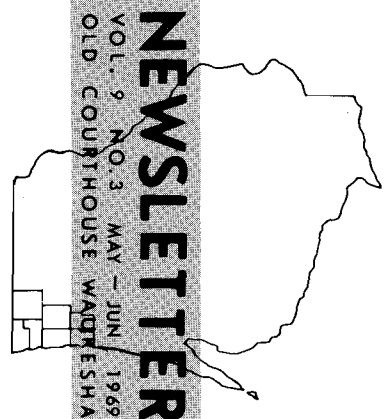


6th REGIONAL PLANNING CONFERENCE HELD

Implementation of the adopted regional land use and transportation plans was the theme of the Sixth Regional Planning Conference held on May 6, 1969. The Conference, held at the Pfister Hotel & Tower in Milwaukee, was attended by nearly 450 persons. Participants in the Conference included elected and appointed public officials; representatives of business, industry, and civic organizations; professional planners, architects, and engineers; and interested citizens. The review of regional plan implementation afforded the conferees and Commission members the first opportunity to assess the impact of the adopted regional land use and transportation plans since the formal adoption and certification of the plans by the Commission in December 1966.

With the adoption of the recommended regional plan elements as set forth in SEWRPC Planning Report No. 7, Volume 3, Recommended Regional Land Use and Transportation Plans—1990, emphasis has been placed on the implementation processes; and the Commission has devoted a major part of its efforts to working with local, state, and federal governmental agencies having the authority and means to implement the adopted regional plan elements. Recognizing that little precedent exists within the United States for regional plan implementation, the Commission through this Conference has attempted to review plan implementation progress to date and evaluate plan implementation priorities.

**SOUTHEASTERN
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REGIONAL
PLANNING
COMMISSION**





MILWAUKEE CITY HALL—May 6, 1969

REGIONAL PLANNING CONFERENCE—continued

MORNING SESSION

Commission Chairman George C. Berteau convened the Sixth Regional Planning Conference with remarks outlining the continuing need for vigilance and surveillance if more orderly regional growth is to be achieved within the seven-county Region. After the initial welcoming of all Conference participants on behalf of the Commissioners and staff, Chairman Berteau briefly reviewed the basic statutory functions of the Commission and emphasized the even greater self-imposed restrictions of the Commission, which serve to require the approval by the constituent county boards of the purpose, scope, cost, and work schedule of any new regional planning programs.

In commenting on the Commission's approach to regional planning in southeastern Wisconsin, Chairman Berteau said:

It is much too early to make an assessment and a determination as to whether the Commission's approach to regional planning,

George C. Berteau

Chairman, Southeastern Wisconsin Regional
Planning Commission



REGIONAL PLANNING CONFERENCE—continued

both as to scope of subject matter and conceptually—that is, through a voluntary, cooperative joint effort—through a consensus among the various levels and agencies of government concerned—can and will provide effective answers and solutions to areawide problems. There are many who are now willing to concede that this is by far a too limited approach—too limited as to tools, too limited as to scope—and that, therefore, today's social ferment, marked by intensifying conflicts over poverty, race, resource allocation, and the use and distribution of social power; by the failure to provide for the needs of education on a regional approach; by physical, mental, and environmental health planning; by housing needs; and by demands for governmental reorganization, demands that social and economic problems have equal status with the physical problem attendant to, and spawned by, urban sprawl, which is everywhere about us.

On the other side of this evaluation coin, there are those who would equate our effectiveness in physical plan implementation with our absence from the social, political, or economic involvement that surrounds the urban political systems that daily lurch from crisis to crisis.

An Overview

Mr. Kurt W. Bauer, Commission Executive Director, then presented an overview of the regional plan implementation process as it must be carried out within the framework of the regional planning process in Wisconsin. Mr. Bauer reported that to date 6 of the 7 counties, 8 of the 28 cities, 7 of the 53 villages, and 10 of the 65 towns have formally acted, pursuant to Section 66.945(12) of the Wisconsin Statutes, to adopt the land use plan, while all 7 counties, 8 of the 28 cities, 7 of the 53 villages, and 10 of the 65 towns within the Region have acted to formally adopt the transportation plan. In addition, 13 public agencies and pri-

REGIONAL PLANNING CONFERENCE—continued

vate organizations have acted to adopt or endorse both the land use and transportation plans, including such important agencies as the State Highway Commission of Wisconsin, the State Conservation Commission of Wisconsin, and the Milwaukee County Expressway and Transportation Commission.

Mr. Bauer, referring to all levels of government and their respective implementing agencies operating within the Region, stated that:

The detailed plan implementation recommendations addressed to these agencies in the Commission's planning reports include recommendations ranging from the exercise of certain land use controls—including sanitary codes, subdivision control ordinances, and zoning ordinances—to utility service extension policies and the acquisition of land for park and related open-space sites; from the conversion of functional highway system plans to jurisdictional plans on a county-by-county basis, to the specific actions required to reserve right-of-way for proposed freeway and rapid transit facilities. They include recommendations concerning the protection of shorelands and floodlands, the construction of flood control and water pollution abatement facilities, and the adaptation of soil surveys and analyses to the regulation of the installation of soil absorption sewage disposal systems. In many cases, implementing federal, state, or local units and agencies of government may independently pursue these very same actions to serve their own purposes and objectives. Unless these implementing agencies recognize, however, that regional, as well as state and local, interests are involved and are willing to adapt measures which are fully compatible with all of these interests, then in the long run the regional plans will not be implemented; and neither federal, state, nor local interests will be well served.

REGIONAL PLANNING CONFERENCE—continued

In conclusion, Mr. Bauer stated:

Although all of us here today are conscious of the massive urbanization taking place within the Region, few of us are truly aware of the very rapid rate at which this urbanization is occurring and of the large amounts of land that are being consumed by it. Failure to use the regional plan to guide this urban development so that it will work for the betterment of all the citizens of the Region rather than to their detriment would be a tragedy for us all and for all those who must follow us.

Regional Freeway Plan Implementation

A summary report concerning the continuing need for long-range arterial street and highway system planning and development, which involves community participation, and a review of freeway plan implementation to date was the subject of a presentation given by Mr. William R. Redmond, Chairman, State Highway Commission of Wisconsin.



William R. Redmond

Chairman, State Highway Commission of Wisconsin

REGIONAL PLANNING CONFERENCE—continued

Mr. Redmond, after a review of Highway Commission planning progress in the Southeastern Wisconsin Region, stated that:

All of these activities have been undertaken toward one end: reasonable, logical, long-range planning of improvements by both the private and public sectors of our local, regional, and state communities.

Future development, both rural and urban and both public and private, is dependent upon a thorough knowledge of freeway system development if disruption and anguish are to be avoided and if highway development costs are to be kept to a minimum.

In concluding his remarks, Mr. Redmond emphasized that the SEWRPC regional land use and transportation plans have been very useful to the State Highway Commission's programs, including the new Interstate Highway "57" proposal, the national functional highway classification study, and the continuing review of highway improvement programs for consistency of state and local planning goals.

Regional Transit Plan Implementation

Mr. Robert W. Brannan, Transportation Director, Milwaukee County, presented a summary report outlining the progress to date toward implementation of the rapid transit plan, a major element of the recommended regional transportation plan. Mr. Brannan noted that implementation of the rapid transit plan originated with the Milwaukee County Board when they adopted the regional land use and transportation plans and subsequently passed a resolution in April 1967 that initiated application for federal funding of a detailed mass transit technical study to determine

REGIONAL PLANNING CONFERENCE—continued

the necessary rapid transit system locational and operational configuration and equipment requirements; to prepare preliminary engineering designs and determine right-of-way requirements for the final facility elements of the system; to develop estimates of capital and operating costs and financial feasibility; to evaluate benefits; and to recommend construction staging. Mr. Brannan reported that the study had been cooperatively funded by the U. S. Department of Housing and Urban Development, the U. S. Department of Transportation, the Wisconsin Department of Transportation, and Milwaukee County and that an inter-agency staff had been assembled to conduct the study program. He further reported that the study is now about one-fourth complete, with public hearings on alternative transit way alignments tentatively scheduled to be held early in 1970. The final transit report, he added, is expected to be completed early in 1971. Mr. Brannan indicated that the proposed mass transit system would most probably not become operational until the mid-1970's at the earliest.



Robert W. Brannan

Transportation Director, Milwaukee County

REGIONAL PLANNING CONFERENCE—continued

In his presentation Mr. Brannan also expressed concern about achieving constructive public participation in the plan implementation process. He said that:

We are today concerned with progress toward implementation of the regional plan. Will the urban dissenter understand the complex machinery through which change is accomplished? Will he work at learning the implications of the plan; the feasible alternatives, determine the leverage points; and then, within the framework of democratic processes, work to build a better community?

The community does have a collective ability to build successfully on the framework of the regional plan, but I wonder if this might be frustrated by a vocal and militant minority exercising a veto to the community detriment.

Whether it be model cities, welfare, or freeways, we do and must seek citizen involvement and understanding. My concern is whether this will be a constructive and positive involvement, a militant confrontation, or perhaps only a negativism that contributes nothing to the decision-making process.

I am not suggesting that a community can't or shouldn't be whatever it wants to be. Nor am I suggesting that the regional plan is a rigid skeleton that permits no flexibility. I do believe though that implementation judgments must reflect a community understanding and consensus.

REGIONAL PLANNING CONFERENCE—continued

Park and Environmental Corridor Plan Implementation

Mr. Karl B. Holzwarth, Park Director, Racine County, detailed the progress of park and environmental corridor implementation in the Region to date. Reviewing the progress in Racine County alone, Mr. Holzwarth noted that prior to 1965, Racine County owned and maintained only 186 acres of park lands and that since that time, through the formation of a comprehensive county park acquisition and development program, Racine County has increased its park land holding to 848 acres. Progress on acquisition of the regional park sites recommended in the adopted regional land use plan has been just as successful, he noted. Environmental corridor implementation, however, has not been as successful. Mr. Holzwarth concluded his remarks by outlining the remaining challenges for future consideration, including:

1. Development of a comprehensive regional environmental protection plan coordinating efforts by all levels and agencies of government concerned with park, recreation, and conservation lands within the Region.



Karl B. Holzwarth

Park Director, Racine County

REGIONAL PLANNING CONFERENCE—continued

2. Renewed interest and implementation in preserving our environmental corridors.
3. Acquisition and development efforts toward park and related open-space lands that will keep pace with the rapid urbanization of our Region.

LUNCHEON SESSION

The luncheon address presented by Dr. Coleman Woodbury, Professor of Urban and Regional Planning, University of Wisconsin, Madison, was entitled the "Costs and Consequences of Urban Sprawl." Dr. Woodbury's presentation was directed towards four areas of concern in this highly complex urban growth problem, including: 1) proper definition and scope of urban sprawl with particular emphasis upon distinguishing between urban dispersal and urban sprawl; 2) the high probability that urban dis-

Dr. Coleman Woodbury

Professor of Urban and Regional Planning
University of Wisconsin, Madison



REGIONAL PLANNING CONFERENCE—continued

persal will continue in the future; 3) the costs attendant to continued urban sprawl; and 4) suggested undeveloped tools available to supplement existing plan implementation devices to control urban sprawl.

In his remarks Dr. Woodbury noted that urban dispersal is simply the spreading out of urban development from the older established centers of urban development within a region at lower densities ordinarily than those of past development. Such dispersal, he said, is quite normal and can be expected to continue indefinitely. Urban sprawl, he continued, is a haphazard, scattered, and uncontrolled kind of dispersal. It is this kind of dispersal which often leads to wasteful and exorbitant public capital outlays. It also leads, he said, to overly optimistic land speculation, destruction of natural resources, and visual clutter on the landscape. To help regulate the necessary urban dispersal, Dr. Woodbury suggested the further development and use of planned development districts, compensatory land use regulations, and public land assemblage.

WORKSHOP SESSIONS

The afternoon of the Conference was devoted to four concurrent workshop sessions, in which were analyzed the available regional plan implementation methods and techniques in the areas of county jurisdictional highway system planning; sanitary codes; community and precise neighborhood unit development planning; and floodland, shoreland, and agricultural zoning. Each workshop discussion was directed by a panel of concerned public and private agency representatives and moderated by a SEWRPC Commissioner. A question-and-answer and general discussion period followed the technical presentations, with many questions directed at the panel members by the conferees.

REGIONAL PLANNING CONFERENCE—continued



WORKSHOP A—REGIONAL TRANSPORTATION PLAN IMPLEMENTATION THROUGH COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLANNING

W. J. Burmeister, State Highway Engineer, Wisconsin Division of Highways; James F. Egan, Mayor, City of Mequon and SEWRPC Commissioner; Robert H. Paddock, Division Engineer, U. S. Bureau of Public Roads; Henry B. Wildschut, County Highway Commissioner and Director of Public Works, Milwaukee County; Walter H. Tacke, Deputy Commissioner of Public Works, City of Milwaukee; William E. Creger, Chief Transportation Planning Engineer, SEWRPC.



WORKSHOP B—REGIONAL LAND USE PLAN IMPLEMENTATION THROUGH SANITARY CODES

Harvey E. Wirth, State Sanitary Engineer, Wisconsin Division of Health; Thomas A. Kroehn, Regional Director, Wisconsin Division of Environmental Protection; Eugene Hollister, Chairman, Walworth County Board of Supervisors and SEWRPC Commissioner; Herbert E. Ripley, Director of Environmental Health Services, Waukesha County Health Department; James A. Johnson, Zoning and Sanitation Supervisor, Walworth County; Philip C. Evenson, Chief Community Assistance Planner, SEWRPC.

REGIONAL PLANNING CONFERENCE—continued



WORKSHOP C—REGIONAL PLAN IMPLEMENTATION THROUGH COMMUNITY AND NEIGHBORHOOD PLANNING

Al J. Karetski, Director, Bureau of Local and Regional Planning, Wisconsin Department of Local Affairs and Development; Maynard W. Meyer, Architect and Planning Consultant, Milwaukee; Ray Schmidt, Member of Village of East Troy Plan Commission and SEWRPC Commissioner; Ralph A. Becker, City Engineer, City of Franklin; Paul J. Cody, Urban Affairs Manager, S. C. Johnson & Son, Inc., Racine; Harlan E. Clinkenbeard, Assistant Director, SEWRPC.



WORKSHOP D—REGIONAL LAND USE PLAN IMPLEMENTATION THROUGH FLOODLAND, SHORELAND, AND AGRICULTURAL ZONING

Theodore F. Lauf, Wisconsin Department of Natural Resources; Lyle L. Link, SEWRPC Commissioner; James W. Mitchell, Assistant State Conservationist, U. S. Soil Conservation Service; Arnold L. Clement, Planning Director, Racine County; Michael J. Drozd, Agricultural Agent, Ozaukee County; William D. McElwee, Chief Natural Resources Planner, SEWRPC.

AT THE CONFERENCE



Franklin Walsh, Walworth County Board Supervisor and Chairman, Town of Linn; Anthony E. Balestrieri, Goebel, Balestrieri & Associates; Harold Kolb, Walworth County Board Supervisor and Member, City of Lake Geneva Plan Commission; George C. Whitney, Supervisor, Town of East Troy; Arnette Peters, Walworth County Board Supervisor and Chairman, Town of Sharon; Eugene Hollister, Chairman, Walworth County Board of Supervisors and SEWRPC Commissioner; Judge John D. Voss, SEWRPC Commissioner; William Steffen, Walworth County Board Supervisor and Chairman, Town of Bloomfield; Derald West, Member, City of Lake Geneva Plan Commission and Walworth County Park and Planning Commission; Ray Schmidt, Member, Village of East Troy Plan Commission and SEWRPC Commissioner.



W. D. Rogan, Agri-Business Agent, Waukesha County; L. C. Beck, Waukesha County Board Supervisor; Mrs. Lyle L. Link, Waukesha Womens Club; Theodore F. Matt, Waukesha County Board Supervisor and SEWRPC Commissioner; Eugene Nord, Waukesha County Board Supervisor; Earl J. Simon, Waukesha County Board Supervisor; Mrs. Victoria McCormick, Wisconsin Resource Conservation Council; Herbert J. Gross, Waukesha County Board Supervisor; Charles J. Davis, Waukesha County Board Supervisor and SEWRPC Commissioner; Arthur Manke, Waukesha County Board Supervisor; Gerald Wray, Waukesha County Board Supervisor and Chairman, Town of Brookfield; Lyle L. Link, SEWRPC Commissioner; Reuben Bartelt, Waukesha County Board Supervisor.

AT THE CONFERENCE—continued



Arnold L. Clement, Planning Director, Racine County; James H. Clark, Chairman, Town of Waterford; James F. Rooney, Racine County Board Supervisor; Milton F. LaPour, SEWRPC Commissioner; Karl Holzwarth, Park Director, Racine County; Leonard C. Rauen, Mayor, City of Burlington, and SEWRPC Commissioner; Earl G. Skagen, County Highway Commissioner, Racine County; Garth R. Seehawer, Racine County Board Supervisor and SEWRPC Commissioner; L. C. Hoganson, City Engineer, City of Racine.



Leo J. Wagner, County Highway Commissioner, Kenosha County; William Kavanagh, Zoning Administrator, Kenosha County; Paul G. Jaeger, Agricultural Agent, Kenosha County; Robert Pringle, Member, Kenosha County Park Commission; Albert Kroening, Supervisor, Town of Bristol; Russell Horton, Supervisor, Town of Bristol; Jacob Kammerzelt, Kenosha County Board Supervisor and SEWRPC Commissioner; Richard Lindl, Superintendent of Parks, Kenosha County; Egon G. Uhen, Member, Kenosha County Park Commission; Earl Hollister, Chairman, Kenosha County Board of Supervisors and Chairman, Town of Bristol; Sophus Nelson, Kenosha County Board Supervisor; George Manson, Member, Kenosha County Park Commission; James V. Iaquina, Member, Kenosha County Park Commission; C. Roger Hubbard, Member, Kenosha County Park Commission.

AT THE CONFERENCE—continued



A. E. McClurg, Zoning Administrator, Washington County; Joseph A. Schmitz, Washington County Board Supervisor and SEWRPC Commissioner; Gerald Bogart, Trustee, Village of Germantown; Eugene Somers, Village Engineer, Village of Germantown; Jerome Perry, Village Assessor, Village of Germantown; Oliver Baumgartner, Town of Trenton; Roger Kist, Park Ranger, Washington County.



Thomas N. Wright, Director of Planning, City of Racine; C. Ellis Goldstein, President, Zahn's Department Store, Racine; Dr. Albert E. May, University of Wisconsin-Parkside; Arthur Ruben, Member, City of Racine Plan Commission; Dr. Thomas Stevens, President, Dominican College, Racine; Julian Thomas, President, Racine Chapter NAACP; Milton F. LaPour, SEWRPC Commissioner; David Rowland, Executive Vice-President and Treasurer, Carpenter-Rowland-Batenburg Co., Racine; Lawrence Zeeb, Director of Development, Dominican College; Mrs. William J. Smollen, Racine Junior League; Daniel Johnson, Alderman, City of Racine; Mrs. William Gottschalk, Racine Junior League; John Dvorsky, Area Vocational, Technical, & Adult Education, Racine; William Wittke, Alderman, City of Racine; Clifford Sorenson, Alderman, City of Racine; Glenn Wiechers, President, Racine United Community Services, Inc.; Glen Hodel, Alderman, City of Racine.

AT THE CONFERENCE—continued



Michael J. Drozd, Agricultural Agent, Ozaukee County; James F. Egan, Mayor, City of Mequon and SEWRPC Commissioner; Myron E. Johansen, Work Unit Conservationist, U. S. Soil Conservation Service; Ray F. Blank, Ozaukee County Board Supervisor and SEWRPC Commissioner.



Walter Yaeger, City Club of Milwaukee; Leo Tiefenthaler, Civic Secretary, City Club of Milwaukee; Ray Schmidt, SEWRPC Commissioner.

CONFERENCE PROCEEDINGS

Copies of the Proceedings of the Sixth Regional Planning Conference, including all formal presentations and minutes of each workshop, are now available through the Commission Offices. The cost of each copy is \$1.00 within the Region and \$2.00 outside the Region.

QUESTION BOX

WHAT IS THE NATURE OF THE REGIONAL PLAN IMPLEMENTATION PROCESS?

Implementation of the regional plan will not be brought about by massive action of some one unit or agency of government. Rather, implementation of the plan will be brought about through literally thousands of development decisions made on a day-to-day basis over a period of many years. These decisions will be made by many private investors, as well as by many public administrators operating at the local, areawide, state, and federal levels of government. It is, therefore, extremely important that the individuals, and the corporations and agencies which they represent, making these decisions be aware of, and understand the development proposals as set forth in, the adopted regional plan so that these proposals will receive proper consideration in the decision-making process.

The attainment of this needed understanding is perhaps the most important, as well as the most difficult, task involved in regional plan implementation. To date, this task has been met in the Southeastern Wisconsin Region with very limited success at best, even among technicians and, with far less success among elected public officials and citizen leaders. This lack of understanding of the regional plan elements and of the regional and local development objectives, which these plan elements have been carefully designed to achieve, is probably the greatest single obstacle to regional plan implementation. If the regional plans in southeastern Wisconsin are to be substantially implemented, then, a common and widespread understanding of the basic plan elements and their underlying development objectives must be achieved.

QUOTABLE QUOTE.....

"In this and like communities, public sentiment is everything. With public sentiment nothing can fail; without it nothing can succeed. Consequently, he who moulds public sentiment goes deeper than he who enacts statutes or pronounces decisions."

Abraham Lincoln
16th President
of the United States
August 21, 1858

SOUTHEASTERN WISCONSIN REGIONAL
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RETURN REQUESTED

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