

Attachment 3

Planning Report Number 20

A REGIONAL HOUSING PLAN FOR SOUTHEASTERN WISCONSIN

Prepared by the
Southeastern Wisconsin Regional Planning Commission

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2. Provide for the collection, analysis, and dissemination on a continuing basis of timely, uniform, areawide information about the supply of, and demand and need for, housing within the Region. This information should include the basic economic, demographic, and land use data which ultimately determine the basic demand and need for housing in the Region; data on existing and probable future housing needs, with emphasis upon the housing needs of low- and moderate-income families and upon relocation housing needs precipitated by such major public works programs as highway construction, urban renewal, and park and open space acquisition; and data on existing federal, state, and local governmental housing programs directed toward meeting the needs of low- and moderate-income families and individuals. This information system should provide a single good source for obtaining relevant information by all units and agencies of government concerned with housing within the Region, and a good measure of progress toward the agreed-upon housing objectives.
3. Provide recommendations concerning the role of government and the private sector in meeting true housing needs within the Region by augmenting the operations of the private housing market. These recommendations should assist local units of government in considering not only public actions which might directly contribute to the solution of the housing problems, such as participation in the development of publicly subsidized housing projects, but should assist the local units of government in considering all actions related to housing, such as decisions concerning the extension of public utility services; the provision of public transportation services; the provision of other public facilities and services such as parks, schools, libraries, solid waste collection, and police and fire protection; and decisions concerning zoning changes and land subdivision plat approvals. The housing plan should provide a framework within which all local community planning and development programs can be inter-related to focus on the housing problem in conjunction with the resolution of other problems, and thereby provide a sounder basis for proper impartial public decision-making in the housing area.

BASIC PRINCIPLES OF THE HOUSING PLANNING PROCESS

Based upon the foregoing considerations, seven basic principles were formulated under the regional housing study which together form the basis for the specific housing planning process applied in that study. These are:

1. Housing planning must be regional in scope. Housing demand and needs develop in response to basic social and economic forces over an entire

urban region without regard to corporate limits. Moreover, the high level of transportation service offered by the developing regional freeway system, and proposed to be offered by a regional rapid transit system, makes the existing and potential stock of housing within any given sub-area of the Region potentially usable by a widening population segment. Housing planning, however, must also recognize the existence of subregional housing analysis areas and relate the needs and problems within these areas to the Region.

2. Housing planning must be conducted concurrently with, and cannot be separated from, land use planning. The land use pattern determines the amount and spatial distribution of housing which should be provided within the Region, and housing development shapes the developing land use pattern, influencing not only residential land uses per se, but commercial, industrial, and other uses as well.
3. Housing planning must recognize the existence of a limited natural resource base to which urban and rural development must be properly adjusted to ensure a pleasant and habitable environment. Land, water, and air resources are limited and subject to grave misuse through improper land use and housing related development. Such misuse can lead to serious developmental and environmental problems which may be difficult and costly or impossible to correct, and which may adversely affect the character of housing development as well as the natural resource base.
4. Housing planning must take into consideration the proper relationship to existing and proposed highway and transit facilities. Adequate transportation facilities are necessary to provide a means of access to areas of employment and essential services, including major retail and service centers, major medical centers, major outdoor recreation facilities, vocational and higher education centers, and certain social services. Access to public transit service, in this respect, is particularly important to those families and individuals who do not or cannot operate an automobile.
5. Housing planning must take into consideration the provision of adequate public utilities and community facilities, such as centralized sanitary sewerage, public water supply, and school and park facilities, so that housing can be provided in an attractive, stable, safe, and healthy, as well as efficient and economical, environment.
6. Housing planning must be cognizant of the needs of housing consumers regardless of their income and must seek ways and means by which decent,

safe, and sanitary housing, along with a broader range of housing types, styles, and costs, may be made available through the Region. Particular attention must be given in this respect to the needs of low-income families, large families, and the elderly.

7. Housing planning must take into consideration the location of existing and probable future employment concentrations within the Region. The provision of adequate housing for workers in locations convenient to employment opportunities is important not only to provide the opportunity for a reduction in travel demand and in the time and resources spent in commuting over long distances, but also to provide an adequate pool of labor near existing and potential job concentrations and thereby enhance the opportunities for economic development.

THE HOUSING PLANNING PROCESS

Based upon the foregoing principles, the Commission employed a six-step planning process through which the principal factors affecting housing development within the Region could be identified and described both graphically and numerically; the primary areas of housing need identified, and to the extent possible, quantified; and different courses of action to meet these needs formulated and evaluated. These steps are: study design; formulation of objectives and standards; inventory; analysis and forecast; preparation, test, and evaluation of alternative regional housing strategies; and plan selection and adoption. Plan implementation, although necessarily beyond the foregoing planning process, must be considered throughout the process if the plans are to be realized.

The principal results of the above planning process are a regional housing plan; recommendations concerning the role of government activity and private industry in meeting existing and probable future housing needs within the Region; and the establishment of techniques to obtain housing and related data on a continuing, areawide basis, all consistent with regional development objectives. In addition, the process is the beginning of a continuing planning effort that permits modification and adaptation of the plans and the means of implementation to changing conditions.

Each step in this process includes individual operations which must be carefully designed, scheduled, and controlled to fit into the overall process. An understanding of this is essential to appreciate and comprehend the results. Each step is diagrammed in Figure 3 and described briefly below.

Study Design

Every planning program must embrace a formal structure or study design so that the program can be carried out in a logical and consistent manner. This study design must specify the content of the fact-gathering operations, define the geographic area for which data will be gathered and plans prepared, and outline the manner in which the data collected are to be processed and analyzed.

The study design for the regional housing study took the form of 16 detailed staff memoranda which set forth the exact methods and procedures to be followed in accomplishing each work element.⁴ All of the memoranda with one exception were prepared by the staff of the Southeastern Wisconsin Regional Planning Commission and presented to the Technical and Citizen Advisory Committee on Regional Housing Studies for review and approval. The University of Wisconsin-Milwaukee, Department of Sociology, prepared the memorandum setting forth the procedure to be used in the conduct of the work intended in the social research survey.

Formulation of Objectives and Standards

In its most basic sense, planning is a rational process to establish and meet objectives. The formulation of objectives is, therefore, essential before plans can be prepared. In order to be useful, the objectives must be stated clearly, be sound logically, and must relate to alternative physical development proposals. It is the duty and function of the Commission to prepare a comprehensive plan for the Region's physical development and its component parts; and it is the objective of the regional housing study to prepare one of the key elements of such a plan, namely, a long-range plan which would seek to provide decent, safe, and sanitary housing for every citizen. Only if the objectives clearly relate to physical development and are subject to objective test can a choice be made from alternative plans to select the one which best meets agreed-upon objectives. Logically conceived and well-expressed objectives must be translated into detailed standards to provide the basis for plan preparation, test, and evaluation. The housing objectives and standards ranged from objectives relating directly to the provision of adequate housing for all persons within the Region to objectives relating housing development to other forms of fundamental development and to the natural resource base of the Region. All objectives and standards were carefully reviewed and adopted by the Technical and Citizen Advisory Committee.

Inventory

Reliable planning data collected on a uniform, areawide basis are essential to the formulation of workable development plans. Consequently, inventory becomes the first

⁴The study design was comprised of the following Commission and University staff memoranda: *Regional Housing Study Design Memorandum No. 1, "Alternative Advisory Committee Structures and Size;" No. 2, "Public Utilities Inventory;" No. 3, "Soil Capabilities Inventory;" No. 4, "Land Use Inventory;" No. 5, "Consultant Services Required;" No. 6, "Housing Production Cost Trends Inventory;" No. 7, "Existing Housing Stock Inventory;" No. 8, "Land Use Controls Inventory;" No. 9, "Population Inventory;" No. 10, "Government Sponsored Housing Programs Inventory;" No. 11, "Tax Structure Inventory;" No. 12, "Inventory of Technological Changes in the Housing Industry;" No. 13, "Land Availability Inventory;" No. 14, "Economic Activity Inventory;" No. 15, "Housing Analysis Area Identification," and University of Wisconsin-Milwaukee, *Regional Housing Study Design Memorandum No. 11, "Social Research Component,"**

Fair Housing Planning Guide

Volume 1



U.S. Department of Housing and Urban Development
Office of Fair Housing and Equal Opportunity

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