

FEDERAL HIGHWAY ACT RESOLUTIONS ADOPTED BY LOCAL UNITS OF GOVERNMENT

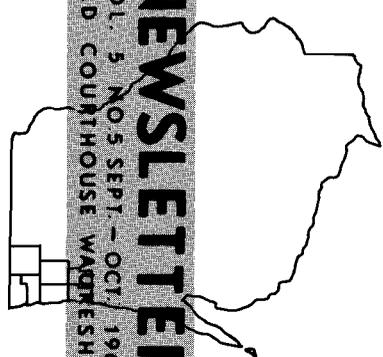
In 1962 the U. S. Congress passed historic legislation with respect to federal aid for highways. The 1962 Federal Highway Act requires that, in order to be eligible for continued federal aid for new highway construction after July 1, 1965, all urbanized areas* in the United States must have underway a continuing, comprehensive, area-wide transportation planning process, carried on cooperatively by the state and local communities. Specifically, the Act provides:

"It is declared to be in the national interest to encourage and promote the development of transportation systems, embracing various modes of transport in a manner that will serve the States and local communities efficiently and effectively. To accomplish this objective the Secretary (of Commerce) shall cooperate with the States, as authorized in this title, in the development of long-range highway plans and programs which are properly coordinated with plans for improvements in other affected forms of transportation and which are formulated with due consideration to their probable effect on the future development of urban areas of more than fifty thousand population. After July 1, 1965, the Secretary shall not approve under

*See Question Box for definition, page 15.
(continued)

**SOUTHEASTERN
WISCONSIN
REGIONAL
PLANNING
COMMISSION**

NEWSLETTER
VOL. 5 NOS SEPT - OCT 1965
OLD COURTHOUSE WASHESHA



1962 FEDERAL AID HIGHWAY ACT

section 105 of this title any program for projects in any urban area of more than fifty thousand population unless he finds that such projects are based on a continuing comprehensive transportation planning process carried on cooperatively by States and local communities in conformance with the objectives stated in this section."

The U. S. Bureau of Public Roads has defined the scope and content of the necessary planning program and has interpreted "cooperatively" to mean the establishment of a formal areawide planning program on a continuing basis, supported by written memorandums of understanding between the state and the governing bodies of the local communities that will ensure that the planning decisions are reflective of, and responsive to, both the programs of the state and the needs and desires of the local communities.

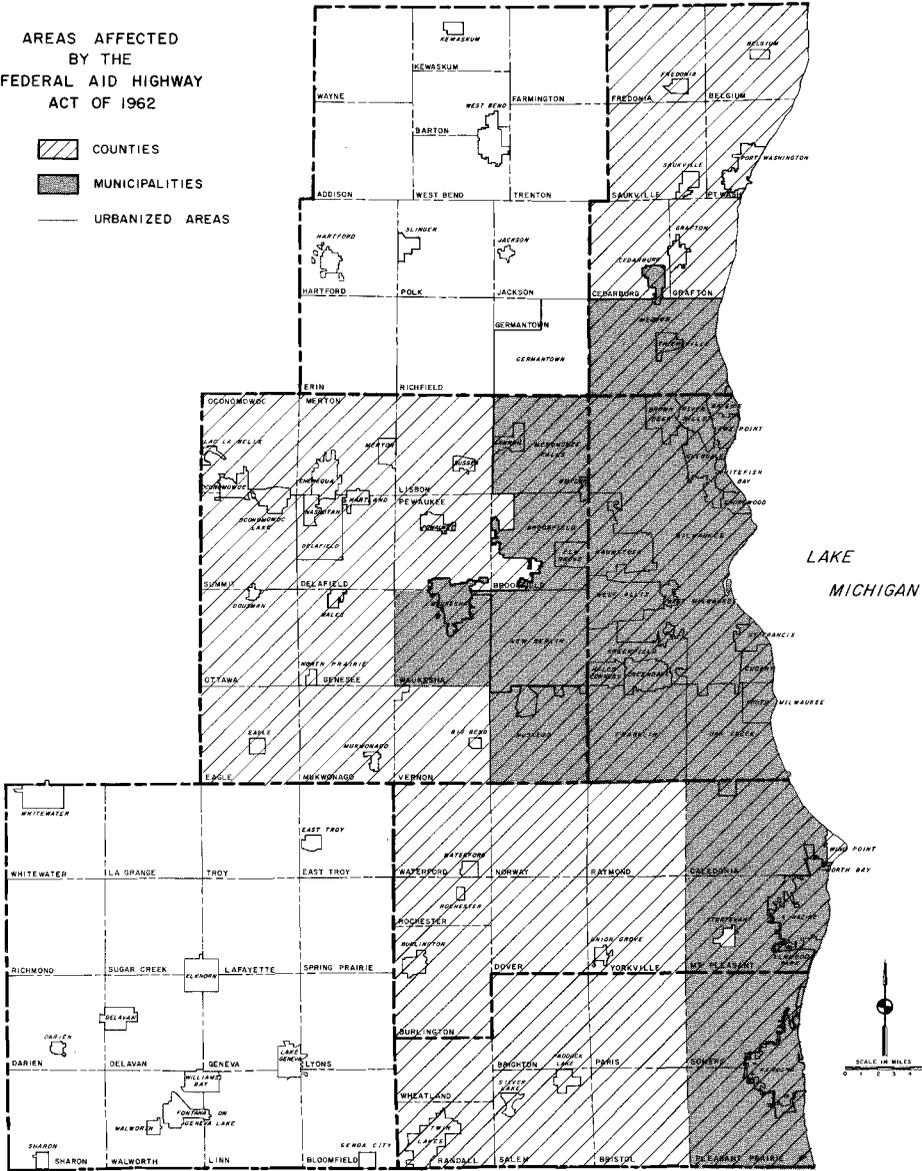
There are 44 local units of government within the Region that are, as integral parts of the three urbanized areas within the Region, directly affected by the requirements of the 1962 Federal Aid Highway Act. Forty-three of these 44 municipalities have recently enacted formal resolutions agreeing to cooperate with the State Highway Commission of Wisconsin through the SEWRPC Regional Land Use-Transportation Study in conformance with the requirements and objectives of the 1962 Federal Aid Highway Act.

The 43 municipalities represent 99.6 percent of the population of the three urbanized areas affected and 99.7 percent of the area. Cooperative action by local units of government on this scale is most significant within the Region and represents a major achievement in demonstrating the principle that the solution of areawide development problems can be achieved through voluntary intergovernmental cooperation.

The 44 local units of government directly concerned are listed on page 14, and are shown on the map on the opposite page.

AREAS AFFECTED
BY THE
FEDERAL AID HIGHWAY
ACT OF 1962

-  COUNTIES
-  MUNICIPALITIES
-  URBANIZED AREAS



The preparation of this map was financed in part through an urban planning grant from the Housing and Home Finance Agency, under the provisions of Section 701 of the Housing Act of 1954, as amended.

COMPILED BY
SEWRPC
FROM
SNCW AND USGS MAPS

**SOUTHEASTERN WISCONSIN
REGION**

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THE TRANSPORTATION PLANNING PROCESS

Under the provisions of the 1962 Federal Aid Highway Act, the transportation planning process must be "comprehensive," as well as "areawide." The term "comprehensive" has been defined by the U. S. Bureau of Public Roads to mean that the transportation planning process must be concerned with both highway and transit facilities, including terminal facilities and traffic control systems, and must be based upon the collection, analysis, and interpretation of all pertinent data concerning existing conditions and historical trends necessary to the sound planning of such facilities. The transportation planning process must, therefore, include the collection and analysis of basic data on the following elements: 1) Economic factors affecting development; 2) Population; 3) Land use; 4) Transportation facilities, including those for mass transportation; 5) Travel patterns; 6) Terminal and transfer facilities; 7) Traffic control features; 8) Local plans and zoning; 9) Financial resources; and 10) Social and community value factors, such as preservation of open space, historical sites and buildings, parks and recreational facilities, and environmental amenities and aesthetics.

The process must also include provision for the establishment of community goals and objectives; the preparation of forecasts of future land development and travel patterns; and the selection from alternatives, adoption, implementation, and continuing evaluation, refinement, and updating of land use and transportation facility plans. In effect the transportation planning process, as envisioned by the USBPR, must be an integral part of a comprehensive, areawide planning program and not a highway facility planning effort carried on independent of other regional development considerations.

The SEWRPC, created under Section 66.945 of the Wisconsin Statutes, provides advisory, areawide planning services to the seven-county Region and will prepare and maintain a comprehensive plan for the physical development of the Region. The Commission, therefore, constitutes a logical organizational structure for meeting the requisites of the 1962 Federal Highway Act. The SEWRPC Regional Land Use-Transportation

THE TRANSPORTATION PLANNING PROCESS (continued)

Study not only fully meets the technical requirements of the Highway Act but also, with the adoption of separate resolutions by the municipalities involved, pledging cooperation in the mutual utilization by the state and local municipalities of the organizational structure and working arrangements established for the regional land use-transportation study, will meet the organizational requirements of the Act as well. Thus, a means for the continuing coordination of state and local transportation plans and plan implementation programs on a regional basis is assured.

ABOUT THE FEDERAL HIGHWAY AID PROGRAM

It may be surprising to some people that the Federal Government does not "own" any roads except those on federal lands, such as in national parks and forests. The familiar U. S. route sign does not signify a federally owned or even a federally financed road; it is simply a route marking system established to guide travelers.

The ownership and responsibility for building, maintaining, and operating the approximately 3.6 million miles of streets and highways in the United States rests almost entirely in state, county, and municipal highway agencies. Thus, the total highway system consists of, in rural areas, the state trunk highways, the county trunk highways, and the town roads; and in urban areas, of the urban extensions of the state trunk highways and connecting streets, the urban extensions of the county trunk highways, and the city and village streets. Certain special roads also exist, such as state park roads, national forest development, and Indian reservation roads.

Superimposed upon, and a part of, this vast network of state, county, and municipal streets and highways--which to the average user appears to comprise a single system connecting his points of origin and destination--is a Federal Aid System, totaling approximately 826,000 miles. The purpose of this system is to establish an integrated highway network and assure continuity in the expenditure of federal monies on such a network.

THE FEDERAL HIGHWAY AID PROGRAM (continued)

Three basic systems are provided:

- 1) The Federal Aid Primary System, comprised of important city-to-city, interstate, and intrastate highways serving essentially through traffic and their urban extensions, including important belt highways and spurs.
- 2) The Federal Aid Secondary System, comprised of feeder roads including farm-to-market roads, rural mail and public school bus routes, county highways and their urban extensions.

The Federal Government will participate in the improvement of streets and highways on these two systems to the extent of 50 percent of the total cost, providing the improvements are built to federal standards.

- 3) The Federal Aid Interstate System, comprised of that part of the primary system consisting of routes of highest importance to the nation, connecting principal metropolitan areas, cities, industrial centers, defense installations, and their urban extensions.

The Federal Government will participate in the improvement of the highways on this system to the extent of 90 percent of the total cost.

All operation and maintenance costs are borne by the state and local levels of government concerned.

Each federal aid system is limited in extent, either by law or administrative practice; and no federal funds may be expended for either engineering or construction on any facilities not on one of the Federal Aid Systems. Consequently, the actual location and extent of these systems have extremely important implications for state and local highway planning and development, comprising, in effect, long-range highway plans which will be implemented through federal aid. The location and extent of the federal aid systems are designated by the State Highway Commis-

THE FEDERAL HIGHWAY AID PROGRAM (continued)

sion utilizing federally established criteria and subject to review and approval by the United States Bureau of Public Roads (USBPR).

It is significant to note that the federal regulations for the administration of highway aid specify that the conservation and development of natural resources, the advancement of economic and social values, and the encouragement of desirable land use are to be given at least equal weight in the selection of routes for inclusion in the several federal aid systems with the existing and potential traffic volumes.

The Federal Aid Highway Act of 1956

The first Federal Aid Highway Act was passed by Congress in 1916. It marked the beginning of an unbroken series of such acts which set forth the national policy concerning highway planning and development. The Federal Aid Highway Act of 1956 authorized an enlarged federal aid highway program which, in its entirety, probably represents the greatest public works program in history. This legislation extended, at an increasing rate, the traditional federal aid for primary and secondary highway improvements and authorized long-range federal aid programs for completion of the interstate system by 1972. The same act established a Federal Highway Trust Fund and stipulated its revenue be derived from certain federal highway-user excise taxes and the federal motor fuel tax. Funds for all federal aid to highways are disbursed from the Trust Fund; therefore, the Federal Highway Aid program is entirely paid for by highway users. The funds are administered by the United States Bureau of Public Roads (USBPR).

Authorization

Specific amounts of Federal Highway Aid are "authorized" or made available for each fiscal year by act of Congress, separately for the interstate system and for the primary and secondary systems. Authorizations for the latter, collectively called the "ABC program," by law are distributed 45 percent for projects on either rural or urban sections of the primary

THE FEDERAL HIGHWAY AID PROGRAM (continued)

system, 30 percent for projects on either rural or urban sections of the secondary system, and 25 percent for projects on urban sections of the primary and secondary systems.

Apportionment

The total Federal Aid amounts made available for each fiscal year by authorization are "apportioned" or divided among the States by the USBPR according to methods prescribed by law. Authorizations for the ABC program are apportioned among the States according to formulas taking into account population, area, and postal route mileage. Interstate authorizations are apportioned proportionally among the States on the basis of estimates of the cost of work remaining to be done to enable simultaneous completion of the system in all States. Apportionments are usually made nearly a year in advance of, and remain available for, two fiscal years following the fiscal year for which they are authorized. The apportionment is not actual money advanced to a State; it is a credit or notification of the amount available to the State against which the State can present claims for reimbursement.

The Program

Following notification of an apportionment, each State Highway Department prepares a "program," or list of projects on which it intends to use its Federal Aid. Approval of this program is an initial commitment of federal funds by the USBPR. In total, there are about 10,000 new Federal Aid projects programmed in each fiscal year.

Improvement

Federal aid may be used not only for the construction of new roads and bridges but also for the improvement of existing ones by widening and strengthening their surfaces, eliminating steep grades and sharp curves, replacing narrow bridges, and otherwise improving the facilities. It may also be used for preliminary engineering, surveys and design, and ac-

THE FEDERAL HIGHWAY AID PROGRAM (continued)

quiring necessary right-of-way. To encompass such diverse operations, the word "improvement" is commonly used. As previously stated, Federal funds may not be used for operation or maintenance.

Benefits of the Federal Highway Policy

The highway transportation system of the United States is the finest and most efficient in the world. It has contributed immeasurably to the social and economic development of the United States and represents one of the great sources of national strength and unity. This system has been brought about not only by a high level of automotive and highway construction technology but also by the sound policies expressed in the Federal Aid Highway Act.

STREET AND HIGHWAY MILEAGE ELIGIBLE FOR FEDERAL AID

County	Federal Aid (in miles)					Total Arterial Network Mileage ^b
	Interstate	Primary (Rural)	Secondary (Rural)	Urban ^a	Total All Systems	
Kenosha	12.09	46.22	148.64	35.22	242.17	273.00
Milwaukee	35.64	33.97	29.65	258.99	358.25	774.20
Ozaukee	---	43.20	83.02	57.02	183.24	263.10
Racine	12.02	62.52	172.77	35.10	282.41	344.40
Walworth	---	131.39	181.08	40.95	353.42	399.70
Washington	---	68.37	220.67	17.99	307.03	398.60
Waukesha	19.39	71.40	202.72	145.80	439.31	685.10
S. E. Region	79.04	457.07	1,038.55	591.07	2,165.73	3,138.10

^a Includes municipal extensions, connecting streets, municipal streets, city streets, and village streets eligible for Federal Urban Aid by virtue of being on the primary or secondary system.

^b SEWRPC Land Use-Transportation Study, April 1963.

Source: "Wisconsin Road Mileage Data, 1964," by Wisconsin State Highway Commission, Planning and Research Section.

SEWRPC PROGRAMS AND PROGRESS

All field work on the Regional Operational Soils Survey (see Vol. 5 No. 1, NEWSLETTER) was officially completed on October 1, 1965. Publication of the survey report as SEWRPC Planning Report No. 8, The Soils of Southeastern Wisconsin, early in 1966 will mark the first time in the United States that detailed soils data, suitable for comprehensive planning purposes, will be available for an entire urbanizing Region. The completed soil survey constitutes an important basic scientific inventory and, as such, will be extremely useful in the making of development decisions within the Region by both public and private agencies. The soil survey will provide extremely valuable information for land use planning, street and highway location and design, park and open-space planning, subdivision layout and design, planning and design of sewage disposal facilities, and for sound application of official mapping, zoning, and other land use control devices, as well as for agricultural and forest land use planning and management. Thus, it will be of use to assessors, realtors, land developers, builders, and to individual prospective homeowners, as well as to engineers, architects, surveyors, planners, farmers, foresters, and conservationists.

Detailed soils maps covering the entire Region will be completed late in 1965 and are available for more than three-quarters of the Region at the present time. They may be obtained through the Commission, the local Soil Conservation Service offices, or the County Agricultural Agents.

Technical Study Reports Readied

In an effort to make factual data collected in the various Commission work programs available to public officials within the Region as soon as possible, the findings of particularly important Commission studies are to be presented in Technical Reports. The first such report, SEWRPC Technical Report No. 1, Potential Parks and Related Open-Spaces in Southeastern Wisconsin, was issued in September 1964. Additional Technical Reports are scheduled for publication late in 1965, including one on the findings of the regional surface water quality and streamflow study,

SEWRPC PROGRAMS AND PROGRESS (continued)

one on the results of the Socio-Economic Model, and one on the Land Use Design and Land Use Simulation Model formulation and application, and one on Water Law.

The Regional Land Use-Transportation Study, as of October 1, 1965 had completed 33 months of the scheduled 42-month study. Work continues on the preparation of Planning Report No. 7, Volume Two, Alternate Regional Plans, which is scheduled for publication in early 1966. Preliminary drafts of Alternate Plan No. 1, called the "Controlled Existing Trend Plan" have been presented to the Technical Coordinating and Advisory Committee. This plan is the first of three alternate plans which will be submitted by the SEWRPC to both technical and intergovernmental advisory committees before preparation of the final regional land use-transportation plan.

The Root River Watershed Study continues to hold to its schedule. A presentation of preliminary drafts of alternate plans was made to the Root River Watershed Committee on September 24, and the staff was given committee approval to proceed with publication of the preliminary study report. This report will set forth all of the factual findings of the study, together with alternative plans for land use and water control facilities. It is intended to comprise the basis for public evaluation of the alternative plans and should be issued late in November 1965. The final study report will be published early in 1966 and will contain the recommended plan, the components of which will be determined after full review of the alternative plans by the watershed committee, the local units of government concerned, and the Commission.

The Milwaukee River Watershed Committee held its initial meeting on September 14, 1965. This 16-member committee has agreed to meet again late in November, at which time officers will be elected and analysis of the problems of the watershed begun.

SEWRPC NOTES

The Intergovernmental Coordinating Committee on Regional Land Use-Transportation Planning held its organizational meeting on October 28, 1965. This committee is charged with determining and coordinating basic nontechnical public policies involved in the preparation of regional land use-transportation plans and will have a particularly important role in selection of the final land use-transportation plan and in assuring its financial and administrative feasibility. Members of this committee are:

KENOSHA COUNTY

George P. Connolly
Charles A. Hollencamp
Donald L. Klapper

MILWAUKEE COUNTY

Phillip J. Fox
John P. Murphy
Thomas P. Rozga

OZAUKEE COUNTY

Ray F. Blank
David F. Egelhoff
Adlai S. Horn

RACINE COUNTY

Wilfred Patrick
Willard Savage
Earl G. Skagen

WALWORTH COUNTY

James Baker
Eugene Hollister
Franklin Walsh

WASHINGTON COUNTY

Paul Quick
Reuben Schmahl
Joseph A. Schmitz

WAUKESHA COUNTY

Reuben Bartelt
Mervin L. Brandt
Jerome Gottfried

STATE HIGHWAY COMMISSION

Stephan J. Banaszak
W. J. Burmeister
James E. Meier

The Intergovernmental Coordinating Committee will meet again on November 16 to consider regional land use development objectives, principles, and standards, which will be used to evaluate the alternate regional land use plans. To be considered at a later meeting will be regional transportation development objectives, principles, and standards.

SEWRPC NOTES (continued)

New Commissioner Appointed

At the September Quarterly Meeting, the Commission welcomed a new member from Kenosha County. Charles A. Hollencamp, Town Chairman of the Town of Randall, was appointed to the SEWRPC by the Kenosha County Board replacing George L. Schlitz, veteran member who had resigned earlier this year because he was no longer a County Board member. Mr. Hollencamp will automatically serve on the SEWRPC's Intergovernmental and Public Relations Committee, the recently organized Intergovernmental Coordinating Committee on Regional Land Use-Transportation Planning, and on the Planning and Research Committee.

South Milwaukee Rejoins Commission

The Commission was pleased to learn that the City of South Milwaukee had elected to become a full participating member in a resolution passed by the South Milwaukee Common Council on September 9. Cudahy now remains the only municipality in Milwaukee County which is not a member of the SEWRPC. The City of Franklin and the City of Oak Creek in Milwaukee County both elected to join the Commission in 1963. In the resolution of reinstatement, the City of South Milwaukee noted that it is in the best interest of that city to participate in the Commission program of comprehensive areawide planning.

Community Assistance Program Extended

On October 28, 1965 the SEWRPC received official notification of the approval by HHFA of a one-year extension of the present Community Assistance Program of Educational, Advisory, and Review Services. In effect, this completed the original two-year application request, which was amended to one year at the request of the HHFA administration. (See NEWSLETTER, Vol. 5 - No. 4.)

December Quarterly Meeting

The December Quarterly Meeting will be held on December 2, 1965, in the County Board Room of the Milwaukee County Courthouse. On the agenda will be election of officers and Executive Committee for 1966.

AROUND THE REGION

Walworth County recently published a very attractive, colorful brochure extolling the county's recreational and industrial development opportunities. This well-designed brochure was prepared by the County Zoning and Industrial Development Committee of which Mr. Eugene Hollister, a SEWRPC Commissioner, is Chairman and the County Agricultural Committee of which Mr. Franklin Walsh is Chairman.

The Washington County Park Commission has prepared a proposed county park system plan which includes portions of three of the eight prime sites inventoried by the SEWRPC in its potential park and related open-space sites study and reported it to the County Board of Supervisors pursuant to Section 27.04(1) of the Wisconsin Statutes.

AREAS AFFECTED BY THE FEDERAL AID HIGHWAY ACT OF 1962

COUNTIES

KENOSHA
OZAUKEE
MILWAUKEE
RACINE
WAUKESHA

KENOSHA URBANIZED AREA

CITIES
KENOSHA
TOWNS
PLEASANT PRAIRIE
SOMERS

MILWAUKEE URBANIZED AREA

CITIES
BROOKFIELD
CEDARBURG
CUDAHY
FRANKLIN
GLENDALE
GREENFIELD
MEQUON
MILWAUKEE
MUSKEGO
NEW BERLIN
OAK CREEK
SOUTH MILWAUKEE
ST. FRANCIS

MILWAUKEE URBANIZED AREA

CITIES
WAUKESHA
WAUWATOSA
WEST ALLIS
VILLAGES
BAYSIDE
BROWN DEER
BUTLER
ELM GROVE
FOX POINT
GREENDALE
HALES CORNERS
LANNON
MENOMONEE FALLS
RIVER HILLS
SHOREWOOD
THIENSVILLE
WEST MILWAUKEE
WHITEFISH BAY

RACINE URBANIZED AREA

CITIES
RACINE
VILLAGES
ELMWOOD PARK
NORTH BAY
TOWNS
CALEDONIA
MOUNT PLEASANT

QUESTION BOX

"WHAT IS AN URBANIZED AREA?"

An urbanized area is defined by the Bureau of the Census as an area consisting of a central city of 50,000 inhabitants or more, together with the surrounding contiguous incorporated areas which contain more than 2,500 inhabitants or more than 100 dwelling units. Also included are certain contiguous unincorporated areas which contain more than 1,000 inhabitants per square mile. Both such incorporated or unincorporated areas may be included in the urbanized area even if they are not contiguous to, but lie within one-half mile of the main body of the urbanized area. Such areas may also be included in the urbanized area if they lie within one mile of the main body and their inclusion would avoid creating enclaves.

Urbanized areas were first delineated in the 1950 Census and were established in order to provide a better separation of urban and rural population in the vicinity of the larger cities. They may be thought of as representing the urban cores of the standard metropolitan statistical areas. The precise and official limits of the urbanized areas are delineated on maps published by the U. S. Bureau of the Census decennially.

Slightly more than one-half of the total and more than three-fourths of the urban population of the U. S. were living in the 213 urbanized areas in the United States in 1960. The three "urbanized areas" in Southeastern Wisconsin are shown on Page 3.

QUOTABLE QUOTE.....

....."The Federal-aid highway system is one of the great achievements of this Nation. It is knitting together the communities of this Nation with an ever-increasing flow of commerce, goods, and people. In a nation of continental size, transportation is essential to the growth and prosperity of the national economy.

But that economy, and the roads that serve it, are not ends in themselves. They are meant to serve the real needs of the people of this country. And those needs include the opportunity to touch nature and see beauty, as well as rising income and swifter travel.

Therefore, we must make sure that the massive resources we now devote to roads also serve to improve and broaden the quality of American life."

Lyndon B. Johnson
May 26, 1965

SOUTHEASTERN WISCONSIN REGIONAL
PLANNING COMMISSION

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Kurt W. Bauer
Executive Director

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