

FIRST DISTRICT PLAN COMPLETED

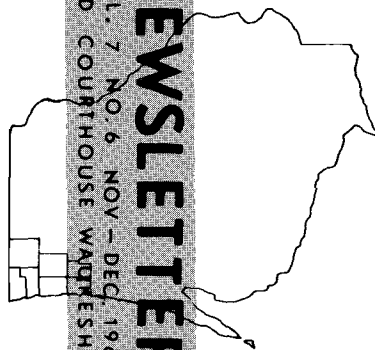
On August 30, 1967, a comprehensive plan for the physical development of the Kenosha Planning District was presented to interested county, city, and town officials at a public hearing held in the Kenosha County Courthouse. The Kenosha Planning District consists of all that part of Kenosha County lying easterly of Interstate Highway 94 and is comprised of the City of Kenosha and the towns of Pleasant Prairie and Somers (see Map 1).

The district plan was a cooperative effort involving the City and the two Towns, the Commission, and the U. S. Department of Housing and Urban Development. As such, it represents the first of such urban district plans to be completed within the Region. The cooperative planning program was initiated upon the joint request of the City of Kenosha and the Towns of Pleasant Prairie and Somers. Late in 1962 the Commission Chairman and staff met at the request of, and with, various local officials for the purpose of formulating a proposed comprehensive planning program for the District and obtaining a "Section 701" Federal Urban Planning Grant in partial support of the proposed work.

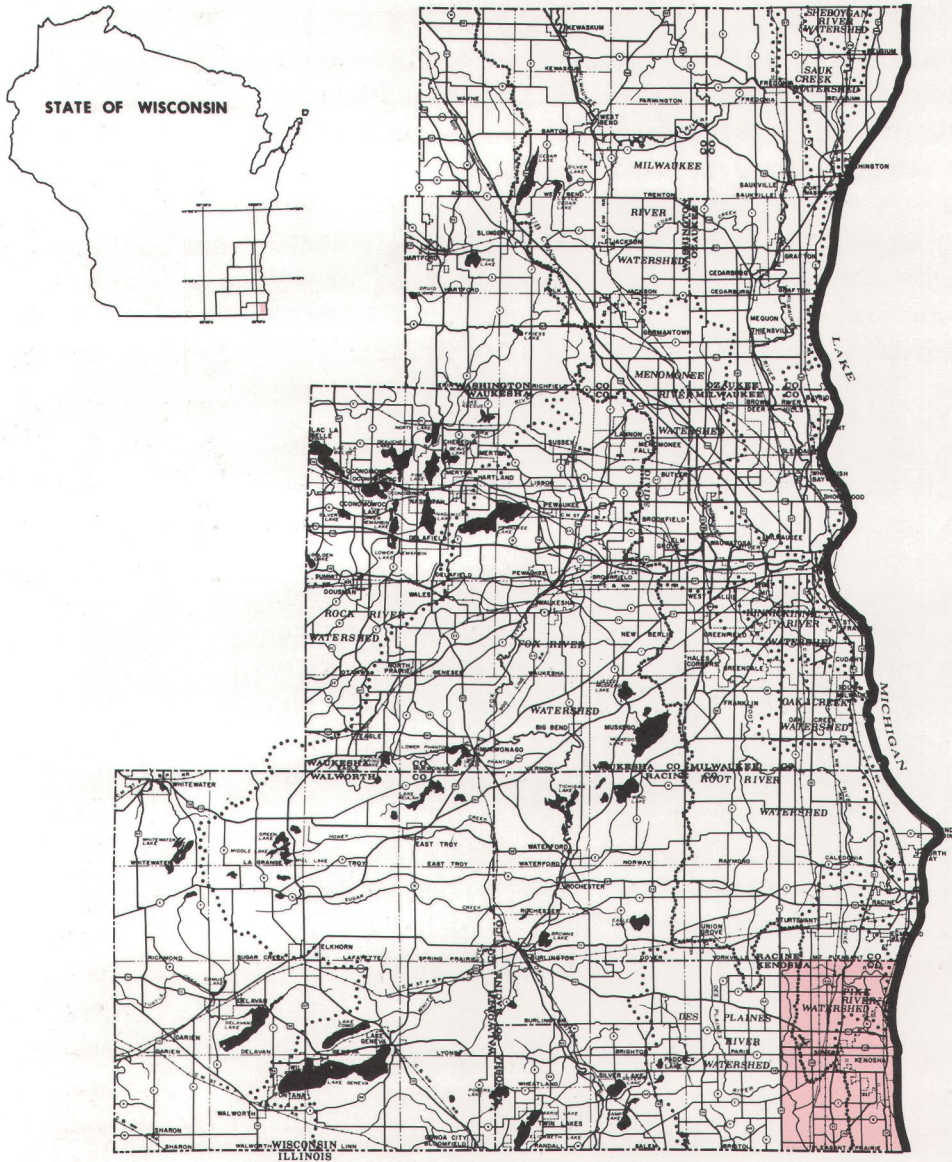
Because of the importance of utilizing the planning data and forecasts previously prepared by the Commission, the necessity of achieving close coordination and integration between the proposed

**SOUTHEASTERN
WISCONSIN
REGIONAL
PLANNING
COMMISSION**

NEWSLETTER
VOL. 7 NO. 6 NOV - DEC 1967
OLD COURTHOUSE WADSWORTH



Map I
LOCATION OF THE KENOSHA PLANNING DISTRICT
IN THE REGION



FIRST DISTRICT PLAN-continued

District planning program and that of the Commission, and because of the necessity to prepare development plans which could be cooperatively adopted and jointly implemented by the City and Towns comprising the District, the U. S. Department of Housing and Urban Development (and U. S. Housing and Home Finance Agency) requested that the program be administered through the Commission.

The Commission accordingly prepared an outline for a comprehensive planning program for the District, and an interagency agreement was entered into between the Commission and the City of Kenosha and the Towns of Pleasant Prairie and Somers on May 18, 1964, governing the conduct of the proposed work. Under the contract the Commission agreed to perform the work necessary to provide the District with a comprehensive community development plan; and the City and Towns agreed to provide one-third of the cost of preparing such a plan, the local contribution to be composed of both cash and local staff services, with the federal government providing the two-thirds balance under the provisions of Section 701 of the Housing Act of 1954, as amended. The Commission entered into a contract with the well-known planning firm of Harland Bartholomew and Associates, St. Louis, Missouri, to provide comprehensive planning services for the District and to prepare the District plan. The firm had made the first comprehensive plan ever prepared for the City of Kenosha in 1925, a plan which had been extremely well received and implemented.

Program Purpose

The purpose of the District planning program was twofold: First, to provide the City and Towns within the District with a comprehensive community development plan containing recommended proposals for land use, transportation, and community facility and public utility development necessary to meet the needs of the District to the year 1990. Second, to carry the regional plans into the greater depth and detail necessary for integration of regional and local development objectives and plans essential to plan implementation.

FIRST DISTRICT PLAN-continued

Citizens' Advisory Committee

Active citizen participation is essential to a successful comprehensive community planning program; and to help achieve such participation, a Citizens' Advisory Committee was created for the District. This Committee was composed of nine members, three appointed by the Mayor of the City of Kenosha and three each by the Chairmen of the Towns of Pleasant Prairie and Somers. The Committee rendered a most valuable service in advising and assisting the consultant and the Commission in the conduct of the planning program and in keeping the local governmental officials, legislative bodies, and citizens informed on the scope, content, and progress of the program. The Committee was comprised of the following members:

Representing the City of Kenosha:

Miss Peggy Roeder, Secretary
Mr. John S. Tondryk
Mr. Russell Huber

Representing the Town of Pleasant Prairie:

Mr. Paul Jaeger, Chairman
Mr. Jasper Gentile
Mr. Charles Hawkins

Representing the Town of Somers:

Mr. Howard Blackmon
Mr. Richard Lindl
Mr. William Rider

The Committee served to familiarize the local leadership within the District with the study and plans and generated an understanding of the objectives of the program.

FIRST DISTRICT PLAN-continued

Staff

In addition to the consultant, local professional and technical staffs participated in the planning program and made significant contributions to the work. Indeed, without the active participation of these staffs, the program would not have been possible. The City of Kenosha Planning Department, under the direction first of Mr. Warren Taylor and then Mr. John I. Erickson, provided a particularly valuable contribution to the work program through the preparation of the existing land use inventory for the entire District, including land use identification, mapping, coding, and measurement. The City of Kenosha Public Works and Water Utility Departments, under the direction of Mr. Don Holland and Mr. O. F. Nelson, provided utility inventories and, through their engineering consultants, proposals for future water supply and distribution systems, sanitary sewerage collection and treatment systems, and storm water drainage systems.

Under the terms of the interagency agreement, the Commission was responsible for the content and conduct of the District planning program. The administration of the contract was performed by the Commission's Community Assistance Division. As a result of the coordination so achieved, full use was made of the various data, materials, plan proposals, and model ordinances prepared by the Commission and by certain state and federal agencies. This resulted in a more thorough and comprehensive planning program than would otherwise have been possible and in a considerable savings in cost. Full cooperation and close coordination were also achieved in this manner, not only with the consultant and the local units of government but also with the various county and state agencies.

The private planning firm of Harland Bartholomew and Associates was specifically employed for the Kenosha Planning District program and was, as already noted, responsible to the Commission for the preparation of a comprehensive community development plan for the District.

FIRST DISTRICT PLAN-continued

As a result of the joint efforts of the Citizens' Advisory Committee, local elected and appointed officials, and the consultant, the Kenosha Planning District program resulted in the completion of invaluable studies, forecasts, plans, and plan implementation recommendations. These study findings and recommendations have been published in SEWRPC Planning Report No. 10, A Comprehensive Plan for the Kenosha Planning District, consisting of two volumes. Volume 1 contains the findings and recommendations of the studies, analyses, forecasts, and planning proposals completed under the program, including specific recommendations for plan implementation. Volume 2 contains detailed drafts of recommended implementation devices, including zoning, official map, and subdivision control ordinances and a capital improvement program.

District Studies Completed

The Kenosha Planning District program was the product of approximately 30 months of intensive work by the local staffs, the consultant, and the Commission and resulted in the following completed work:

Base Mapping: Planning base maps were prepared to show the location and configuration of lakeshore, stream, and watercourse lines; major trafficways and urban street patterns; major electric power transmission lines; major federal, state, county, and municipal public landholdings; and municipal corporate limits lines. Intensive use was made in the base mapping effort of the base maps and aerial photographs prepared by the Commission under other regional planning efforts. Additional base maps were prepared to show public right-of-way lines; real property boundary lines; and a parcel and lot identification code suitable for use in machine processing and display of the amount, type, intensity, and spatial distribution of existing and proposed land uses. The 10-year and 100-year recurrence interval flood inundation lines delineated in the Flood Plain Information Report, prepared for the Commission by the U. S. Army Corps of Engineers, for the Des Plaines River, were placed on all base maps prepared for the district under the planning program.

Natural Resources Inventory: A survey and analysis of the natural resource base of the District was completed, including the collection of definitive data on such elements as climate, weather, geology, soils, beach erosion, minerals, surface water, ground water, forests and wooded areas, fish and wildlife, parks, recreation, open space, floodways, flood plains, wind, and air. Soil suitability maps were prepared for selected rural and urban uses, including agricultural, residential with septic tank sewage disposal systems, industrial, and recreational (see Map 2).

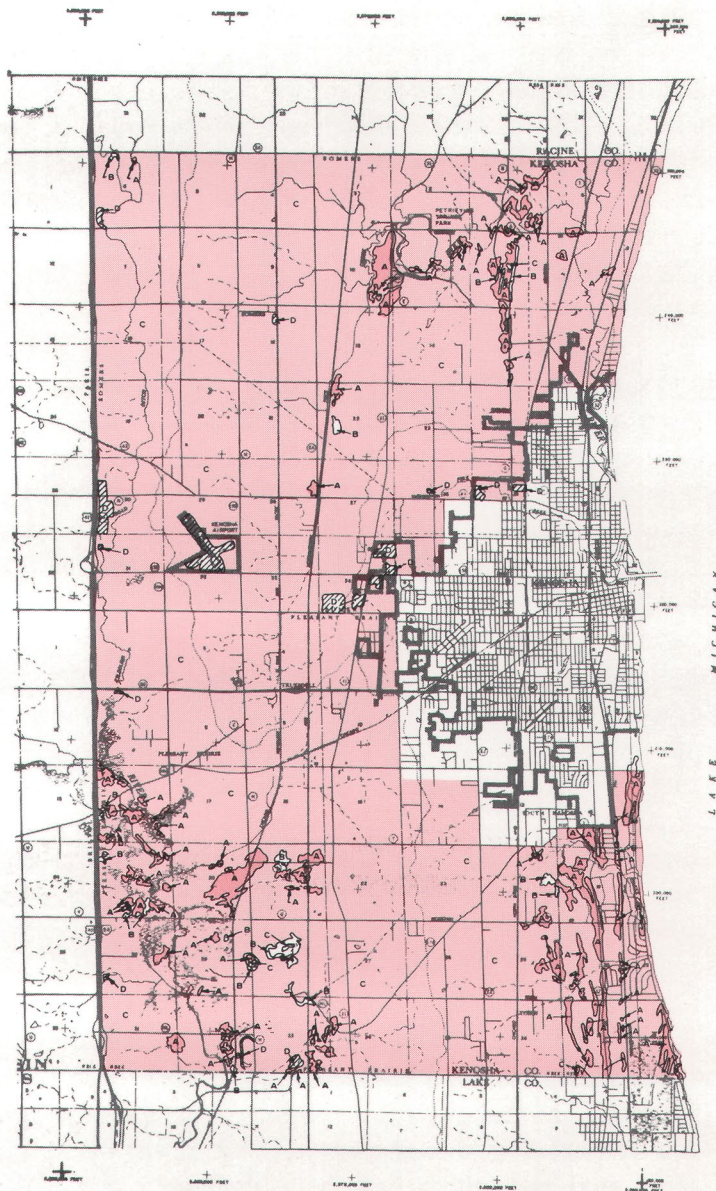
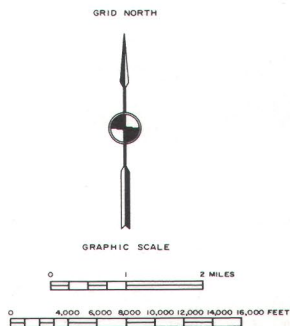
Economy and Population Studies: Studies and analyses were made of the economic base of the District taking into account the relation of the District economy to that of the Region. Forecasts were made of the future economic activity levels which might be expected within the District, together with forecasts of future employment levels. Population studies, including historic trends, components of change, age-group and sex distribution, ethnic and racial composition, educational levels, and geographic distribution were made, as well as forecasts of future population levels and composition. Population forecasts indicate that the District population would increase from 85,325 in 1960 to 181,000 by 1990.

Land Use Inventory: An existing land use inventory was conducted within the District on a parcel-by-parcel basis, utilizing a land use classification and coding system which was fully compatible with the regional system. Analyses were made of residential, commercial, manufacturing, transportation, communications and utility, agricultural, institutional, governmental, and recreational uses, as well as of underdeveloped and "vacant" land. Forecasts of future land use requirements were prepared consistent with regional forecasts. The District was divided into neighborhoods and each neighborhood analyzed as to the character of present development and recent trends. Any special problems were identified, such as scattered and strip development, encroachment of incompatible uses, and deteriorating housing conditions. Areas requiring urban renewal, rehabilitation, or conservation efforts were identified.

Map 2 SOIL SUITABILITY FOR RESIDENTIAL DEVELOPMENT WITHOUT PUBLIC SEWER ON ONE ACRE LOTS OR LESS

LEGEND

- A SLIGHT AND VERY SLIGHT LIMITATIONS
- B MODERATE LIMITATIONS
- C SEVERE AND VERY SEVERE LIMITATIONS
- D MADE LAND



FIRST DISTRICT PLAN-continued

Transportation Inventory: In the study of District transportation facilities, intensive use was made of data prepared by the Commission under the regional land use-transportation study. Special attention was focused upon transit facilities and upon rail, seaport, and airport facilities. Inventories were updated for all existing facilities and plans developed for all modes of transportation which were consistent with the adopted regional transportation plan. Existing and possible future bus and truck routes, rights-of-way and pavement widths, 24-hour traffic volumes, travel time and delay, and factors affecting major street locations were all studied and the findings presented in the Comprehensive Plan Report.

Community Facilities Inventory: Community facilities studies were completed, which included inventories and analyses of existing public school, playground, and park facilities. Water supply; sanitary sewerage; storm water drainage; solid waste disposal; and electric, gas, and telephone systems were inventoried and analyses made as to future capacity requirements. All public buildings were inventoried, including libraries, fire stations, museums, offices, and garages and evaluations made concerning the adequacy of their sites and the condition of their structures.

District Plans Completed

The aforementioned studies, together with development objectives and standards, formed the basis for the preparation of a comprehensive development plan designed to meet the needs of the district population to the year 1990.

This comprehensive development plan included recommendation with respect to land use (see Map 3); community action areas; port development; bus and truck routes and transit service; arterial street and highway development (see Map 4); recommended street cross sections; proposed school, recreation and public building sites; and proposed water, sanitary sewer, and storm drainage systems. The comprehensive development plan contains the following specific salient proposals:

Map 3 LAND USE PLAN

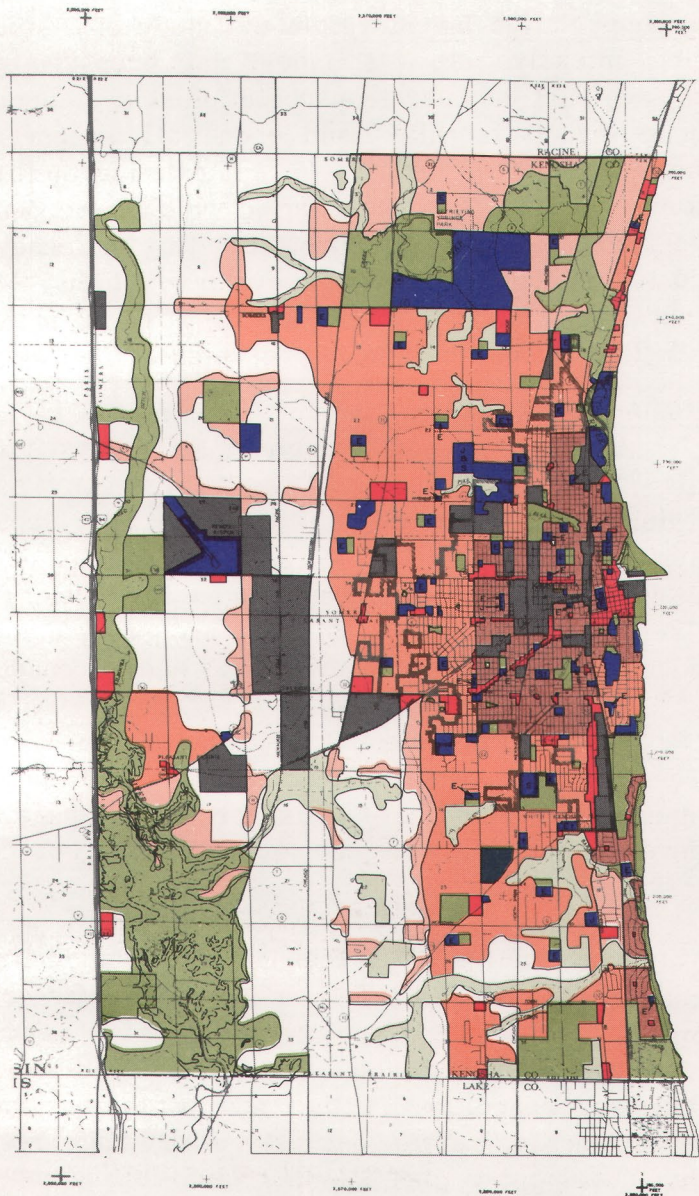
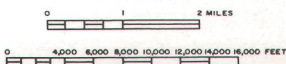
LEGEND

- LOW DENSITY RESIDENTIAL
(0.5 - 7.2 PERSONS PER RES. ACRE)
- MEDIUM DENSITY RESIDENTIAL
(7.3 - 22.8 PERSONS PER RES. ACRE)
- HIGH DENSITY RESIDENTIAL
(22.9 - 59.2 PERSONS PER RES. ACRE)
- MAJOR RETAIL AND SERVICE CENTER
- MAJOR INDUSTRIAL CENTER
- GOVERNMENTAL AND INSTITUTIONAL
E - ELEMENTARY
J - JUNIOR HIGH
S - SENIOR HIGH
† - PAROCHIAL
- PUBLIC OUTDOOR PARK AND RECREATION SITE
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- AGRICULTURAL
- 100 YEAR FLOOD INUNDATION BOUNDARY
- 10 YEAR FLOOD INUNDATION BOUNDARY

GRID NORTH



GRAPHIC SCALE

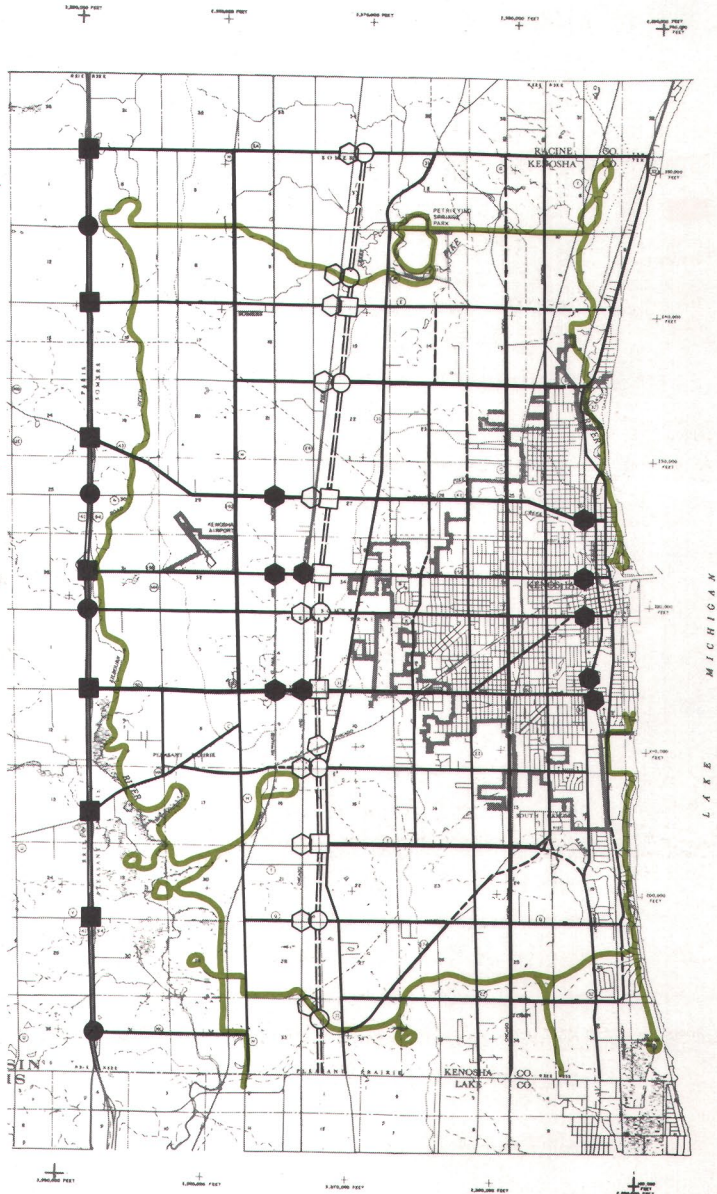
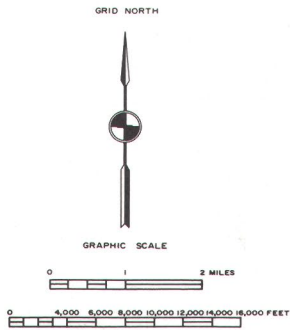


LAKE MICHIGAN

Map 4 ARTERIAL STREET AND HIGHWAY PLAN

LEGEND		TYPE OF STREET
EXISTING OR WIDENED RIGHT-OF-WAY	PROPOSED NEW RIGHT-OF-WAY	
		FREEWAY OR EXPRESSWAY
		STANDARD ARTERIAL
		COLLECTOR
		PROPOSED SCENIC PARKWAY

EXISTING FACILITY	PROPOSED FACILITY	TYPE OF FACILITY
		HIGHWAY GRADE SEPARATION
		RAILROAD GRADE SEPARATION



FIRST DISTRICT PLAN-continued

1. Allocation of 18,850 acres of land for residential use within the District, 1,260 acres of land for commercial uses, and 3,250 acres of land for industrial purposes, which is sufficient to meet the housing and employment needs of the District population to the design year 1990 as determined by demographic and economic forecasts and sound community development objectives and standards.
2. Imaginative redevelopment of the lakefront from 85th Street South to 122nd Street from scattered, underdeveloped low-density residential to a high-rise, high-density area with public ownership of the lakefront.
3. Reservation of 3,010 acres in primary and secondary environmental corridors to meet the anticipated park and recreation needs of the District population. These corridors encompass surface waters, floodways, and flood plains; soils unsuitable for urban development; and the best remaining stream and lake-shore, woodland, wetland, wildlife habitat, and potential park sites within the District.
4. Designation of 2,300 acres for public and semi-public uses, including 690 acres for the proposed University of Wisconsin Parkside Campus, 60 acres for a proposed high school, and 70 acres for Carthage College, and acreage for other various schools, church, cemetery, library, and public building sites, to meet the educational, recreational, and other community facility needs of the District's population until 1990.
5. Service of all high- and medium-density residential areas and low-density residential areas in the northern portion of the District by public water supply and sanitary sewerage systems.
6. Improved arterial street and highway facilities, including over 12 miles of proposed new freeway (Lake Freeway) interchanging with STH 43, 50, and 158; extension of 30th Avenue south to the

FIRST DISTRICT PLAN-continued

Wisconsin-Illinois State line along the abandoned Chicago North Shore and Milwaukee Electric Railroad right-of-way; a connection between STH 32 and the proposed freeway; realignment of STH 174; extension of Roosevelt Road northeast to 60th Street; extension of 12th Street; realignment and widening of Washington Road; and 50 miles of new scenic parkway.

7. Extension of existing local transit routes so as to provide transit service to 85 percent of the 1990 District population, and grade separations between all railroad intersections with the freeway, major highways, and the proposed scenic parkway so as to provide a safe, convenient, and efficient transportation system for the District.

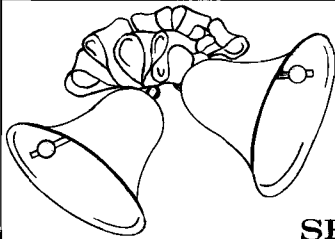
Plan Implementation Recommendations

The District plan provides a design for the attainment of specific District development objectives and standards. The steps necessary to implement these plans and thereby result in a complete comprehensive planning program are also set forth in the final planning report.

Chapter XII of the comprehensive plan report enumerates: 1) those organizations, such as local plan commissions, redevelopment authorities, and public work agencies, whose action is necessary for successful plan implementation; 2) those plan adoption and adjustment actions that must be taken to assure a common understanding between the several governmental units involved and result in a continuous updating of the plan; 3) the implementation devices, such as zoning, land division, and official map ordinances, capital improvement programs and public policies, and right-of-way reservation, acquisition, and construction, necessary for the realization of specific portions of the plans; and 4) local administration, planning staffs, and education programs so important to public understanding and efficient effectuation by local officials and governing bodies. To assist the City and Towns in carrying

FIRST DISTRICT PLAN-continued

out the plan implementation recommendations, a proposed capital improvement budget procedure for their review and adoption; a proposed zoning ordinance, including a zoning map; a proposed land division ordinance; a proposed official map ordinance; and a proposed ordinance creating a local plan commission are included in their entirety in Volume 2 of the District's comprehensive planning report for review, adaptation, and adoption by the City of Kenosha and the Towns of Pleasant Prairie and Somers. Both the zoning and land division ordinances contain recommended floodland and soil restrictions.



**SEASON'S GREETINGS
FROM THE
SOUTHEASTERN WISCONSIN REGIONAL
PLANNING COMMISSION
AND STAFF**



SEWRPC NOTES

CUDAHY JOINS REGIONAL PLANNING COMMISSION

The Commission is pleased to note that the City of Cudahy has elected to become a fully participating member in the Regional Planning Commission. Commission Chairman G. C. Berteau, in announcing the decision of the Cudahy Common Council to rejoin the Commission expressed the importance of officials of Cudahy actively participating in the regional planning process.

With the addition of Cudahy to the Commission, over 98 percent of the local units of government within the Region are now actively participating in the work of the Commission. These local units of government account for nearly 99 percent of the 1966 equalized real property value, over 98 percent of the land area, and more than 99 percent of the population within the Region.

Cudahy thus becomes the 9th community to rejoin the Commission from among the ten communities that originally withdrew within the first 90 days after the Commission was created in 1960. The Town of Dover in Racine County is the only community of the original ten which has not yet elected to rejoin the Commission.

ADOPTION STATUS OF THE REGIONAL LAND USE-TRANSPORTATION PLANS

The regional transportation plan prepared by SEWRPC has been brought another step closer to implementation through its endorsement by the State Highway Commission of Wisconsin. The endorsement of a regional transportation plan by a state highway agency is a virtually unprecedented action nationwide, and will do much to ensure the eventual implementation of both the recommended regional land use and transportation plans. In addition to the State Highway Commission's endorsement, the regional land use and transportation plans have, to date, been endorsed at the state level by the Wisconsin Conservation Commission and the

SEWRPC NOTES--continued

State Soil and Water Conservation Committee. The following local units of government and governmental agencies have acted to adopt the plans to serve as a guide in the making of day-to-day development decisions:

Kenosha County

County Board

County Park Commission

Village of Silver Lake

Milwaukee County

County Board

City of Wauwatosa

Village of River Hills

County Expressway Commission

Ozaukee County

County Board (Transportation Plan Only)

Town of Belgium

Racine County

County Board

County Highway Committee

County Park Commission

Village of Elmwood Park

Town of Waterford

Walworth County

County Board

Soil and Water Conservation District

Town of East Troy

Town of Whitewater

Washington County

County Board

Waukesha County
County Board
Soil and Water Conservation District
Town of Merton

TCAC REORGANIZED

The Technical Coordinating and Advisory Committee on Regional Land Use and Transportation Planning was reorganized in October, 1967, in order to better carry on its valuable role under the continuing land use-transportation study. The Committee had provided invaluable assistance in the preparation of the regional land use and transportation plans, and as noted by Commission Executive Director K. W. Bauer at a recent organizational meeting, "The creation of this Committee was one of the wisest actions ever taken by the Regional Planning Commission. The high quality of the regional plans produced by the initial regional land use-transportation study was due in large part to the major contributions which this Committee made to the study."

In his welcome address to the Committee, Commission Chairman George C. Berteau noted that the Committee represented an opportunity for the kind of active participation that is needed to ensure the acceptance and implementation of the adopted Regional Plans. He further voiced the hope of the Commission that the Committee, ". . . will work diligently with the tools at hand, breaking new ground cautiously and only as facts and circumstances may clearly warrant." Because, "Even given a sound physical development and a pleasant environment in which to live, learn, and grow, there are those today who would say it is chancy at best that tomorrow's civilization and social structure will resemble ours. Yet in spite of such pessimism, no doubt the Region, the country, and the universe are unfolding as they should. Hopefully our joint efforts, through your Committee and our Commission and the continuing land use-transportation study, will provide the physical forum for a society as dedicated to the needs of tomorrow as you are to those of today."

The reorganized Committee is comprised of technical representatives from such state agencies as the Department of Transportation, the Department of Natural Resources, and the Department of Local Affairs and Development. Local communities are represented by personnel from the engineering, traffic, public works, highway, or planning departments of the constituent counties, cities, villages, and towns. Also included are representatives from electric, gas, and telephone utilities, and from the railroad and transit companies operating within the Region, and from the major universities in the Region. In addition, representation from such federal agencies as the U. S. Department of Transportation, the U. S. Department of Housing and Urban Development, and the U. S. Department of Commerce have been appointed to the Committee.

The full 76-member Committee has organized itself into seven working subcommittees dealing with the subject areas of: 1) land use; 2) natural and recreation related resources; 3) utilities; 4) socio-economic indicators; 5) highways; 6) transit; and 7) traffic studies, models, and operations. The primary tasks of the Committee will continue to be: to serve as a clearinghouse for the assembly and evaluation of planning and engineering data; to exchange ideas for the solutions to areawide technical problems; to coordinate the efforts of the various technical staffs of agencies concerned with the physical and economic development of the Region; to assist and advise the Commission staff on technical methods, techniques, and procedures; to recommend technical standards; and to place, insofar as possible, the experience, knowledge, and resources of the technical staffs of the represented agencies at the disposal of the Commission.

QUESTION BOX

WHAT IS A PLANNING DISTRICT?

The Commission planning program envisions the establishment of sub-regional planning districts within the Region for the purpose of carrying the regional plans into the greater depth and detail necessary to provide a sound framework for local planning and for plan implementation. These planning districts consist of two types. The boundaries of the first type are delineated on the basis of topography or topographically related development problems. Examples of such districts include the Root, Fox, and Milwaukee River watersheds. The boundaries of the second type of subregional planning district encompass areas of existing or potential intensive urban development which have common development problems, such as the Kenosha Planning District.

These subregional planning districts are intended to comprise rational planning units within the Southeastern Wisconsin Region and are not only intended to provide the basis for the preparation of areawide development plans in greater depth and detail but are also intended to provide an important basis for the implementation of the regional plans. This latter function is extremely important since the Commission is an entirely advisory body. It is only through cooperative interagency action that the regional plans will be implemented. The establishment of planning programs for such subareas of the Region as the Kenosha Planning District affords an excellent opportunity to coordinate overall regional planning programs with more detailed local planning programs and thereby provides for the implementation of the regional plans through local action.

QUOTABLE QUOTE.....

"This, then, is the truth of the matter: Nature inexorably wills that the right should finally triumph. What we neglect to do comes about by itself, though with great inconvenience to us."

Immanuel Kant
1724-1804
Perpetual Peace

SOUTHEASTERN WISCONSIN REGIONAL
PLANNING COMMISSION

Old Courthouse
P. O. Box 769
Waukesha, Wisconsin
53186

Phone: 542-8083

Kurt W. Bauer
Executive Director

RETURN REQUESTED

BULK RATE
U. S. POSTAGE
PAID 2 7/8¢
WAUKESHA, WIS.
PERMIT NO. 645