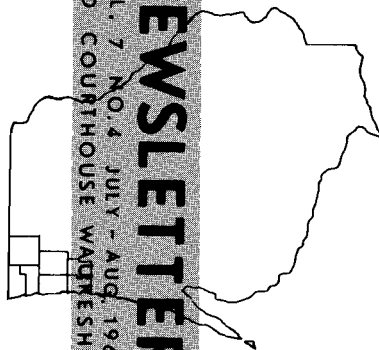


## REGIONAL LAND USE-TRANSPORTATION STUDY ENTERS CONTINUING PHASE

- August, 1960: Governor's Executive Order creating SEWRPC issued.
- October, 1961: Technical Advisory Committee created to prepare Prospectus for Regional Land Use-Transportation Study.
- April, 1962: Prospectus for Regional Land Use-Transportation Study approved by SEWRPC.
- December, 1962: Prospectus approved by seven county boards, State Highway Commission of Wisconsin, U. S. Bureau of Public Roads and U. S. Housing and Home Finance Agency.
- January, 1963: Regional Land Use-Transportation Study begun.
- April, 1963: Land Use Inventory begun.
- May, 1963: Origin and Destination Travel Surveys begun.
- June, 1963: Soils Inventory begun.
- August, 1963: Transportation Facilities Inventory begun.

**SOUTHEASTERN  
WISCONSIN  
REGIONAL  
PLANNING  
COMMISSION**

**NEWSLETTER**  
VOL. 7 NO. 4 JULY - AUG. 1967  
OLD COURTHOUSE WAUPESHA



## CONTINUING PHASE—continued

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- September, 1963: Recreational Resources Inventory begun.
- October, 1963: Water Quality Inventory begun.
- May, 1965: Inventory Findings published.
- June, 1966: Forecasts and Alternative Plans published.
- September, 1966: Alternative land use and transportation plans reviewed by public officials and interested citizens.
- December, 1966: Recommended land use and transportation plans adopted by SEWRPC.
- March, 1967: Adopted plans published and certified to constituent units of government.
- March, 1967: Continuing Land Use-Transportation Study begun.

This brief history of the regional land use and transportation planning effort in southeastern Wisconsin represents a unique achievement in planning for the development of a large urban region. It represents a unique achievement in that it is the first major metropolitan transportation planning effort to be carried out in the United States as an integral part of an ongoing comprehensive regional planning program. It represents a unique achievement in that the planning effort produced not only a transportation plan, but a land use plan as well and thereby provided two of the key elements of a comprehensive plan for the physical development of the Region. It represents a unique achievement in respect to the scope and depth of information collected about the Region as a part of the planning effort, particularly about its natural resource base, developmental and environmental problems, and its potential for sound urban development, all in a form suitable for use in a regional data

## CONTINUING PHASE—continued

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planning bank. Finally, and most importantly, the study represents a unique achievement in that it provided for the first time a medium through which land use and transportation system development within the Region could be cooperatively planned and jointly implemented on an areawide basis by the federal, state, and local units and agencies of government concerned.

The regional land use and transportation plans prepared under the regional land use-transportation study provide the basis for an action program which can serve to abate the most pressing land use and transportation problems of the Region. The plans serve as a framework for the extension of planning assistance by the Commission to federal, state, and local units and agencies of government and to private enterprises within the Region, and provide a most valuable and useful basis for the review by the Commission of applications for federal grants in partial support of the acquisition and improvement of park and related open space sites and for the construction of sewerage and water supply and transportation facilities. Indeed, intelligent review of such applications would be impossible at the regional level without the data and plans produced by the study.

A continuation of the initial land use-transportation planning program is extremely important to the future development of the Region. Such a program has been mounted and is required for the following reasons: First, the 1962 Federal Aid Highway Act requires that urbanizing areas having a population of 50,000 or over must have a comprehensive areawide continuing transportation planning program in effect as of July 1965, if they are to continue to receive federal aids for new highway construction. The provisions of this act directly affect 44 of the cities and villages which comprise the Racine, Kenosha, and Milwaukee urbanized areas. The Federal Urban Mass Transportation Act of 1964 contains a similar planning prerequisite to the granting of federal funds for the development of mass transit facilities. For this reason alone, the Commission would be remiss in its duties to the member units of government, were

## CONTINUING PHASE —continued

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it not to consider a problem of a continuing land use-transportation planning effort.

A second and perhaps more important and basic consideration in this respect is the fact that, if the capital invested to date in the regional land use-transportation plans is to bear fruit, the plans must be converted into action programs. This requires the maintenance of close working relationships between the Regional Planning Commission and those agencies of government and private organizations responsible for plan implementation, as well as a continuing modification and adaptation of the plans and the means of implementation to changing conditions. Local planning and plan implementation efforts must be coordinated with each other and with the efforts of the state and federal agencies involved, using the evolving documented long-range regional plans as a basis for such coordination. Moreover, the data collected, the plans prepared, and the plan implementation policies recommended must be extended in a meaningful manner as a basis for the making of sound decisions on a day-to-day basis.

Finally, if the full value of the land use-transportation study is to be realized, it must be periodically updated and the new data analyzed, forecasts revised where necessary, revised plans prepared, and the information disseminated so that decisions can be based on current factual information about the Region.

Because the regional plans are entirely advisory in nature, it is particularly important that they be understood at each level of implementation so that the development decisions which must be made on a day-to-day basis can be made properly in light of the plans. To this end, one of the most important aspects of the continuing study program will involve the interpretation of the regional plans at the local level. It should be emphasized that the regional plans, once adopted by the local units of government, are intended to serve as a guide against which development

## CONTINUING PHASE—continued

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proposals can be evaluated as they arise and such evaluation can serve as a point of departure for deliberation by the local governing body.

The five principal functions to be performed under the continuing regional land use-transportation study are:

1. Surveillance. Under this function regional development will be carefully monitored and analyzed in relation to the adopted regional land use and transportation plans. Definitive data will be collected on the amount and spatial location of changes in population and economic activity, land use development, automobile and truck ownership, trip generation, mode of transportation utilized, local land use and transportation plan development, and on plan implementation actions within the Region. These changes, once identified and quantified, will be analyzed in order to determine whether the forecasts and assumptions underlying the recommended plans are holding over time and whether the plans remain valid or must be changed.
2. Reappraisal. Under this function, the regional land use-transportation plans and the forecasts and assumptions underlying these plans will be reappraised in light of changes in actual regional development as revealed by the surveillance function. If changing conditions so dictate, the forecasts and assumptions, as well as the plans themselves, may be revised.
3. Service and Plan Implementation. Under this function, the plans and the data and forecasts underlying the plans will be extended to the sponsoring agencies and constituent local units of government as a basis for day-to-day development decision-making and full integration of state, regional and local plans, and plan implementation efforts promoted. This extension will be accomplished primarily through the continued compliance with requests by local units of government, private citizens, and service groups

## CONTINUING PHASE—continued

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for such information and assistance, and through an expanded public information effort.

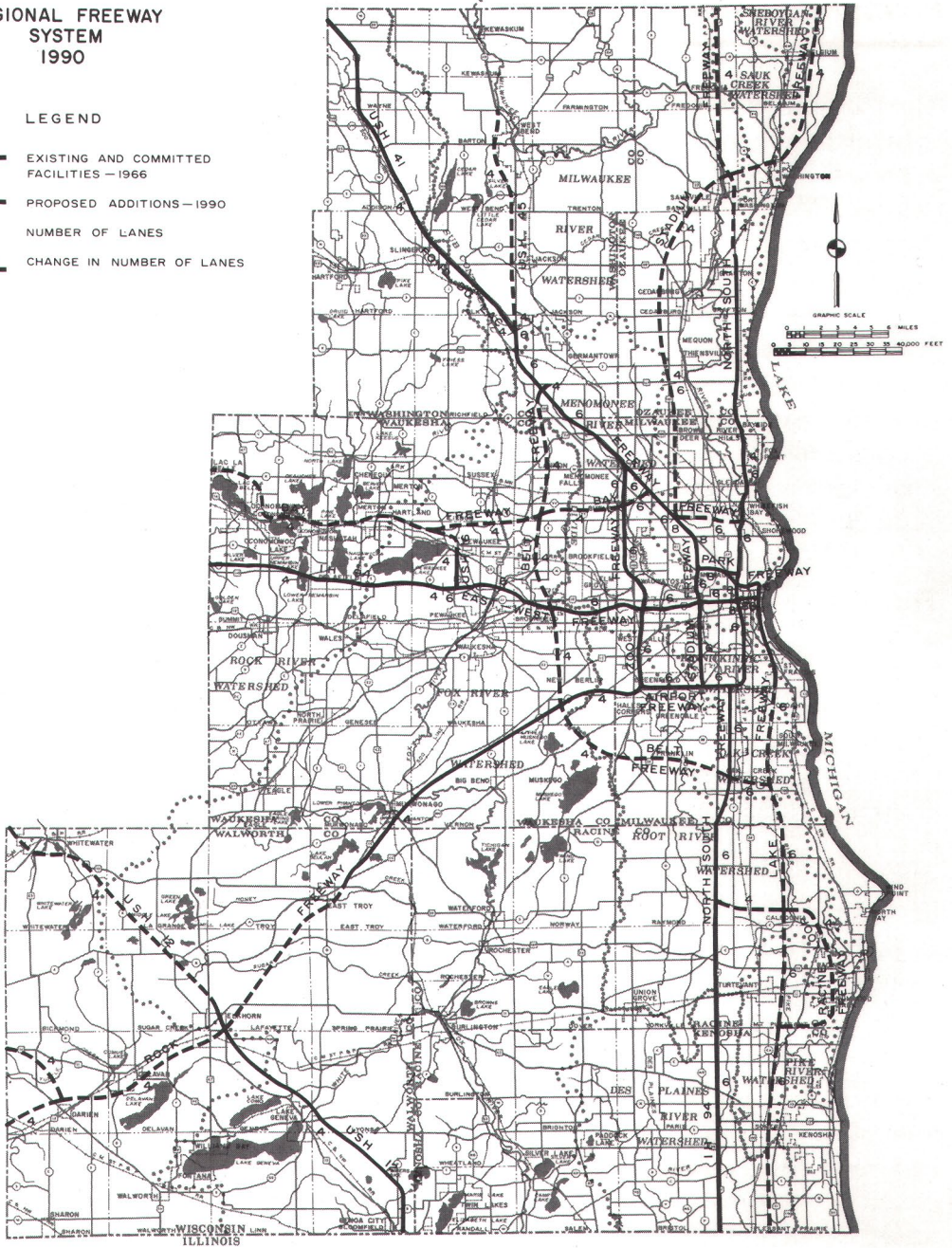
4. Procedural Development. Under this function, the techniques and procedures used for testing and developing land use and transportation system plans will be reappraised and, where necessary, new techniques and procedures developed. Particular attention will be focused on more fully integrating land use and transportation planning and plan implementation in the development of better land use planning techniques, including a land use design model and a better use in plan design of data concerning the natural resource base.
5. Documentation. In addition to the continued publication of reports covering research findings and special studies, the continuing land use-transportation study results will be presented in an annual report summarizing the progress made under each of the functions described above.

The continuing land use-transportation study has been funded for the period from March 1967 through December 1969. Funds for the continuing study are being provided by the seven counties, the State Highway Commission of Wisconsin, the U. S. Bureau of Public Roads, and the U. S. Department of Housing and Urban Development.

# REGIONAL FREEWAY SYSTEM 1990

## LEGEND

-  EXISTING AND COMMITTED FACILITIES—1966
-  PROPOSED ADDITIONS—1990
-  NUMBER OF LANES
-  CHANGE IN NUMBER OF LANES



## SEWRPC DESIGNATED REVIEW AGENCY BY FEDERAL GOVERNMENT

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The Commission has been notified by the Secretary of the U. S. Department of Housing and Urban Development that it has been charged with the responsibility of reviewing nearly all applications for federal financial assistance submitted by units of government within the seven-county Region. In keeping with the Commission's advisory role in the Region, this review of applications for federal assistance will be entirely advisory to the particular federal agency to which the application is submitted. Favorable review by the Commission will not ensure allocation of federal funds to the applicant. In the same manner, unfavorable review will not necessarily mean that the federal agency will not approve the application for assistance. The Commission's role in reviewing the financial assistance applications is simply designed to provide the federal authorities with more information upon which to base their decisions.

This extension of the advisory role of the Commission is a direct result of a Congressional mandate contained in Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966. In that Section, Congress expressed an intention that the areawide agency review procedure contribute to the orderly and economic growth of rapidly urbanizing regions. The Act requires that the reviewing agency make comments and recommendations pertaining to each application. Basically, the comments would include information concerning the extent to which the project is consistent with the comprehensive plans developed or in the process of being developed for the Region. The Act also requires that the reviewing agency make such comments or recommendations within 60 days after the application is received from the local unit of government.

The Commission has been performing a more limited review role for a number of years. Prior to the recent announcement, the Commission had been reviewing applications for federal grants in support of the purchase of park and open space lands, for the construction of sewerage and water supply facilities, and for the construction of certain highway and



transit facilities. During 1966, forty-one such applications from the state and from twenty-five municipalities were reviewed as part of the Commission's Community Assistance Program. The cooperation and understanding between the local units of government within the Region and the Commission regarding these applications has been excellent, and no problems are anticipated now that the federal review requirement has been broadened to cover additional programs. As a part of its Community Assistance Program, the Commission stands ready to assist any local unit of government desiring to apply for financial assistance under the various federal aid programs.

The Commission's advisory review function will pertain to all federal financial assistance programs within the Region except those dealing with schools and urban renewal projects. Some of the major types of programs under which review of local applications by the Commission is required include:

- Open Space Land
- Parks and Outdoor Recreation
- Hospitals
- Health Research Facilities
- Airports
- Libraries
- Water Supply and Distribution Facilities
- Sewerage Facilities
- Solid Waste Disposal
- Highways
- Mass Transportation Facilities
- Water Development and Land Conservation Projects
- Planning

A formal policy statement governing the Commission's review procedures and requirements will be prepared. This statement will set forth

## SEWRPC REVIEW – continued

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the basic guidelines for the review process. When completed and adopted by the Commission, a copy will be sent to all the units of government in the Region. In the interim period, the applications will continue to be processed as in the past, with each local unit of government that submits an application for federal funds receiving a formal staff letter or Commission resolution stating whether the application is in accord with and implements, or alternatively is in conflict with, the regional plan elements prepared or being prepared by the Commission.

## SEWRPC NOTES

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### SEWRPC to Prepare Prospectus for CSP

The Regional Planning Commission has entered into an agreement with the U. S. Department of the Navy, Naval Facilities Engineering Command, to prepare a prospectus for a Community Shelter Planning (CSP) Program. The purpose of this study is to determine the inventories, analyses, forecasts, plans, and plan implementation measures necessary to provide the Southeastern Wisconsin Region with a feasible plan for the provision of adequate emergency shelters for its resident population. The prospectus would set forth these findings and contain a work program for accomplishing Community Shelter Planning. The work program, among other things, would indicate the scope of the work to be accomplished, the data requirements and sources, the cost to complete a Community Shelter Planning Program, and a practical time sequence and schedule required to carry out the CSP program. The prospectus is expected to be completed early in the spring of 1968.

### Adoption of SEWRPC Land Use and Transportation Plans by Local Communities

Since the SEWRPC adopted the recommended Land Use and Transportation plans (December 1966) and certified them to the local units of government and to various state and federal agencies (March 1967) sixteen of these units and agencies of government have subsequently adopted

these plans. Such adoption of advisory plans signifies the intent of these units of government to utilize the regional plans as a guide in preparing their own local plans and in reviewing development proposals. All seven county boards have now adopted the recommended transportation plans, and all but the Ozaukee County Board have adopted the recommended land use plans. In addition, such important agencies as the Wisconsin Conservation Commission, the Milwaukee County Expressway Commission, and the Milwaukee Metropolitan Association of Commerce have also adopted the plans, along with certain cities, villages, and towns.

#### SEWRPC Preparing Library Plan Prospectus

The Regional Planning Commission has begun preparation of a prospectus for a comprehensive plan for Public Library Services in Southeastern Wisconsin. A Library Technical Advisory Committee, composed of representatives of various library systems within the Region has been appointed to work with the Commission staff in preparation of this prospectus.

The Southeast Wisconsin Regional Library Conference, which coincides with the seven-county Southeastern Wisconsin Region, had requested preparation of such a prospectus in light of the fact that a regional library facilities plan will be required in order to receive federal grants for library facilities in the future. The prospectus will set forth the need for such a plan, the major work elements of the program, and the estimated cost and manpower which would be required to carry out the study. The study would be funded by the U. S. Department of Housing and Urban Development, the U. S. Department of Health, Education, and Welfare and the State Library Board.

#### Census Tracting of Region Nearly Completed

As part of its community assistance function, the Commission has been cooperating with a number of local committees in their task of completing the census tracting of three counties so that the entire Region

will be tracted in time for the 1970 federal Census. The Commission has assisted in the preparation of census tract plans for the counties of Ozaukee, Walworth, and Washington. The plans were prepared by county census tract committees appointed by the respective County Board and have been submitted to the U. S. Bureau of the Census for review, comment, and approval. The Commission is preparing census tract street index guides for the above three counties and Kenosha County. These guides are required for all urban places in the counties that have been divided into more than one tract. They are primarily used to describe the tract and to assist census takers in their task. They are also useful to local users of census tract data in relating other data to the census-collected data.

## AROUND THE REGION

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**Kenosha** - The recently completed comprehensive plan for the Kenosha Planning District will be reviewed on August 30 at the Kenosha County Courthouse by representatives of the City of Kenosha and the townships of Pleasant Prairie and Somers. The three communities cooperatively formed the planning district in 1964. The Commission, under contract to the district, carried out the planning program through Harland Bartholomew and Associates, planning consultants. The plan has been issued as SEWRPC Planning Report No. 10, A Comprehensive Plan For the Kenosha Planning District, in two volumes. Copies of the report are available through the three local communities.

**Oconomowoc Area** - Several communities in the Oconomowoc area have formed the Oconomowoc Area Planning District committee for the purpose of studying areawide physical development problems. The member municipalities are the City of Oconomowoc, the villages of Oconomowoc Lake and Lac La Belle, the towns of Summit and Oconomowoc in Waukehsa County, the towns of Concord and Ashippun in Jefferson County,

## AROUND THE REGION—continued

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and the Town of Ixonia in Dodge County. During the coming months, the Committee plans to study water-related problems including flooding and pollution in the Oconomowoc River basin. The Commission has encouraged the creation of rational planning districts within the Region for the purpose of carrying the regional planning programs into the greater depth and detail necessary for sound local plan preparation and implementation. Such planning districts also provide for full integration of local and regional development objectives and plans and for the implementation of the regional as well as local plans through cooperative action.

**Waukesha** - The Waukesha County Board has created a 25 member county-wide natural beauty council. The council's duties include cooperating with individuals, private industry, and governmental agencies to preserve and enhance the natural beauty of the county.

**Racine** - Racine County has hired its first county planner. Mr. Arnold Clement, formerly with the City of Milwaukee's Department of City Development, has been named to direct Racine County's newly established planning office. He will begin work on a comprehensive plan for the county to be developed within the framework of the adopted regional land use-transportation and Root River watershed plans.

## QUESTION BOX

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Under Chapter 75, Laws of 1967, the Executive Branch of Wisconsin State Government has been reorganized. What are the new state agencies which deal with local and regional planning problems?

The so-called "Kellett Bill," developed by the Reorganization Committee proposed a restructuring of the 84 existing separate units of the Executive Branch into 14 major administrative departments, 4 constitution offices, and 14 independent agencies as follows:

## QUESTION BOX—continued

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<u>Departments</u>	<u>Offices</u>	<u>Agencies</u>
Justice	Executive	Banking Commissioner
Public Instruction	Lieutenant Governor	Insurance Commissioner
Military Affairs	Secretary of State	Savings and Loan Commissioner
Administration	State Treasurer	Securities Commissioner
Local Affairs and Development		Public Service Commission
		Employment Relations Commission
Regulation and Licensing		Grain and Warehouse Commission
Revenue		Investment Board
Transportation		Historical Society
Industry, Labor, and Human Relations		
Agriculture		Higher Educational Aids
		Coordinating Committee for Higher Education
Employee Trust Funds		
Health and Social Services		State Board of Vocational, Technical, and Adult Education
		Board of Regents, University of Wisconsin
Natural Resources		Board of Regent, State Universities
Veterans Affairs		

Under this massive reorganization several new departments have been created and many existing agencies and divisions have been transferred to other departments. Some of these changes which concern agencies frequently dealing with planning or planning related problems are listed below:

1. The State Highway Commission becomes the Division of Highways, Department of Transportation.
2. The State Aeronautics Commission becomes the Division of Aeronautics, Department of Transportation.
3. The Motor Vehicle Department becomes the Division of Motor Vehicles, Department of Transportation.
4. The State Soil and Water Conservation Committee becomes the Soil Conservation Board of the University of Wisconsin.

## QUESTION BOX - continued

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5. The Conservation Department becomes the Division of Conservation, Department of Natural Resources.
6. The Department of Resource Development becomes the Division of Resource Development, Department of Natural Resources.
7. *The Wisconsin Council on Natural Beauty becomes the Natural Beauty Council, Department of Natural Resources.*
8. The State Board for the Preservation of Scientific Areas becomes the Scientific Areas Preservation Council, Department of Natural Resources.
9. The State Recreation Committee becomes the Recreation Council, Department of Natural Resources.
10. The Bureau of Civil Defense becomes the Division of Emergency Government, Department of Local Affairs and Development.
11. The Division of State Economic Development is transferred to the Department of Local Affairs and Development.
12. The Division of Local and Regional Planning is transferred to the Department of Local Affairs and Development.
13. The Wisconsin Exposition Department is transferred to the Department of Local Affairs and Development.
14. The Department of Public Welfare is transferred to the Department of Health and Social Services.
15. The State Board of Health becomes the Division of Health, Department of Health and Social Services.
16. The State Planning Division is transferred to the Department of Administration.
17. The Wisconsin Industrial Commission is renamed the Department of Industry, Labor, and Human Relations.
18. The State Department of Taxation is renamed the Department of Revenue.

QUOTABLE QUOTE.....

*"Behind this Wisconsin movement is a great body of tradition, a tradition of orderliness and of scientific methods, a knowledge that things can and should be done by experts in a careful and diligent manner and that progress must come slowly but thoroughly."*

C. E. McCarthy  
"The Wisconsin Idea"

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