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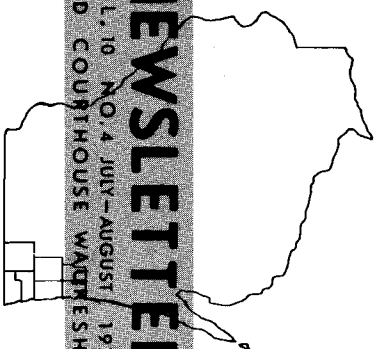
OLD COURTHOUSE WAUKESHA



STUDY DESIGN COMPLETED FOR FIVE-YEAR CONTINUING REGIONAL LAND USE-TRANSPORTATION STUDY

In a highly complex, rapidly changing urban society, the ever-present possibility of unforeseen changes in demographic and economic conditions; technology; state and federal legislation; governmental organizations and fiscal policies; and, most importantly, community goals and objectives, the priorities assigned by the citizen body to such goals and objectives, and the value systems underlying these goals and objectives, make it impossible to prepare, once and for all time, a static plan for the physical development of an urban region nor to declare, once and for all time, exactly how such a plan should be implemented. The regional planning process, like any other planning process, must, therefore, be a continuing one in which the regional plans themselves, the data and forecasts on which these plans are based, and the recommendations for plan implementation are periodically updated, reevaluated and, if necessary, revised as changing developments may dictate.

Accordingly, the Southeastern Wisconsin Regional Planning Commission has, since completion and adoption of the regional land use and transportation plans for southeastern Wisconsin, in December of 1966, carried on a continuing regional land use and transportation planning program. That program was carried on from 1967 through 1969 in accordance with a prospectus and study design published in October of 1965, well before the completion of the regional land use and transportation plans.

In the negotiation of the cooperative agreement governing the conduct of a continuing regional land use and transportation study in southeastern Wisconsin beyond 1969, the governmental agencies concerned agreed that the continuing program would be conducted in accordance with a new prospectus and study design for a five-year period of time, extending from January 1, 1970, through December 31, 1974. That prospectus and study design was completed by the Commission staff in May of 1970. The prospectus and study design was reviewed and approved by the Technical Coordinating and Advisory Committee on Regional Land Use-Transportation Planning, a committee comprised of representatives of the federal, state, and local units and agencies of government concerned with land use and transportation system development within the Region, at a meeting of the full Committee held on July 1, 1970, and was subsequently submitted to the State Department of Transportation, the U. S. Department of Transportation, the U. S. Department of Housing and Urban Development, and the Commission itself for final review and approval.

The prospectus and study design consists of a 99-page report entitled, Study Design for the Continuing Land Use-Transportation Study—1970-1974, and outlines the need for, and objectives of, the continuing regional land use-transportation study; describes the scope and content of the necessary work elements; estimates the cost of the study; and recommends a staff and advisory committee structure for the study.

OBJECTIVES OF THE CONTINUING STUDY

The continuing regional land use-transportation study, as outlined in the Study Design, is intended to comprise an integral part of the total regional planning program in southeastern Wisconsin and, as such, has five specific objectives:

- To meet the planning requirements of the 1962 Federal Aid Highway Act and the 1964 Federal Urban Mass Transportation Act,

so as to continue to qualify the constituent state and local units of government concerned for federal aids in partial support of the development of highway and transit facilities within the Region and to assist in meeting the planning review requirements of Section 204 of the Federal Demonstration Cities and Metropolitan Development Act and of U. S. Bureau of the Budget Circular Memorandum A-95 issued pursuant to the Federal Intergovernmental Cooperation Act of 1968.

- To continuously update and revise the data collected in, and the forecasts prepared under, the initial regional land use-transportation study so that the full value of these data and forecasts can be realized and development decisions within the Region made intelligently upon current factual information.

- To periodically update, reevaluate, and, if necessary, revise the plans prepared under the initial study effort in light of changing conditions within the Region, including changing community values.

- To provide for the continued integration of the land use and transportation planning efforts within the Region with other elements of the comprehensive areawide planning effort, including the preparation of watershed development, sewerage and water supply, airport, park, and library plan elements.

- Finally, and perhaps most importantly, to convert the plans prepared under the initial study effort into action programs for plan implementation.

The attainment of the foregoing objectives will require continued maintenance of the close working relationships established under the initial study between the Commission and those agencies of government and private organizations responsible for land use and transportation system

development within the Region. It will also require a continuing modification and adaptation of the plans and means of implementation to changing conditions. Local planning and plan implementation efforts must continue to be closely 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 in the initial planning effort must be extended in a meaningful manner as a basis for making development decisions within the Region on a day-to-day basis.

FUNCTIONS OF THE CONTINUING STUDY

To meet the foregoing objectives, the continuing regional land use-transportation study is intended to perform the following five basic functions:

Surveillance

Under the continuing regional land use-transportation study, regional development must be carefully monitored and analyzed in relation to the adopted regional land use and transportation plans, the forecasts and basic assumptions underlying those plans, and the techniques used in the preparation and evaluation of those plans, including the various mathematical simulation models. Definitive data must be collected on the amount and spatial location of changes in actual population and economic activity levels, land use development, automobile availability, trip generation, mode of transportation utilized, travel patterns, transportation facility utilization, and on local land use and transportation plan development and plan implementation actions within the Region. These changes must be carefully analyzed in order to determine whether the forecasts and assumptions underlying the plans are holding over time and whether the plans and the techniques used in the preparation and evaluation of these plans remain valid.

Reappraisal

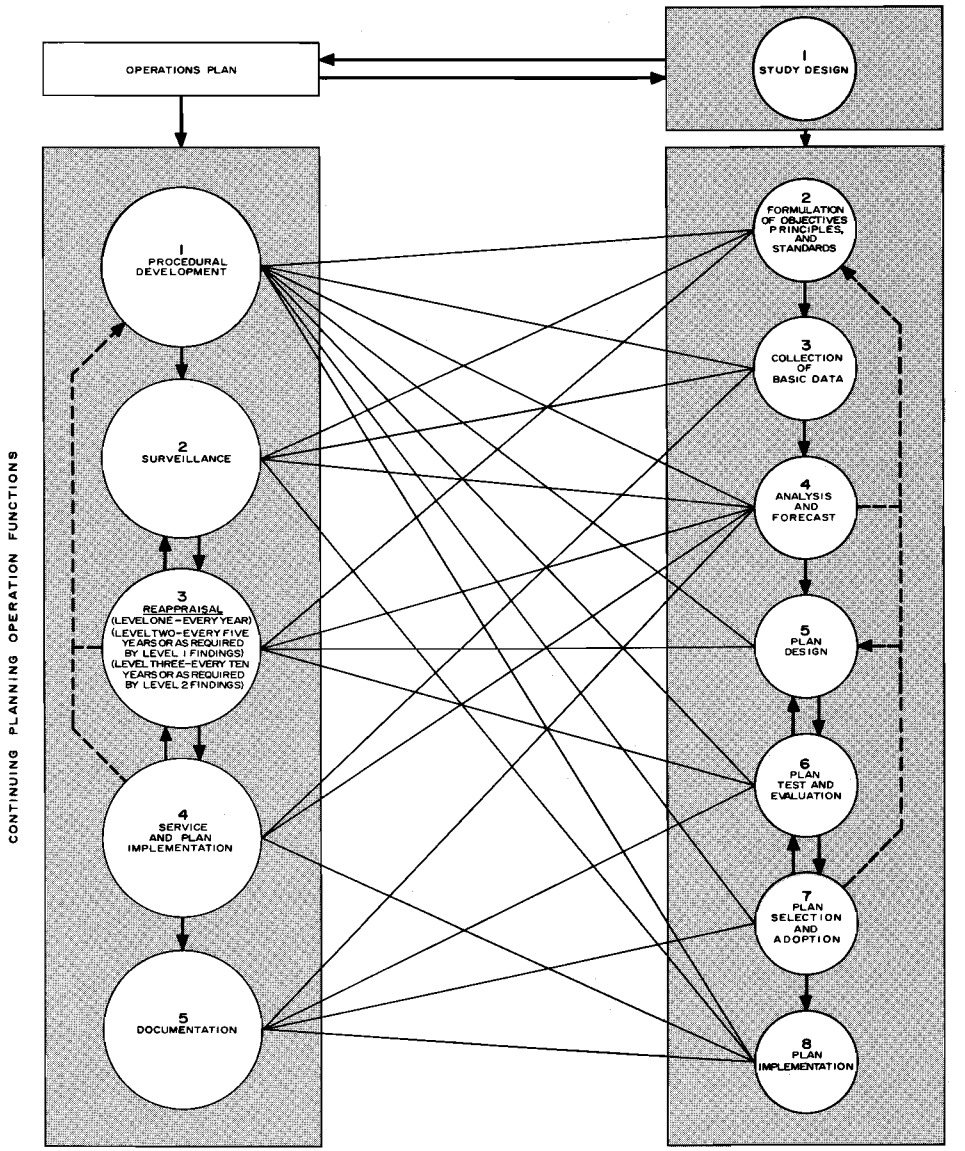
Under the continuing regional land use-transportation study, the regional land use and transportation plans will have to be reappraised in light of changes in actual regional development as may be revealed by the surveillance function. Since the initial continuing study period, extending from July 1966 through December 1969, was concerned with administering plan elements which were only recently completed and adopted, it was not anticipated that any major changes would be required in the plans themselves. More time has now elapsed since adoption of the regional land use and transportation plans; and certain significant changes in regional land use and transportation system development have taken place, as documented in the Commission's Annual Reports from 1967 through 1969. In addition, certain state and local units of government have, in response to citizen reaction to plan implementation, specifically requested the Commission reevaluation of the need for, and location of, two major transportation facilities included in the adopted plans: the Bay Freeway and the Milwaukee River Parkway, both in Milwaukee County. Consequently, plan reappraisal is expected to become more important in the second continuing study period, extending from January 1970 through December 1974.

The plan reappraisal process will be carried on at three levels of depth or intensity. The first level will consist of a routine annual review and analysis of the results of the surveillance program in order to determine whether or not actual development within the Region is occurring in accordance with the regional plans and the forecasts on which the plans are based. If this first level of reappraisal indicates that development is generally occurring in accordance with the forecasts and plans, the reappraisal process will be terminated at this level. If not, the second level of reappraisal will be undertaken,

consisting of a review of the forecasts on which the plans are based. In any event, major review of certain forecasts and plan elements will be undertaken at regular 5- and 10-year intervals, corresponding in part to federal census years, regardless of the annual findings of the surveillance program. Again, if no significant changes are found, the reappraisal process will be terminated at this level. If significant changes in the forecasts and plan elements are indicated by the second level of reappraisal, a complete reexamination of the regional land use and transportation plans will be undertaken at the third level of reappraisal. In any event, such a complete reexamination will be undertaken at such time that a setting forward of the design year of the plan is required in order to provide an approximately 20-year plan design period. A flow chart relating these three levels of reappraisal to the surveillance, service and plan implementation, procedural development, and documentation functions, on the one hand, and to the eight basic steps involved in the regional land use-transportation planning process, on the other hand, is indicated in Figure 1.

It is also anticipated that, during the next five years, a new plan design year will have to be selected and preparation made for the major plan revision entailed in setting forward the target year of the land use and transportation plan, although the actual preparation of a plan for a new target year would probably not begin until after 1974. The simulation models utilized in plan preparation and in plan test and evaluation must also be periodically reexamined in order to ascertain whether the rationale and assumptions underlying the models continue to remain valid. Unless otherwise indicated by the reappraisal function, it is proposed that major reexamination of the simulation models be accomplished only at approximately 10-year intervals.

FIGURE 1
RELATIONSHIP BETWEEN U.S. BUREAU OF PUBLIC ROADS CONTINUING PLANNING OPERATION FUNCTIONS[1] AND SEWRPC PLANNING PROCESS ELEMENTS



[1] See "Operation Plans for Continuing Urban Transportation Planning", INSTRUCTIONAL MEMORANDUM 50-4-68, Bureau of Public Roads, U.S. Department of Transportation, May 3, 1968

Source: SEWRPC

Service and Plan Implementation

If the regional land use and transportation plans are to be converted into action programs, these plans and the data and forecasts underlying these plans must be extended to the sponsoring agencies and constituent local units of government as a basis for day-to-day development decision-making. This is necessary in order to assure the full integration of state, regional, and local development plans and plan implementation efforts. Plan implementation activities not included under the continuing land use-transportation study, but important to its success, will include such major efforts as the preparation of subregional community plans and plan implementation devices and the preparation of additional regional plan elements, such as a regional sanitary sewerage system plan.

Procedural Development

Rapidly changing technology will require a continual reappraisal of the techniques and procedures used in the initial and continuing land use-transportation study phases and the development of new techniques and procedures, as necessary. In order to avoid duplication of effort, the U. S. Department of Transportation is encouraging each major metropolitan, or regional, transportation study in the United States to focus its procedural development efforts on one phase of the land use-transportation process. It is proposed, therefore, that major attention be focused in the southeastern Wisconsin study on developing better land use planning techniques, including the development of a land use plan design model. In addition, it is anticipated that further progress will be made toward integrating land use and transportation planning and plan implementation. Better methods will be sought for use in land use and transportation plan design and for use in the collection of basic data concerning such elements of the natural resource base as soils, surface and ground water, woodlands, wetlands, and wildlife habitat.

Documentation

The Commission's Annual Report, the preparation of which is required by State Statute, will be used to present the results of the continuing land use-transportation planning process. The Report will summarize the results of the surveillance, reappraisal, service and plan implementation, and procedural development efforts and will be transmitted to all participating federal, state, and local units of government and to interested private citizens. The Report will summarize any success or failure in plan implementation, as reflected in major land use and transportation facility development within the Region, and will recommend required changes in the forecast plans and plan implementation efforts. In addition, planning reports, technical reports, and technical records will be issued on a work progress basis, as required.

Budgetary, staff, and time limitations preclude giving equal weight and attention to the foregoing five functions of a continuing regional land use-transportation study. During the first continuing study period, extending from July 1966 through December 1969, major emphasis was placed upon two of the five functions: 1) surveillance and 2) service and plan implementation. During the second continuing study period, extending from January 1970 through December 1974, these two functions will continue to be emphasized. Increasing attention will, however, be focused on the reappraisal function and preparations made for a setting forward of the plan design year and major revision of both the land use and transportation plans beginning in 1975. The surveillance function will continue to be emphasized, not only because of its fundamental importance to any sound continuing planning operation but also because of its extreme importance to a planning function which is entirely advisory. If state, county, and local officials and private developers are to be expected to continue to seek the advice of the Regional Planning Commission on development decisions prior to making these decisions, then the Commission must continue to have a better fund of knowledge about factors affecting development than any other agency operating in the

same geographic area. The initial regional land use-transportation study provided the Commission with just such a fund of knowledge. The continuing land use-transportation study must maintain the position of that fund of knowledge.

The service and plan implementation function will continue to be emphasized because of the importance of converting the adopted regional land use and transportation plans to action programs. The success of the regional planning effort must ultimately be measured, not in terms of the technical excellence of the areawide plans that may be prepared or even by the scope and depth of the basic planning and engineering data which this effort may assemble, important as this latter function may be, but rather, in terms of the ultimate effects that the areawide planning operation will have on the evolving regional settlement patterns. That effect can only come about through effective plan implementation. The attention given in comprehensive areawide transportation planning operations throughout the nation to the development of planning techniques and to the refinement of these techniques has, to date, been out of proportion to the attention given to implementation of the plans produced by the techniques.

Because over three years will have elapsed since the completion and adoption of the regional land use and transportation plans and because a United States decennial census has been conducted in 1970, providing an excellent bench mark for plan surveillance, the reappraisal function will receive major emphasis in the second continuing regional land use-transportation study. It is not only expected that some significant developments will have occurred within the Region that will require plan reappraisal and perhaps plan revision, but also that preparations will have to be made for the setting ahead of the plan design year.

The primary emphasis under the second continuing regional land use-transportation study on surveillance, reappraisal, and service and plan implementation, coupled with the fact that the Commission is an operating, and not a research, agency, requires that only limited attention be devoted during the second continuing study to the procedural development function. The development of a land use plan design model was completed by the Commission under a separately funded planning and research demonstration project from the U. S. Department of Housing and Urban Development. Further procedural development will be confined to the application and refinement of this model, to the application and refinement of the socioeconomic and land use simulation models developed under the initial regional land use-transportation study, and to efforts to further integrate land use and transportation planning and plan implementation.

MAJOR WORK ELEMENTS

An overview of the major work elements to be accomplished under the continuing regional land use-transportation study during the period 1970-1974 is set forth in Table 1 and Figure 2. The major work elements being accomplished in calendar year 1970 under the continuing study include the completion of new aerial photography for the entire Region; the conduct of an existing land use inventory and the analysis of changes in regional settlement patterns since 1963; the completion of an updated inventory of existing arterial street and highway facilities; the completion of an updated inventory of the levels of service on arterial streets and highways, including a major traffic counting program; the compilation of accident rate and cost data from throughout the Region; and the continuation of work on the preparation of jurisdictional highway system plans for Ozaukee, Racine, Walworth, and Waukesha Counties. Each of the major work elements is described in greater detail within the published Study Design. Interested individuals may obtain copies of the Study Design from the Commission at a price of $2.50 within the Region and $5.00 outside the Region.

Table 1
CONTINUING LAND USE-TRANSPORTATION
STUDY WORK PROGRAM ELEMENT SUMMARY: 1970-1974

WORK ELEMENT	DATA SOURCES	LEVEL OF DETAIL	FREQUENCY	PRIMARY PLANNING OPERATION FUNCTION
1. STUDY DESIGN	Previous study designs and operation plans and secondary sources.	Specific work elements.	Once during each five-year period.	n/a
2. FORMULATION OF OBJECTIVES, PRINCIPLES, STANDARDS (Monitor)	Planning and engineering studies for plan implementation inventory findings.	Region.	Annually.	Surveillance
3. COLLECTION OF BASIC DATA	(As indicated).	(As indicated).	(As indicated).	Surveillance
3.1 Mapping and Aerial Photography				
3.1.1 General Base Maps (Updated)	Current aerial photographs, public and private utility company records, municipal records, Wisconsin Department of Transportation, Wisconsin Department of Natural Resources.	1:24000 to 1:96000 scale.	Annually.	Surveillance
3.1.2 Detailed Planning Base Maps (New)	General base maps and primary and secondary sources.	1:1200 scale, two-foot contour interval.	As prepared for plan implementation.	Surveillance
3.1.3 Aerial Photography (New)	Contract.	1:4800 and 1:24000 scale.	Once during each five year period.	Surveillance
3.2 Inventories				
3.2.1 Inventory of Transportation Facilities				
3.2.1.1 Highway Facilities and Service Levels (Update)	Field survey, municipal records, Wisconsin Department of Transportation.	Standard arterials, parkways, expressways, and freeways.	Annually.	Surveillance
3.2.1.2 Transit Facilities and Service Levels (Updated)	Private transit company records.	All transit lines with one-hour service frequency.	Annually.	Surveillance

Table 1 (Continued)

3.2.1.3 Transportation Terminal Facilities (Update)	Municipal and private company records and field survey.	At each facility.	Once during each five-year period.	Surveillance
3.2.1.4 Automobiles and Trucks	Vehicle registration.	Civil division.	Annually.	Surveillance
3.2.2 Inventory of Existing Transportation Movement and Behavioral Factors Affecting Travel Habits and Patterns. (New)	Home interview for selected sample of total regional households, external cordon surveys, screenline surveys, traffic counts, and other field surveys.	Region.	Once during each five-year period.	Surveillance
3.2.3 Inventory of Existing Land Use (Update)	Current aerial photographs, field survey, local communities.	Two-digit land use classification and U.S. Public Land Survey quarter section.	Once during each five-year period.	Surveillance
3.2.4 Inventory of Community Plans and Zoning (Update)	Local community plans and zoning documents, and personal interview.	Seven major zoning categories.	Once during each five-year period.	Surveillance
3.2.5 Demographic and Economic Inventories:				
3.2.5.1 Regional Population Factors (New)	U. S. Census Bureau and SEWRPC published reports.	Minor civil divisions, regional and United States.	Once during each five-year period.	Surveillance
3.2.5.2 Current Population Factors (New)	U. S. Census Bureau, State Department of Health and Social Services, Milwaukee Journal Consumer Analysis Survey, annual public school censuses, local community estimates, building permit records, public and private utility company records.	Minor civil divisions and region.	Annually.	Surveillance
3.2.5.3 Regional Economic Factors (New)	State Department of Industry, Labor, and Human Relations; State Department of Revenue; State Department of Health and Social Services; Milwaukee Journal Consumer Analysis Survey; Wisconsin Economic Indicators; miscellaneous national publications, such as Survey of Current Business, the Censuses of Business and Manufacturers, and County Business Patterns; and SEWRPC published reports.	Minor civil divisions, region, and United States.	Once during each five-year period.	Surveillance

Table 1 (Continued)

3.2.5.4 Current Employment Estimates (Update)	State Department of Industry, Labor, and Human Relations; State Department of Revenue; State Department of Health and Social Services; Milwaukee Journal Consumer Analysis Survey; Wisconsin Economic Indicators, miscellaneous national publications such as Survey of Current Business, the Censuses of Business and Manufacturers, and County Business Patterns.	Minor civil divisions and Region.	Annually.	Surveillance
3.2.6 Inventory of Public Financial Resources (Update)	State Department of Revenue; State Department of Transportation; State Department of Administration; local municipalities.	Minor civil divisions and region.	Annually.	Surveillance
3.2.7 Inventory of Planning Legislation (Update)	Court decisions, statutory amendments.	Municipal, region, state and United States.	Once during each five-year period.	Surveillance
3.2.8 Inventory of the Natural Resource and Public Utility Base (Update)	State public service commission, local communities, private utility company records, State Department of Natural Resources,	Resource site and environs, service area, minor civil division, dounty and region.	Once during each five-year period.	Surveillance
4. ANALYSIS AND FORECAST	(As indicated).	(As indicated).	(As indicated).	Reappraisal
4.1 Date Conversion, Filing, and Retrieval	SEWRPC data files.	Origin and destination data by trip highway network links, transit networks links on disk, tape, and cards, census block, U. S. Public Land Survey quarter section.	Day-to-day.	Reappraisal

Table 1 (Continued)

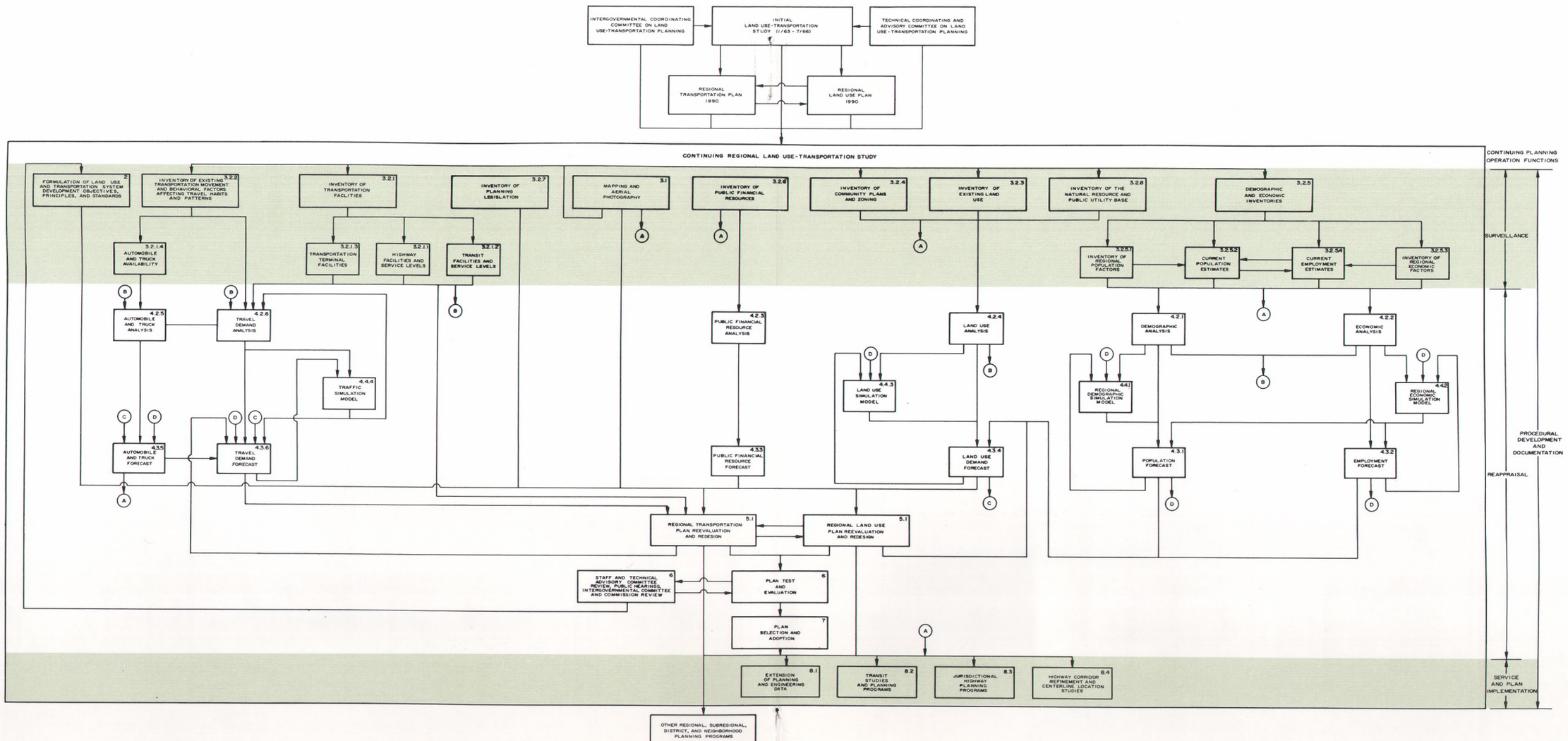
4.3.2 Employment (Monitor)	Inventory findings.	Small geographic area where practicable, minor civil division, and region.	Once during each five-year period.	Reappraisal
4.3.3 Public Financial Resources (Monitor)	Inventory findings.	Small geographic area where practicable, minor civil division, and region.	Once during each five-year period.	Reappraisal
4.3.4 Land Use Demand (Monitor)	Inventory findings.	County, region.	Once during each five-year period.	Reappraisal
4.3.5 Automobiles and Trucks (Monitor)	State Department of Transportation.	Minor civil division, county, and region.	Once during each five-year period.	Reappraisal
4.3.6 Travel Demand (Monitor)	Inventory findings, State Department of Transportation, special studies.	Selected sub-regional areas, regional boundaries and region.	Once during each five-year period.	Reappraisal
4.4 Model Application				
4.4.1 Demographic Model (Monitor)	Inveftory findings.	Region.	Once during each five-year period.	Reappraisal
4.4.2 Regional Economic Simulation Model (Monitor)	Inventory findings, special studies.	Region.	Once during each five-year period.	Reappraisal
4.4.3 Land Use Simulation Model (Monitor)	Inventory findings.	Region.	Once during each five-year period.	Reappraisal
4.4.4 Traffic Model (Monitor)	Inventory findings.	Region.	Once during each five-year period.	Reappraisal

Table 1 Continued on pages 18 and 19.

Figure 2

MAJOR WORK ELEMENT DIAGRAM

CONTINUING REGIONAL LAND USE-TRANSPORTATION STUDY IN SOUTHEASTERN WISCONSIN



Source: SEWRPC

Table 1 (Continued)

4.2 Data Analysis				
4.2.1 Demographic (Monitor)	Inventory findings.	U. S. Public Land Survey quarter section, traffic analysis zone, minor civil division, land region.	Once during the five-year period.	Reappraisal
4.2.2 Economic (Monitor)	Inventory findings.	Small geographic area where practicable, minor civil division and region.	Once during the five-year period.	Reappraisal
4.2.3 Public Financial Resources (Monitor)	Inventory findings.	Small geographic area where practicable, minor civil division, and region.	Once during the five-year period.	Reappraisal
4.2.4 Land Use Demand (Monitor)	Inventory findings.	County, region.	Once during the five-year period.	Reappraisal
4.2.5 Automobiles and Trucks (Monitor)	State Department of Transportation.	Minor civil division, county, and region.	Once during the five-year period.	Reappraisal
4.2.6 Travel Demand (Monitor)	Inventory findings, State Department of Transportation, special studies.	Selected sub-regional areas, regional boundaries, and region.	Once during each five-year period.	Reappraisal
4.3 Forecasts				
4.3.1 Population (Monitor)	Inventory findings.	Traffic analysis zone, minor civil division, region, and U. S. Public Land Survey quarter section.	Once during each five-year period.	Reappraisal

Table 1 (Continued)

5. PLAN DESIGN 5.1 Regional Land Use and Transportation Plan Reevaluation (New)	Inventory findings and analysis, adopted functional transportation plan, and special studies.	Minor civil division, Counties, and Region.	Once during each five-year period.	Reappraisal
6. PLAN TEST EVALUATION	Plan reevaluation and redesign.	Minor civil division, county, and Region.	Once during each five-year period.	Reappraisal
7. PLAN SELECTION AND ADOPTION	Plan test and evaluation, results, and public hearings.	Region.	Once during each five-year period.	Reappraisal
8. PLAN IMPLEMENTATION	(As indicated).	(As indicated).	(As indicated).	Implementation
8.1 Extension of Planning and Engineering Data	All SEWRPC data and study findings.	Highway network links to region.	As requested.	Implementation
8.2 Transit Plan Implementation (New)	Inventory findings and analysis, adopted functional transportation plan, and social studies.	Service areas, minor civil divisions, and Counties.	Once during each period or as requested.	Implementation
8.3 Jurisdictional Highway Plans (New)	Inventory findings and analysis and adopted functional transportation plan.	County.	As requested.	Implementation
8.4 Traffic Corridor Refinement (New)	Inventory findings and analysis, adopted functional transportation plan, and special studies.	Traffic corridor.	As requested.	Implementation

NEW COMMISSIONER APPOINTED

Mr. Donald L. Knapp, Kenosha County Board Supervisor from the Town of Pleasant Prairie, has been appointed by the Kenosha County Board of Supervisors to the Regional Planning Commission. Mr. Knapp replaces Mr. Jacob Kammerzelt, who recently resigned from the Commission because he no longer serves on the Kenosha County Board of Supervisors. Mr. Knapp will serve an unexpired term on the Commission ending September 15, 1974. As a Kenosha County Board Supervisor, Mr. Knapp serves on the Agriculture and Education Extension Committee and the Courts Committee of the County Board. In addition, he serves as a member of the Kenosha County Soil and Water Conservation District. Mr. Knapp is employed by the Town of Pleasant Prairie and is a Second Lieutenant on the Pleasant Prairie Fire Department.

REGIONAL LIBRARY PLANNING PROGRAM PROGRESS REPORT

The regional library facilities and services planning program being conducted by the Commission is now entering the alternative plan preparation stage. The Technical Advisory Committee on Regional Library Planning in recent meetings has reviewed and approved several chapters of the final planning report, including, in addition to an introductory chapter, chapters on the basic principles and concepts to be utilized in the preparation of a regional library system plan and an inventory chapter describing and analyzing the existing library facilities in the Region. The Technical Advisory Committee has scheduled frequent meetings for this fall to complete the review of the proposed plan for library facilities and services in the Southeastern Wisconsin Region. It is expected that a series of informational meetings pertaining to the library plan proposals will be scheduled for December, with public hearings to be held early in 1971.

SCHOOLS AND SCHOOL DISTRICTS INVENTORY

With the aid of the five Cooperative Educational Service Agencies (CESA) operating within the Region and the Wisconsin Department of Public

Instruction, the Commission has completed an inventory of all public and nonpublic elementary and secondary schools and public school districts in the Region. A major product of this inventory is a set of seven county maps showing the location of these public and nonpublic schools and the boundaries of all public school districts within the seven-county Region. There are a total of 111 public school districts wholly or partially within the Region, including one city of the first class school district; nine city fiscally dependent, or joint city, school districts; four unified school districts; 85 common school districts; and 12 union high school districts.

The inventory of schools and school districts in the Region has resulted in the collection and recording of selected planning data for each school and school district, including the following: 1) name of each school; 2) locational aspects of each school; 3) school type; 4) the school district within which each public school is located; 5) enrollment information; and 6) grades operated by each public school. The inventory and graphic presentation of public school districts, together with public and nonpublic elementary and secondary schools, will provide additional data useful in comprehensive areawide planning.

Copies of the county maps at a scale of 1" = 4000', depicting the location of schools and the delineation of school district boundaries, may be obtained by contacting the Commission offices. The price for each county map is $4.00 within the Region and $8.00 outside the Region.

GEOGRAPHIC BASE FILE PROGRAM

The Commission completed in August 1970 work on the local phase of a cooperative effort with the U. S. Bureau of the Census to develop a geographic base file for the Kenosha, Milwaukee, and Racine urbanized areas. The local phase, which began in March 1970, involved the preparation of 34 map sheets and the coding of nearly 4,000 worksheets to

establish nodes or points which can be used to relate block faces and block face street address ranges to a universal grid coordinate system—the State Plane Coordinate System. The federal phase of the program, which involves the actual assignment of State Plane Coordinate values to the nodes, will now be completed by the U. S. Bureau of the Census.

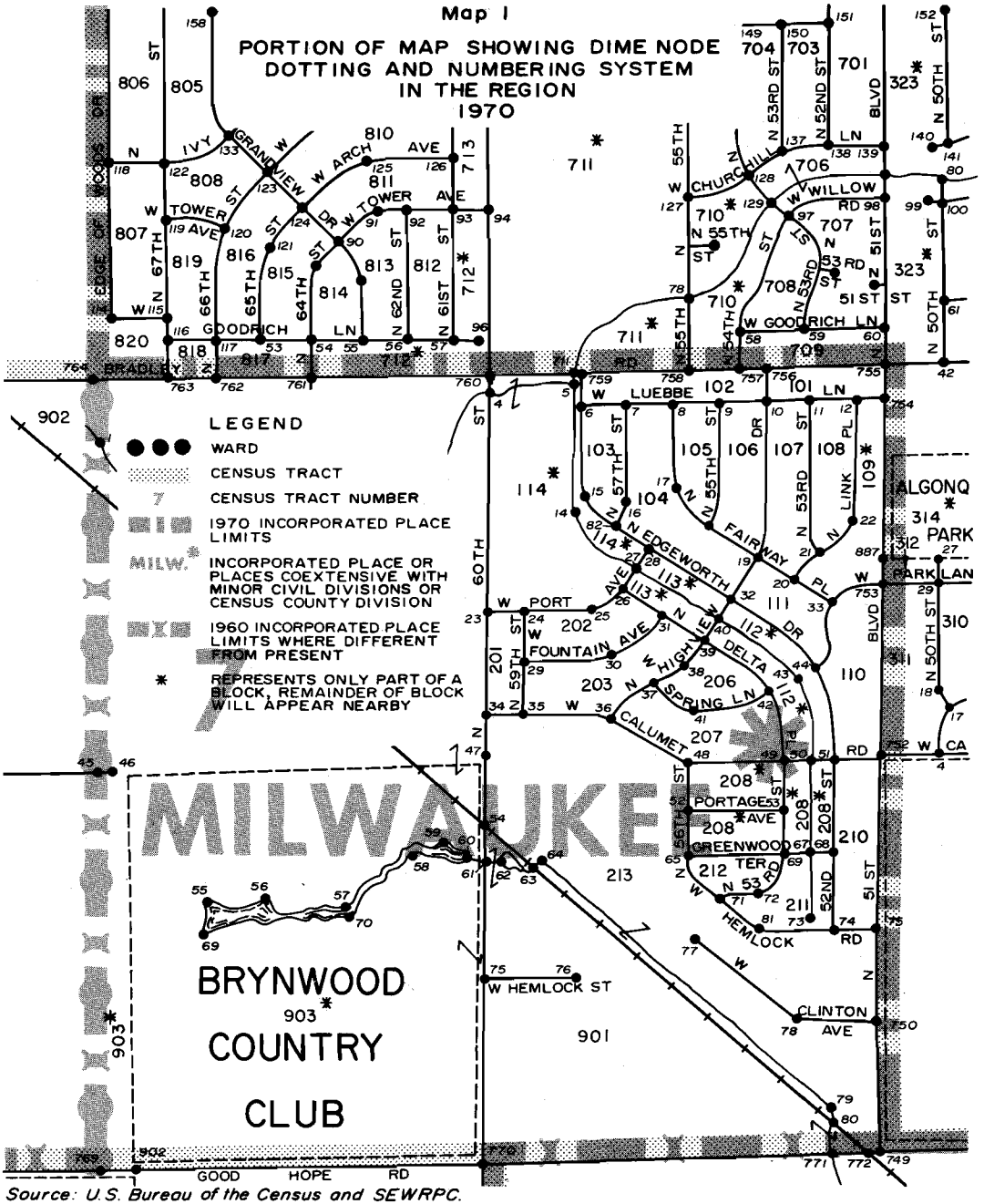
The geographic base file to result from this program will provide a complete description of the geography of the urbanized areas of the Region; that is, will provide the name and location of streets, street intersections, block faces, census tracts, and related street addresses in computer-readable form through the assignment of "x" and "y" coordinate values to certain map features. As already noted, the "x" and "y" coordinate values describe distance from an identifiable point of origin and are expressed in terms of State Plane Grid Coordinate values (in feet), values which can, in turn, be converted to latitude and longitude (in degrees, minutes, and seconds). Once the basic spatial information on small geographic areas, such as blocks and block faces, is structured into a computer-readable file, it will be possible to interrelate many kinds of planning and engineering data by common geographic areas and locations, thus developing a file containing a wide variety of physical, social, and economic data. It will also be possible to aggregate, as well as cross-correlate, the many kinds of data in such a file through a variety of locational identifiers, such as addresses, municipal area codes, school district codes, police precinct codes, and postal area codes.

The geographic base file program was developed by the U. S. Bureau of the Census to improve both the quality and the utility of the street address coding guide which was developed for use in the conduct of the 1970 census. (See SEWRPC Newsletter, Volume 8, No. 1, January-February 1968, for a description of the Commission role in preparation of the address coding guide for southeastern Wisconsin.) The address coding guide file, as originally developed, related addresses to a geographic identification code for its block face; block; block group; census

tract; election ward; and the city, village, or town, county, and state in which the address is situated. Through the use of a technique called, "DIME" (Dual Independent Map Encoding), it will be possible to more effectively edit and keep the address coding guide file current and to incorporate additional spatial features to produce the geographic base file. In addition to providing an improved street address coding guide, the principal uses of the geographic base file will be to facilitate the preparation of an urban land area accounting system to provide a complete description of the urban area street network and to provide a geographic cross-reference system. Moreover, the availability of such a base file will facilitate the preparation of computer-generated maps and the ready calculation of distances, areas, and centroid locations.

The base file preparation is conducted in two phases. The first phase, which was carried out by the Regional Planning Commission, entailed the preparation of maps and the recording of map information onto separate worksheets. The map preparation task consisted of placing nodes and node numbers at points where certain map features, such as streets and streams, railroad tracks, municipal boundaries, or census tracts, intersected or changed direction. Map 1 is an illustration of a portion of a map to which node dots and numbers have been added. The node numbers from these maps were then recorded on worksheets which contained the appropriate address range information and geographic identification codes.

The second phase of the program, to be carried out by the U. S. Bureau of the Census, entails the editing of the "DIME" characteristics prepared and coded on the worksheets by the Commission; the digitalizing of the nodes; the translating of coded data from the worksheets into machine-readable form; and the calculation and assignment of coordinate values to each of the node numbers and the insertion of the coordinates into the geographic base file, a step which will ultimately facilitate retrieval of census data for special areas not presently tabulated. A copy



Source: U.S. Bureau of the Census and SEWRPC.

of the geographic base file will be furnished to the Commission in return for its efforts in this cooperative program. The geographic base file as developed for the Southeastern Wisconsin Region under this program includes the areas shown on Map 2.

CENSUS USERS CONFERENCE TO BE HELD

An all-day conference has been scheduled for Thursday, October 22, 1970, for the purpose of discussing the use and availability of the 1970 U. S. Census population and housing data. The subject of data availability will deal with three very important aspects, namely: the specific content of each series of data to be released by the U. S. Bureau of the Census, the particular media in which the data series will be released, and the proposed time schedule for the release of the various data series. This discussion of data availability will be very important since the U. S. Bureau of the Census has developed a completely new media for the promulgation of the census data, namely, that of magnetic computer tapes.

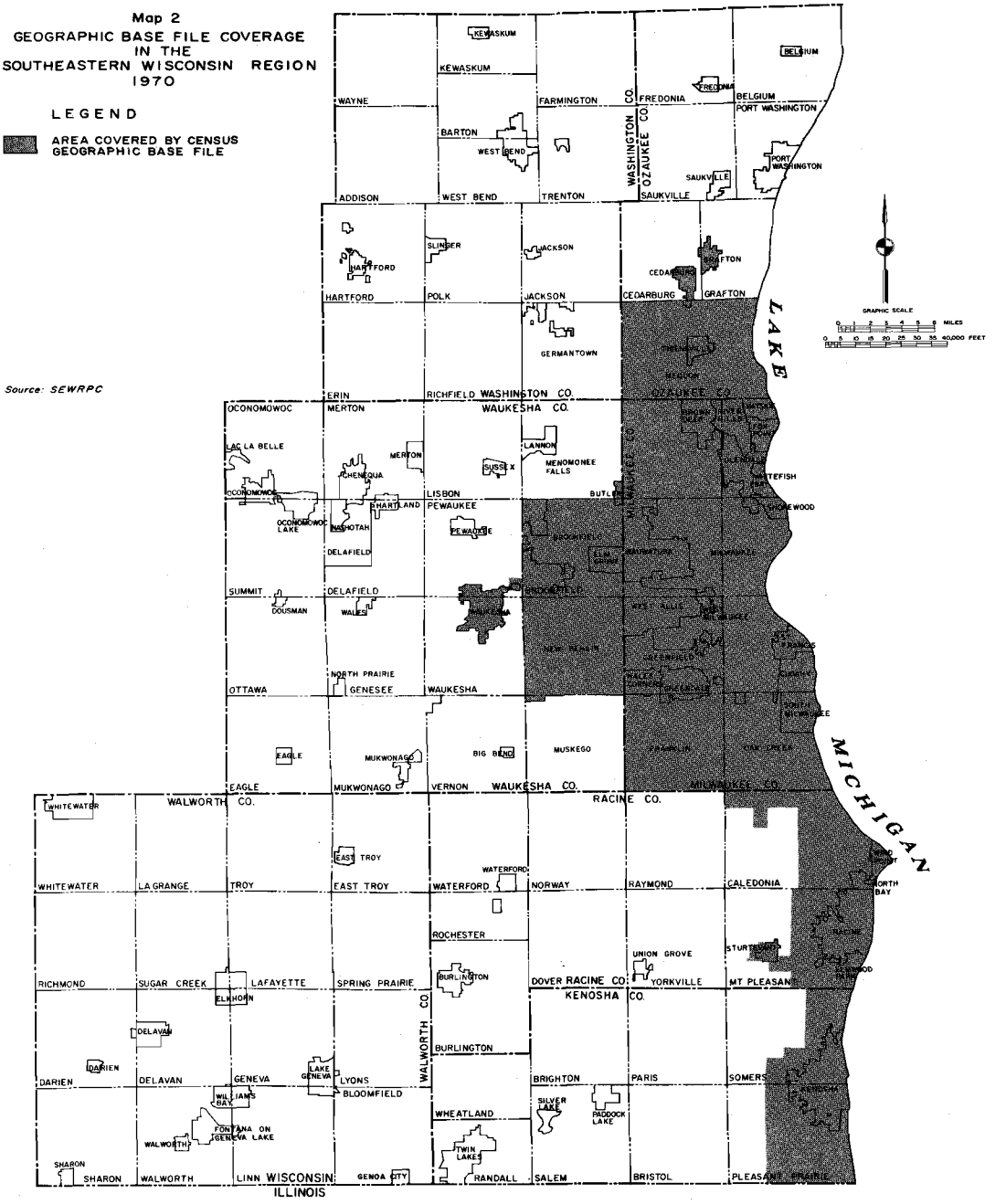
The census data users conference is being co-sponsored by the Metropolitan Milwaukee Association of Commerce; the U. S. Department of Commerce, Milwaukee Field Office; and the Regional Planning Commission itself. The conference will be held at the Holiday Inn-Center, 1926 W. Wisconsin Avenue, Milwaukee, Wisconsin. A conference program brochure containing more detailed information is available upon request to all Newsletter readers.

Map 2
GEOGRAPHIC BASE FILE COVERAGE
IN THE
SOUTHEASTERN WISCONSIN REGION
1970

LEGEND

AREA COVERED BY CENSUS GEOGRAPHIC BASE FILE

Source: SEWRPC



The Wisconsin Department of Natural Resources (DNR) has recently announced the 1971 allocations by county for grants-in-aid under the State Outdoor Recreation Act Program (ORAP) and the Federal Land and Water Conservation Fund Program (LAWCON). The 1971 allocations for the Southeastern Wisconsin Region, which allocations are for the fiscal year 1971 beginning on July 1, 1970, are as follows:

County	ORAP	LAWCON
Kenosha	$ 22,010	$ 25,562
Milwaukee	181,677	211,008
Ozaukee	11,123	12,919
Racine	28,931	33,601
Walworth	13,139	15,261
Washington	12,266	14,246
Waukesha	35,248	40,938
TOTALS	$ 304,394	$ 353,535

The Department further announced that both the ORAP and LAWCON allocations have been made on the basis of new state districts which are being utilized by the Department of Natural Resources pursuant to an Executive Order of the Governor of creating a unified system of administrative districts in Wisconsin. The seven southeastern Wisconsin counties were included in a larger district of 12 counties.

The Department further announced the eligibility status of the seven southeastern Wisconsin counties with respect to obtaining ORAP and LAWCON grants-in-aid. This eligibility status is set forth as follows:

Kenosha	Eligible to July 1, 1971
Milwaukee	Eligible to January 1, 1973
Ozaukee	Ineligible
Racine	Eligible to January 1, 1975
Walworth	Ineligible
Washington	Ineligible
Waukesha	Ineligible

Those counties that are considered to be ineligible for ORAP and LAWCON funds are encouraged to complete the planning requirements in order to regain eligibility. The Commission staff stands ready to assist such counties in any way possible in obtaining eligibility. It is important to note that the 1971 ORAP and LAWCON funds, if not used by a county or by cities, villages, and towns in the county by January 1, 1971, revert to a regional fund for a period of three additional months, during which time such funds can be used by other eligible counties in the Region.

OUTDOOR RECREATION AID AND SNOWMOBILE AID GUIDES PUBLISHED BY DNR

The Wisconsin Department of Natural Resources (DNR) has recently published an Outdoor Recreation Aid Programs Guide for use by local officials in Wisconsin. The Guide contains general information about the administration of the Land and Water Conservation Fund Program (LAWCON) in the State of Wisconsin. It contains information relative to the allocation of funds, planning requirements, and outdoor recreation priorities. In addition, the Guide contains information on the application procedures for LAWCON grants, including sample application and related forms.

The Department has also recently issued a brochure entitled, Snowmobile Aid Program Guidelines. This brochure contains information as to applications for funds to develop snowmobile trails and areas and contains a statement of the planning requirements necessary prior to application. Only counties are eligible for aids in support of the development of snowmobile trails. The monies to be made available for such development come from snowmobile registration fees created by Chapter 394 of the Wisconsin Laws of 1969. In general, the LAWCON application, resolution, amendment, and billing forms and project submission procedures are being used for the snowmobile aid program.

Copies of both the Outdoor Recreation Aid Programs Guide and the Snowmobile Aid Program Guidelines may be obtained by contacting the Wisconsin Department of Natural Resources, Bureau of Aid Programs, Box 450, Madison, Wisconsin 53701.

HAS THE CONSTRUCTION OF FREEWAYS BEEN THE MAJOR CAUSE OF THE DECLINE OF TRANSIT UTILIZATION WITHIN THE REGION?

It is currently popular to blame the decline in the utilization of mass transit within the Region, and particularly within Milwaukee County, on the construction of freeways. If only we would stop building freeways, the argument goes, we could reestablish a viable mass transit system.

Factors contributing to the overall decline in mass transit utilization within the Region are extremely complex and include certain very basic social and economic issues, as well as community and personal values. Perhaps the singularly most important factor contributing to the decline of transit utilization has been the rapidly changing character of land use development within the Region, including the trend to decentralization of commercial and industrial, as well as residential, land uses and the accompanying extremely low overall development densities of these land uses. Other factors contributing to the decline of transit utilization include increasing individual and family affluence, increasing auto ownership, increasing number of auto drivers (to the extent where we now offer courses in auto driving in our public schools), increasing leisure time, and an apparently innate desire for the privacy, comfort, and convenience of the automobile. These far-reaching land use and socio-economic changes have not only made auto ownership a practical necessity but have drastically changed our daily lives and have, in turn, necessitated changes in our supporting transportation systems. To assert that freeways are the sole or even major cause in the decline of transit utilization is simply to ignore the complexity of the problem and the historic facts concerning transit utilization and urban development within the Region.

Transit use within the Region declined from 171 million revenue passengers per year in 1953 to 100 million revenue passengers per year in 1962. This decline occurred prior to the opening to traffic of any freeway facilities whatsoever within Milwaukee County. Following the

opening of the first freeway segments to traffic in 1962, transit utilization further decreased from 100 million revenue passengers per year to 74 million revenue passengers per year in 1969. Thus, in the 16-year period between 1953 and 1969, mass transit ridership within the Region decreased by 97 million revenue passengers. Of this total loss of 97 million passengers, 71 million, or about 73 percent, was incurred before a single mile of freeway was opened to traffic in Milwaukee County, as compared to the loss of 26 million since that time. It can be observed, therefore, that the decline of mass transit utilization in the Region, both in absolute numbers and in the rate of decline, was greater before freeway facilities were opened to traffic in Milwaukee County than after. It should also be remembered that transit systems within the Region have failed in the Racine and Kenosha urbanized areas, areas which do not have any freeway facilities.

The one bright spot in transit utilization within the Region has been the growth in number and in the utilization of "Freeway Flyer" routes in Milwaukee County. While overall transit utilization within the Region has declined by approximately 18 million revenue passengers, freeway flyer utilization has increased from none in 1964 to approximately 534,000 revenue passengers per year in 1969. This experience illustrates that improved transit service can reduce the imbalance in our urban transportation system and indicates that development of the regional rapid transit system proposed by the Regional Planning Commission in its adopted regional transportation plan should be able to attract a significant number of riders from the automobile back to transit. The proposed rapid transit system will serve to make transit competive with the automobile in terms of cost and overall travel time. To be fully successful, however, the development of such a transit system will have to be accompanied by the reversal of existing land use development trends and a commitment to implementation of the adopted regional land use, as well as of the adopted regional transportation, plan.

QUOTABLE QUOTE.....

"For it is clear that in whatever it is our duty to act, those matters also it is our duty to study."

Thomas Arnold
The Miscellaneous Works
of Thomas Arnold, D.D.
2d American Edition, 1846

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