State Forest         | Wis. Conservation Commission   | 169.6              | 48,550      |
| 18   | Wau-Lin-Brook Park                   | Waukesha County  | 297.2              | 163.421     |
| 19   | Maryknoll Property                   | City of Brookfield   | 44.5               | 43.942      |
| 20   | Pike Lake, State Forest              | Wis. Conservation Commission   | 295.0              | 200,700     |
| 21   | Ridge Run Farm                       | Washington County  | 101.0              | 51.129      |
| 22   | Johnson Park                         | City of Racine   | 30.2               | 9,000       |
| 23   | Cliffside Park                       | Racine County  | 222.7              | 103,555     |
|      | Total                                |  | 1,563.7            | \$2,252,680 |

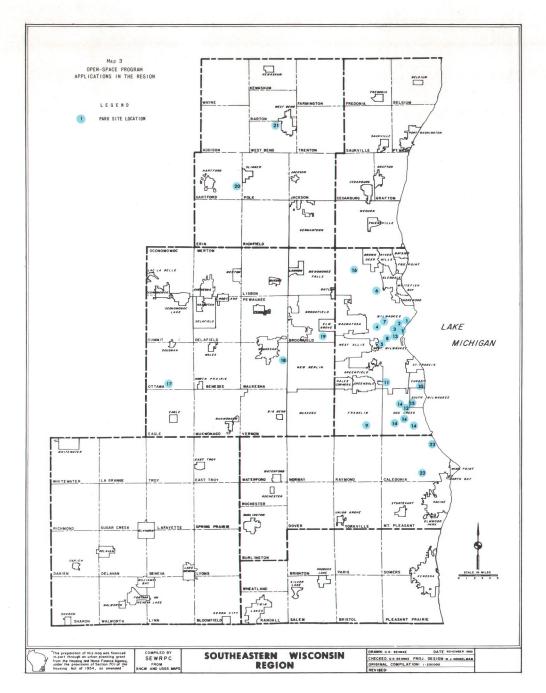
#### URBAN BEAUTIFICATION PROGRAM

The Housing and Urban Development Act of 1965 provides federal grants to local units of government in amounts up to 50 percent of the cost of improvement and beautification of publicly owned or controlled lands, such as streets, parks, sidewalks, squares, and plazas. These grants are limited to an amount not to exceed 50 percent of the expenditures made by the applicant for beautification activities. Such grants apply to those expenditures which exceed the applicant's average expenditures for comparable activities during the two preceding fiscal years.

#### Eligible Improvements

Development costs which are eligible include park rehabilitation, fountains, decorative pavement, lighting, street furniture, small buildings, tree planting and other landscaping, and the design and construction or upgrading of public places, such as malls, squares, plazas, and waterfront areas. The cost of land acquisition, major construction, maintenance, and operation are not eligible items under this program.





#### URBAN BEAUTIFICATION PROGRAM-continued

#### Eligible Applicants

Any local public body with authority to undertake urban beautification activities and contract with the Federal Government is eligible to apply for and receive grants provided certain planning requirements are met.

# Planning Requirements

The proposed beautification program must be important to implementation of the local comprehensive planning program being carried out by the local planning agency. Such local beautification programs must include a statement of objectives and goals, a schedule of priorities, a description of public and private resources available, and a list of other beautification measures being undertaken by the unit of government.

#### Administration

This program is administered by the Department of Housing and Urban Development, and further information may be obtained from their regional offices in Chicago.

# LAND AND WATER CONSERVATION FUND (LAWCON)

Public Law 88-578 (78 Stat. 897) provides federal grants to local units of government in amounts up to 50 percent of the cost of acquiring and improving outdoor recreation areas. The State of Wisconsin's share of this federal fund is \$1,777,847 for the 1965 and 1966 fiscal years, allocated to the counties in the Region as follows:

| Kenosha County    | \$ 14,148.93 |
|-------------------|--------------|
| Milwaukee County  | 113,773.83   |
| Ozaukee County    | 9,685.74     |
| Racine County     | 18,467.69    |
| Walworth County   | 10,943.63    |
| Washington County | 10,398.55    |
| Waukesha County   | 22,409.08    |

It is estimated that \$2,500,000 will be available to the State of Wisconsin each fiscal year hereafter for 25 years and that county allocations will be increased proportionately.

#### Eligible Costs

Items eligible for grants include the acquisition and development of areas having water frontage or forest cover; lying along scenic high-ways or in flood plains; having historic, scientific, or archeological significance; or lying adjacent to school playgrounds.

#### Eligible Improvements

Development costs which are eligible include access roads, park areas, trails, boat launching facilities, picnic facilities, camping facilities, swimming pools, bathhouses, ski trails, fences, and landscaping. In addition, multipurpose facilities, such as water impoundments, which provide recreation benefits would be partially eligible. Operational and maintenance costs are not eligible.

#### Eligible Applicants

All political subdivisions of the state, such as counties, cities, villages, towns, and school districts, are eligible to apply for and to receive grants, provided certain planning requirements are met.

# Planning Requirements

A state-wide, comprehensive outdoor recreation plan must be approved by the Secretary of the Interior. Such a plan has been prepared by the Wisconsin Conservation Department and approved by the Secretary. In addition, each local unit of government must have initiated and have underway a local outdoor recreation plan, which should include a statement of objectives and policies, an inventory of existing facilities, an analysis and projection of needs and financial capabilities, evidence of intergovernmental coordination, and provisions for updating. The photography, mapping, recreation facilities inventory, natural resource surveys, and population studies prepared by the SEWRPC are available to local units of government to assist them in meeting these planning requirements.

#### Administration

This LAWCON program is administered by the Wisconsin Conservation Department with review by the Commission. Table 2 and Map 4 present those local units of government within the Region for which applications under this program have been reviewed and certified by the Commission to date. In addition, the Wisconsin Conservation Commission has applied for a development grant in the Region. Further information on this program may be obtained from the LAWCON coordinator at the Wisconsin Conservation Commission offices in Madison.

Table 2
LAWCON APPLICATIONS IN THE REGION

| No. | Site Name                        | Applicant                             | Area<br>(in Acres) | Grant     |
|-----|----------------------------------|---------------------------------------|--------------------|-----------|
| 1   | Oak Creek Lakefront <sup>a</sup> | Milwaukee County                      | 223                | \$303,310 |
| 2   | Cooper Playfield $^{b}$          | City of Milwaukee                     | 5                  | 65,000    |
| 3   | Joyce Tract <sup>a</sup>         | Kenosha County                        | 244                | 53,248    |
| 4   | Old Settlers Park <sup>b</sup>   | Kenosha County                        | 10                 | 5,143     |
| 5   | Bong Park <sup>b</sup>           | Kenosha County                        | 362                | 33,500    |
| 6   | Tripp Lake Park <sup>b</sup>     | City of Whitewater                    | 12                 | 14,685    |
| 7   | Rîce Lake <sup>b</sup>           | Wis. Conservation<br>Commission       | 20                 | 7,000     |
|     | Total                            | · · · · · · · · · · · · · · · · · · · | 876                | \$481,886 |

a Acquisition.

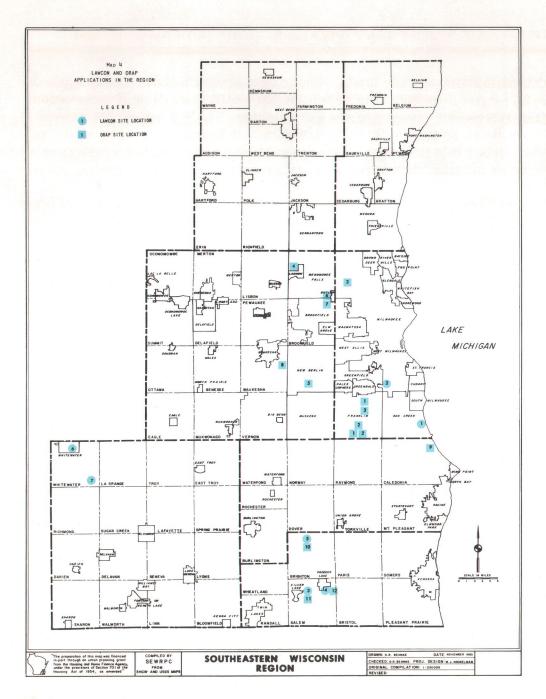
# CROPLAND ADJUSTMENT PROGRAM (GREENSPAN)

Title VI of the Food and Agricultural Act of 1965 provides federal grants to local units of government in amounts up to 50 percent of the cost of acquiring and converting cropland to park and recreation purposes so as to cause such land to remain permanently in a non-crop land use. These acquisition grants are computed on the basis of the crops previously grown and the past productivity of the acreage to be converted to non-crop use.

# Eligible Farmland

Operating farms which produce feed grain, wheat, or tame hay not owned by the applicant prior to January 28, 1966, nor acquired by con-

 $<sup>^</sup>b$  Development.



demnation are eligible lands. Under this program those lands devoted to forestries, orchards, or water storage facilities and land under other land retirement programs are not eligible.

#### Eligible Improvements

Development costs which are eligible include tree and shrub planting, wildlife habitat, impoundments, nature laboratories, picnic areas, camping, ski slides, and other sport or recreation area development.

#### Eligible Applicants

All local governmental agencies, including school districts, sanitary districts, and soil and water conservation districts, are eligible to apply for and receive grants. No local planning is required; however, the Wisconsin Conservation Commission must certify that the proposed site is not in conflict with the state's outdoor recreation plan prepared under the LAWCON program.

# Administration

This program is administered by the U.S. Agricultural Stabilization and Conservation Service. Further information on this program may be obtained from the Agricultural Stabilization and Conservation Service (ASCS) county offices.

# STATE RECREATION AID PROGRAM (ORAP)

Sections 66.36, 20.705(44), and 109.05(3) of the Wisconsin Statutes provide state grants to local units of government in amounts up to 50 percent of the cost of acquiring recreation land and rights in land for development of urban-area park systems. Costs not eligible under this program are legal, appraisal, survey, development, and maintenance.

## Eligible Lands

Recreation lands which are eligible under this program must be essentially open in nature or predominantly open and located in areas which are not intensively developed. Such lands include agricultural lands, wetlands, flood plains, forest and woodlots, which because of scenic, historic, or aesthetic factors have outdoor recreational value.

#### Eligible Applicants

Kenosha, Milwaukee, Racine, and Waukesha counties within the Region are eligible to apply for and receive aids under this program. Senate Bill 588, introduced October 1965, would amend the State Statutes so as to make Ozaukee, Walworth, and Washington counties also eligible. Cities, villages, and towns are not eligible; however, they are permitted to lease lands so acquired from the counties on a long-term basis.

#### Administration

This program is administered by the State Department of Resource Development. Table 3 and Map 4 indicate those sites for which applications for aid have been approved to date. Further information on this program may be obtained from the Department of Resource Development in Madison.

Table 3
ORAP APPLICATIONS IN THE REGION

| No. | Site Name                     | Applicant                    | Area<br>(in Acres) | Grant     |
|-----|-------------------------------|------------------------------|--------------------|-----------|
| 1   | Root River Parkway            | Milwaukee County             | 180                | \$ 46,700 |
| 2   | Root River Parkway            | Milwaukee County             | 35                 | 8,650     |
| 3   | Little Menomonee Parkway      | Milwaukee County             | 8                  | 9,950     |
| 4   | Menomonee Park<br>(Nike Site) | Waukesha County              | 5                  | 2,500     |
| 5   | New Berlin                    | Waukesha County <sup>a</sup> | 3 5                | 15,750    |
| 6   | Butler                        | Waukesha County <sup>b</sup> | 33                 | 13,725    |
| 7   | Butler                        | Waukesha County <sup>b</sup> | 1                  | 5,275     |
| 8   | Wau-Lin-Brook Park            | Waukesha County              | 297                | 85,000    |
| 9   | Cliffside Park                | Racine County                | 222                | 107,375   |
| 10  | Bong Park                     | Kenosha County               | 362                | 11,250    |
| 1.1 | Joyce Tract                   | Kenosha County               | 244                | 50,000    |
| 12  | Old Settlers Park             | Kenosha County               | 10                 | 15,000    |
|     | Total                         |                              | 1,432              | \$371,175 |

a Leased to City of New Berlin.

b Leased to Village of Butler.

#### New SEWRPC Commissioners Appointed

The Commission and staff would like to welcome two new members who were appointed since the April election: Jacob Kammerzelt, Kenosha County, replacing Charles Hollencamp, and Garth R. Seehawer, Racine County, replacing Wilfred Patrick. Both were appointed by their respective County Boards.

Mr. Kammerzelt, a produce farmer from Pleasant Prairie, has lived in Kenosha County for 22 years. As Town Chairman of Pleasant Prairie, he has served on the Kenosha County Board since 1961. He has also served on the Kenosha County Board Agricultural Committee, the North Shore Right-of-Way Committee, and the Zoning Committee.

Mr. Seehawer, an attorney with the law firm of Foley, Capwell, Foley and Kolbe, has lived in Racine for 5 years and was selected as "outstanding young man of the year" in 1963 by the Racine Junior Chamber of Commerce. He serves on the Chamber of Commerce Citizen's Advisory Committee on Urban Renewal. As County Board representatives, they will automatically be members of the SEWRPC Intergovernmental and Public Relations Committee and the Intergovernmental Coordinating (Advisory) Committee on Regional Land-Use Transportation Planning.

# Town of Rochester in Racine County Rejoins Commission

Eight out of the ten communities that originally elected not to participate in regional planning have to date decided to become fully participating members of the Commission. The municipalities which have elected to return are:

| Milwaukee County        |                 | Racine County        |                 |
|-------------------------|-----------------|----------------------|-----------------|
| City of South Milwaukee | (returned 1965) | Town of Rochester    | (returned 1966) |
| City of Oak Creek       | (returned 1963) | Town of Yorkville    | (returned 1965) |
| City of Franklin        | (returned 1963) | Town of Norway       | (returned 1966) |
|                         |                 | Town of Waterford    | (returned 1966) |
|                         |                 | Village of Waterford | (returned 1965) |

The two remaining municipalities within the Region which are still nonsupporting members of the regional planning effort are the City of Cudahy, Milwaukee County, and the Town of Dover in Racine County. The Southeastern Wisconsin Region is more than keeping pace with the nation and state in the current emphasis on a more pleasant and beautiful environment.

#### Kenosha County

In February a Kenosha County Beautification Council was formed for the sole purpose of keeping Kenosha County beautiful. Among those who had a hand in the creation of the council are County Agricultural Agent, Paul Jaeger; the County Park Superintendent, Richard Lindl; the Civic Beautification Chairman of the Four Seasons Garden Club, Mrs. Andrew Modder; and SEWRPC Chairman, George C. Berteau, who was elected Chairman of the council at its organizational meeting. As the first step of an action program, the council sponsored a conference on beautification of the local environment on April 14, 1966, in Kenosha, at which Governor and Mrs. Knowles were the featured speakers.

Three workshops were the basis of the conference: Workshop A, Home and Business Beautification, with Chairman Lee Smith, County Horticultural Agent; Workshop B, Roadside Beautification, with Phil Sanders, conservationist and naturalist, Chairman; Workshop C, Local Powers and Financial Aids for Beautification, chaired by W. J. Kockelman, SEWRPC Community Assistance Chief. Honorary Co-Chairmen of the Kenosha Beautification Council Conference were Eugene A. Hammond, Mayor of Kenosha, and Bernard McAleer, Kenosha County Board Chairman.

From the fine attendance at the one-day conference, it is apparent that Kenosha area citizens have become concerned about their environment; and it may be hoped that an action program will follow. Membership in the Council is already over thirty. Membership is \$2 per year; and financial support has been solicited and received from patrons, garden clubs, League of Women voters, and other civic groups.

#### Milwaukee County

A County Executive Conference on Beautification was held in Milwaukee County on April 26, 1966. Piloted by County Executive John Doyne, this conference presented a luncheon speaker from West Virginia, Mr. Raymond George, Director of "Keep West Virginia Clean, Inc."

Many important local officials and executives attended or took part in the one-day program. Howard Gregg, General Manager of the Milwaukee County Park Commission was the keynote speaker. He pointed out the deteriorating forces inherent in urbanization and the need for an educational campaign to teach the difference between the aesthetic value of beauty and economic values and the need to treat a beautiful environment as a basic human need. Others appearing on the program were: Henry Wildschut, Milwaukee County Highway Commissioner and Director of Public Works; Robert W. Duncan, Manager-Engineer of the Village of Shorewood; Rudolph Witte, Mid-Town Neighborhood Association; Herbert Goetsch, Milwaukee City Commissioner of Public Works; Dale L. Radke, Milwaukee Junior Chamber of Commerce; and William Wagner, Vice-President in Charge of Sales, Wisconsin Electric Power Co.

# Can a Community Obtain Grants for Park Lands in Excess of 50 Percent?

Yes, but not from any combination of federal programs. The Open-Space, LAWCON, and Greenspan programs state that no payment will be made for any project for which financial assistance has already been given or promised under any other federal programs. However, the State ORAP program may be used, along with the local contribution, so as to provide up to a 50 percent nonfederal share.

#### Must the Local Contribution be in Cash?

Not necessarily; for example, the LAWCON and Urban Beautification programs provide that the local contribution may be in money, services, materials, or property.

Are There Any Federal Restrictions Attached to Park Land Grants? Yes, but no unreasonable ones. For example, the Open-Space and LAWCON programs prohibit conversion of lands acquired with federal funds to non-open-space or non-recreation uses without approval and replacement with other equivalent lands.

Are Appraisals Necessary for Park Land Acquisition Grants?

Yes, the Open-Space, LAWCON, and ORAP programs all require appraisals so as to ascertain whether the requested grant exceeds 50 percent of the market value of the land to be acquired.

#### How Long Does it Take to Receive a Park Land Grant?

From two to six months if the application is prepared properly. For example, the HUD officials administering the Open-Space program advise us that the following sequence of steps would be followed:

- 1. Applicant submits application.
- 2. HUD issues "letter of consent."
- 3. HUD reviews, evaluates, and field checks park site.
- 4. HUD advises applicant of approval.
- 5. Applicant executes contract.
- 6. Applicant files acquisition report.
- 7. Applicant requisitions grant funds.
- 8. HUD issues payment after audit.

# Why Not Just Use Local Funds for Park Lands?

Because most large local, county, and state parks are very often used by people residing outside the locality, county, or state; and, therefore, they make no contribution to the costs of acquiring, developing, and maintaining such park lands.

Complete local financing of such park land used by non-taxpayers places an unreasonable burden upon the local property taxpayers, whereas state and federal governments can rely upon other sources of tax revenues which have wider bases, such as the income tax.

"There is a growing realization that man is not outside of nature, but a part of nature....that nature is not a commodity we can exploit for gain, but an estate to which we belong. This new dimension of conservation includes past as well as the present. the beautiful as well as useful, social as well as economic values, urban neighborhoods as well as natural land-It is a protest scapes. gainst ugliness, against the destruction of historic landmarks, against the pollution of water and air, against the blight of unplanned development with its bleak, cheerless, monotonous march across the countryside.

It recognizes the importance of beauty to all men. It is a growing awareness that the United States will not be judged by its power, but the quality of its civilization."

"The Pause That From: Recreates"

> Quest For Quality, U.S. Department of the Interior Conservation Yearbook

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ng grant from the Housing and Home Finance