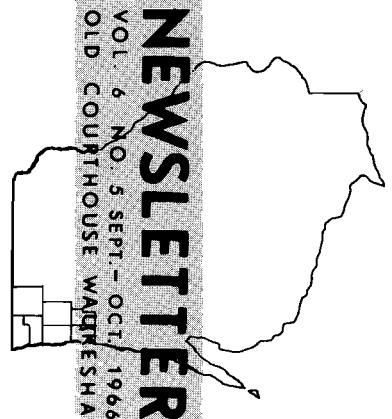


SOUTHEASTERN WISCONSIN—1990

The recommendations of the regional land use-transportation study were the subject of the presentations made to an overflow crowd of nearly 600 persons who attended the Fifth Regional Planning Conference held at the Red Carpet Inn in Milwaukee on October 26, 1966. The conference participants included elected and appointed public officials; representatives of business, industry, and civic organizations; professional planners, architects, and engineers; and interested citizens. The Commission was most pleased with the attendance that this informal public hearing drew since the reactions of the conferees will be considered in the deliberations of the Regional Planning Commission when it considers adoption of a regional land use and a regional transportation plan in December of this year.

The Commission was also pleased with the fine turnout, because of the historic nature of the conference. The land use and transportation plan recommendations presented at the conference, if adopted by the Commission, will become the first major Region-wide elements of a comprehensive plan for the physical development of the Region. This advisory plan has as its objective the achievement of a more fully coordinated, orderly, economic, and attractive development of the entire Region. It should be noted that another element of the regional development plan was formally adopted by the Commission on September 22, 1966; namely, a comprehensive

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION



SOUTHEASTERN WISCONSIN—1990 (continued)

plan for the Root River watershed. This watershed plan directly affects portions of four of the seven counties of the Region and provides within the limits of the watershed a water-related community facilities plan.

SEWRPC Planning Report No. 7, Volume 2, Forecasts and Alternative Plans—1990, which was the subject of the Regional Planning Conference, set the theme: "Southeastern Wisconsin—1990." This report presents forecasts of future population, employment, motor vehicle availability, trip generation, and land use demand levels within the Region and describes three alternative land use and transportation system plan designs to meet these forecast needs: a Controlled Existing Trend, a Corridor, and a Satellite City Plan. The report evaluates the alternative plans on the basis of their ability to meet stated regional development objectives and standards and recommends for adoption the plan which best meets these objectives and standards: the Controlled Existing Trend Plan. Copies of this report have been sent to all member municipalities and to all libraries within the Region. The 256-page report is also available for general distribution within the Region at a price of \$5 and outside the Region at a price of \$10.

THE WELCOME

Mr. Berteau convened the Fifth Regional Planning Conference by welcoming all of the participants and by expressing the Commission's sincere appreciation for the cooperation of the local units of government in the regional planning effort, without which no progress toward the ultimate solution of the areawide problems of land use and transportation facility development within the Region could be made. He pointed out that the plans to be considered at the Conference were drawn up under the concept which envisages regional planning as a supplement to, and not a substitute for, local planning.

Mr. Berteau reiterated the Commission's firm policy of operating within the traditional framework of government in Wisconsin and pursuant to the statutory duties imposed upon it by the State Legislature.

MORNING SESSION

George C. Berteau, Chairman,
Southeastern Wisconsin Regional Planning Commission



The morning plenary session was devoted to plan presentation and plan implementation. Kurt W. Bauer, Executive Director of SEWRPC, presented in summary form the findings and recommendations to date of the regional land use-transportation study. G. H. Bakke, Chairman, State Highway Commission of Wisconsin, and Robert C. Johnson, Chairman, Milwaukee County Expressway Commission, in discussing highway plan implementation, pledged the support of their respective agencies for the SEWRPC transportation plan recommendations.

Kurt W. Bauer, Executive Director,
Southeastern Wisconsin Regional Planning Commission



MORNING SESSION (continued)

HIGHLIGHTS OF PLAN PRESENTATION

Historic Growth

Between 1950 and 1963, the population of the seven-county Region increased by about 35 percent, or over 430,000 persons, while land devoted to urban use increased by almost 150 percent. Population densities within the developed area of the Region dropped drastically from 8,500 persons per square mile in 1950 to less than 4,800 persons per square mile by 1963.

Forecasts

The population of the Region is expected to reach 2.7 million people by 1990, an increase of approximately one million people over the present level. Employment in the Region is expected by 1990 to reach nearly the one million level, an increase of about 350,000 jobs over the present level. Automobile and truck availability within the Region is expected to nearly double, increasing from 609,000 vehicles on the streets and highways of the Region in 1963 to over 1.1 million by 1990. Internal person trips generated within the Region are expected to increase from 3.5 million trips per average weekday in 1963 to over 6 million such trips by 1990, while vehicle miles of travel are expected to increase from over 13 million per average weekday in 1963 to over 32.3 million by 1990.

The Recommended Land Use Plan

The Controlled Existing Trend Plan was recommended for adoption as a guide to future land use development within the Region rather than the Corridor Plan or the Satellite City Plan. The Controlled Existing Trend Plan represents a conscious continuation of historic development trends within the Region. The recommended plan is the most highly centralized of the three alternative plans considered and would seek to place over 74 percent of all new urban development within 20 miles of the central business district of Milwaukee. Implementation of the plan would more than double residential land use densities over those which would prevail if existing trends were allowed to continue uncontrolled on an areawide basis in the public interest, with much new development occurring in the medium-density

MORNING SESSION (continued)

(3,500 to 9,999 persons per gross square mile) rather than the low-density ranges (350 to 3,499 persons per gross square mile). The higher densities of development proposed will greatly affect the amount of land required to be converted from rural to urban use. The plan would require the conversion of approximately 200 square miles of land within the Region by 1990, whereas the continuation of uncontrolled urban sprawl within the Region would require the conversion of over 417 square miles of land. The plan seeks to encourage urban development in those areas of the Region covered by soils suitable for such development and having gravity drainage sewer service readily available. Continuation of uncontrolled sprawl will make the economical provision of sanitary sewer and public water supply services to much of the newly developed areas of the Region difficult and costly, if not impossible, and will intensify environmental problems, such as flooding and water pollution. The recommended land use plan seeks to protect all of the primary environmental corridors within the Region, making these the framework for an integrated system of parks and open spaces. It would also seek to protect from urban use 422,700 acres of the best remaining agricultural areas within the Region.

The Recommended Transportation Plan

Assignments of future traffic demand to the existing plus committed highway network indicate that if no future capital were invested in transportation facilities traffic congestion within the Region would by 1990 reach severe and areawide levels. Based on analyses of the future traffic assignments, a proposed transportation system plan was developed to serve the recommended land use plan. The transportation plan proposes a total of 291 miles of new freeways, 192 miles of new arterial streets and highways, and 1,003 miles of improved arterial streets and highways. In addition to, and complementing, the major freeway and parkway facility recommendations, the proposed transportation plan recommends the provision of a greatly expanded modified rapid transit and an entirely new rapid transit system. These systems would take the form of motor coaches operating in mixed traffic over outlying portions of the expanded regional freeway system and feeding into a rapid transit line, consisting of two fully grade-separated

MORNING SESSION (continued)

lanes for the exclusive operation of motor coaches, extending from the Zoo Freeway along the East-West Freeway into the central business district of Milwaukee.

Cost

It is estimated that complete implementation of the highway portion of the transportation plan would cost approximately \$2.0 billion over the 25-year plan implementation period. Additionally, the cost of implementing the rapid transit recommendations would be about \$12.8 million.

Conclusion

Implementation of the recommended regional land use plan would, we believe, provide the future Region with a balanced allocation of space to the various urban and rural land uses, an allocation which would properly meet the social, physical, and economic needs of the growing regional population. It would provide a spatial distribution of the various land uses which would result not only in a more compatible arrangement of land use but which would also be properly related to the supporting transportation and utility systems in order to assure the economical provision of transportation and utility services. Most importantly, implementation of the land use plan would, we believe, do much to assure the protection and wise use of the natural resources of the Region.

Implementation of the recommended transportation plan would, we believe, provide the Region with an integrated transportation system which will effectively serve and promote a desirable regional land use pattern, meeting the anticipated future travel demand at an adequate level of service. It would provide a balanced transportation system with appropriate types of both highway and transit facilities provided for the various subareas of the Region. It would abate traffic congestion, reduce travel time and costs between component parts of the Region, and reduce accident exposure.

Implementation of—or failure to implement—the recommended plans will affect not only the efficiency of the transportation system, which must

MORNING SESSION (continued)

serve the Region for a generation to come, and thereby directly affect the cost of living and of doing business within the Region, but will also affect the overall quality of the environment within the Region for many generations to come. It is, therefore, hoped that government, business and industry, and interested citizen groups within the Region will take an active interest in the plan recommendations, which, it should be stressed, are completely advisory to all concerned, carefully reviewing their soundness and practicality, and, if in agreement with the plans, support their implementation.

G. H. Bakke, Chairman,
State Highway Commission of Wisconsin



HIGHWAY PLAN IMPLEMENTATION

G. H. Bakke

Mr. Bakke, Chairman of the State Highway Commission of Wisconsin, in introducing the official statement of the State Highway Commission's intent to help bring the regional freeway and expressway plan to fruition, said that, "We believe that the position we state here today will be one of the first, if not the first, such statement by a highway agency anywhere in this country."

The policy statement, as presented by Mr. Bakke, set forth the major areas of responsibilities of the State Highway Commission in the implementation of the regional transportation plans to achieve a coordinated transportation system within the Southeastern Wisconsin Region. These responsibilities

MORNING SESSION (continued)

include administering all state and federal aids for highway improvement within the Region and for constructing and maintaining all state trunk highways, as well as authority to identify, study, and designate potential freeways and expressways.

Most significantly, the policy statement adopted by the State Highway Commission states that, "It is the intent of the State Highway Commission of Wisconsin that, upon acceptance of the recommended transportation plan by the constituent county boards, the Highway Commission shall take action to endorse the plan and shall work expeditiously toward implementation of the plan recommendations."

Mr. Bakke went on to note the importance of protecting the rights-of-way of the proposed freeway facilities if economies are to be effected in future highway system development and unnecessary future disruption of our urban areas avoided.



Robert C. Johnson, Chairman,
Milwaukee County Expressway Commission

Robert C. Johnson

Mr. Johnson, Chairman of the Milwaukee County Expressway Commission, briefly reviewed the need for planning and plan implementation before asking the question, "Will we have the courage and wisdom to forego a tangible local benefit for the future benefit of the Region?" After stressing that,

MORNING SESSION (continued)

"It must be so if we are to accomplish the greatness to which we aspire," he expressed the opinion that, "The regional officials can and will aspire to this greatness."

In discussing the position of the Milwaukee County Expressway Commission, Mr. Johnson stated, "... upon invitation, the Expressway Commission will work closely with the (Milwaukee) County Board in implementing all relevant phases of the plan acceptable to the Board."

AT THE CONFERENCE



Charles J. Nordengren, Ozaukee County Board Supervisor; Kenneth Mehring, Trustee, Village of Saukville; James F. Egan, Mayor of Mequon, SEWRPC Commissioner; Frank S. Hiber, President, Village of Saukville; David F. Egelhoff, Ozaukee County Board Supervisor, Member of Intergovernmental Coordinating Committee; Alton C. Noll, Ozaukee County Board Supervisor, Chairman, Town of Port Washington; Adlai S. Horn, Ozaukee County Board Supervisor, Member of Intergovernmental Coordinating Committee; Ellsworth Isaacson, Trustee, Village of Saukville; Ray F. Blank, Chairman, Ozaukee County Board, SEWRPC Commissioner; Nick Didier, Civic Leader, Former SEWRPC Commissioner.



Kenneth Barter, Chairman, Town of Pleasant Prairie; Joseph L. Bishop, Chairman, Town of Somers; Jacob Kammerzelt, Kenosha County Board Supervisor, SEWRPC Commissioner; Bernard T. McAleer, Chairman, Kenosha County Board; Douglas Haist, SHCW Staff; Donald L. Klapper, President of Village of Paddock Lake, Member of Intergovernmental Coordinating Committee; George P. Connolly, Member of Intergovernmental Coordinating Committee.

AT THE CONFERENCE (continued)



Walter T. Mitchell, Milwaukee County Board Supervisor; Carl H. Quast, Planning Director, Department of City Development, City of Milwaukee; John W. Duffey, Milwaukee County Board Supervisor; Theodore Fadrow, Mayor of Franklin; Raymond D. Leary, General Manager Milwaukee-Metropolitan Sewerage Commissions; Herbert G. Froemming, Milwaukee County Board Supervisor; Marty Larsen, Milwaukee County Board Supervisor; Robert C. Johnson, Chairman, Milwaukee County Expressway Commission; James E. Meier, District Highway Engineer, SHCW; Richard W. Cutler, SEWRPC Commissioner.



Richard W. Cutler, SEWRPC Commissioner; Raymond D. Leary, General Manager, Milwaukee-Metropolitan Sewerage Commissions; John P. Murphy, Milwaukee County Board Supervisor, SEWRPC Commissioner; The Honorable Henry S. Reuss, U. S. Representative, Fifth District; Thomas P. Rozga, Member of Intergovernmental Coordinating Committee.



Lester Beck, Waukesha County Board Supervisor; Jerome C. Hytry, District Conservationist, USDA Soil Conservation Service; Mervin L. Brandt, Waukesha County Board Supervisor, SEWRPC Commissioner; Herbert L. Ripley, Waukesha County Sanitarian; Maynard W. Meyer, SEWRPC Commissioner; Lyle L. Link, SEWRPC Commissioner; Jerome Gottfried, Mayor of Muskego, Member of Intergovernmental Coordinating Committee; Walter Wollman, Alderman City of Muskego.

LUNCHEON PRESENTATIONS



Hal C. Kuehl, Executive Vice-President, First Wisconsin National Bank.

Mr. Hal C. Kuehl

Mr. Kuehl addressed himself to the topic of physical growth and its relationship to economic and social development. Mr. Kuehl, by looking briefly into the past and also into the future, evidenced the need for planning the physical development of the Region. He pointed out two problems in which the results caused by lack of planning in the past can be seen: 1) the high cost of current land acquisition for transportation facilities to move people to and from the downtown area, and 2) the cost of transferring components or parts from one manufacturing location to another within the community because business in the past made large capital commitments to certain locations and then outgrew the transportation system capacities in these areas. In looking into the future, Mr. Kuehl mentioned some of the ramifications our changing technology may have on business and warned that these changes must be taken into consideration by those engaged in planning for physical growth.

In discussing the social development of the individual, which is a reflection of the physical environment, Mr. Kuehl pointed out that many ancient civilizations which made great strides in physical development have disappeared. He then raised the question, "Is it because man, the social animal, has been unable to cope with his physical wealth and power and has become

LUNCHEON PRESENTATIONS (continued)

preoccupied in enjoying the fruits of past labors rather than seeking new horizons and new challenges?"

Mr. Kuehl concluded by stating that no matter how well thought out a plan may be, "without implementation, planning is a fruitless, academic exercise."

Governor Warren P. Knowles

Governor Knowles spoke on "The Need for Regional Planning." In referring to a personal inspection he had made of the Southeastern Wisconsin Regional Planning Commission offices, the Governor said that he had been deeply impressed by the breadth, as well as the depth and thoroughness, of the work being performed. Governor Knowles emphasized that the collection and analysis of the millions of pieces of information necessary to prepare a comprehensive plan could only have been accomplished through the cooperative efforts of the 153 local units of government within the Region



Governor Warren P. Knowles

LUNCHEON PRESENTATIONS (continued)

working closely with the concerned state and federal agencies. He indicated his pleasure with the policy statement on plan implementation adopted by the State Highway Commission and the cooperation and assistance which had been extended to the Commission in its work.

In his remarks the Governor pointed out that the benefits that will accrue to the Region, the state, and business and industry from the work of the Regional Planning Commission are tremendous. He stressed, however, that the Region and the state will benefit only to the extent that the spirit of cooperation continues during the task of plan implementation. He noted that the local units of government, the state and federal agencies, and business and industry can benefit from the Commission's efforts through: 1) the utilization of the planning and engineering data collected and analyzed; 2) the economical provision of a transportation system to reduce travel time, accident rates, and transportation costs; 3) the economical provision of adequate waste disposal and water supply facilities; and 4) sound and stable land use development.

The unprecedented population growth and urbanization which is presenting the state and local units of government with many serious problems, the Governor pointed out, is not limited to Southeastern Wisconsin and "...any meaningful guidance of physical development in the public interest today requires the consideration of an integrated planning unit larger than the county, but smaller than the state." He noted that the legislation establishing regional planning commissions here in Wisconsin to solve such areawide problems requires that the plans prepared by these commissions remain advisory; therefore, any recommendations must be objective, for the acceptance of the recommendations is based entirely on their soundness and practicality. Governor Knowles went on to state, "That such advisory regional planning is workable in Wisconsin is evidenced by the accomplishments of the Southeastern Wisconsin Regional Planning Commission to date."

AT THE CONFERENCE (continued)

After lunch the conferees had the opportunity to attend any of the seven concurrent county workshops. The seven-man workshop panels consisted of the three members of the Intergovernmental Coordinating Committee on Regional Land Use-Transportation Planning, one of whom is a regional planning Commissioner, the two other regional planning Commissioners from the county, a member of the SEWRPC staff, and a member of the State Highway Commission staff.

The SEWRPC staff member in each workshop made a technical presentation of the regional land use-transportation plans focused specifically upon the particular county of which he was a panel member. The technical presentations covered forecasts of future population, employment, motor vehicle availability, travel, and land use demand levels, as well as the land use and transportation plan proposals.

A question-and-answer and general discussion period followed the technical presentations, with many questions directed at the panel members by the conferees.

Washington County



AT THE CONFERENCE (continued)

Kenosha County



Milwaukee County



Thomas P. Rozga, Member of Intergovernmental Coordinating Committee; Richard W. Cutler, SEWRPC Commissioner; Kurt W. Bauer, Executive Director, SEWRPC; John P. Murphy, Milwaukee County Board Supervisor, SEWRPC Commissioner; Henry J. Schmandt, SEWRPC Commissioner; James E. Meier, District Highway Engineer, SHCW.

AT THE CONFERENCE (continued)

Ozaukee County



Racine County



Earl G. Skagen, Racine County Highway Commissioner, Member of Intergovernmental Coordinating Committee; Garth R. Seehawer, Racine County Board Supervisor, SEWRPC Commissioner; William E. Cregar, SEWRPC Staff; Thomas R. Clark, SHCW Staff; Robert Fisher, SEWRPC Staff.

AT THE CONFERENCE (continued)

Walworth County



Ray Schmidt, SEWRPC Commissioner; Judge John D. Voss, SEWRPC Commissioner; Eugene Hollister, Walworth County Board Supervisor, SEWRPC Commissioner; Thomas T. Hart, SHCW Staff.

Washington County



AT THE CONFERENCE (continued)

Washington County



Arthur E. Weiner, West Bend High School Principal, SEWRPC Commissioner; Paul F. Quick, City of Hartford Plan Commission, Member of Intergovernmental Coordinating Committee; Dr. Carlton M. Herman, Washington County Park Commission, SEWRPC Commissioner; William T. Wambach, SHCW Staff; Sheldon W. Sullivan, SEWRPC Staff.

Waukesha County



QUESTION BOX

WHAT PROCEDURE WILL BE FOLLOWED IN REGIONAL PLAN ADOPTION?

The Southeastern Wisconsin Regional Planning Commission will have to adopt the recommended land use and transportation plans by formal resolution as integral parts of a comprehensive plan for the physical development of the Region. Upon taking this action, the Commission then will transmit a certified copy of the resolution of adoption, together with the adopted plan and the supporting documentation, to all local legislative bodies within the Region and to all concerned existing local, areawide, state, and federal agencies of government.

Adoption, endorsement, or formal acknowledgment of these plans by the local legislative bodies and the various local, areawide, state, and federal agencies will be requested in order to assure a common understanding between the several governmental levels and the many units and agencies concerned and in order to enable their staffs to program the necessary implementation work.

It should be noted that adoption of the recommended regional plans by any unit or agency of government would make the plan applicable as a guide only to those aspects of development within the sphere of responsibilities of that unit or agency of government and would in no way commit other agencies of government at any level to be guided by such adoption. Therefore, adoption, endorsement, or formal acknowledgment of the recommended regional plans is necessary by all concerned agencies at the local, areawide, state, and federal levels.

QUOTABLE QUOTE.....

"I believe that there are very few today that question the need for a plan. Yet, the plan itself is really nothing more than a blueprint for the future. It will take much to make it become a reality. If we have the will to plan, we must have the courage to implement the plan. Otherwise it becomes the property of the pigeonhole or, still worse, the tool of obstruction and delay.

There is really no completely ideal plan, and too often we find that critics make more effort to point out that which is wrong than that which is right. This criticism is often merely a smokescreen for a special interest, not a constructive effort in the regional interest. It is a technique for substituting delay for decision-making.

We must not let this happen here!

The plan recommends courses of action for achieving desirable goals, but is not self-executing. The Regional Planning Commission is advisory only and properly so. It should not be an operating or implementing agency.

The seven counties and the local communities in partnership with the state have both the privilege and the duty to implement the plan.

Robert C. Johnson
October 26, 1966

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SOUTHEASTERN WISCONSIN REGIONAL
PLANNING COMMISSION

Old Courthouse
P.O. Box 769
Waukesha, Wisconsin
53187

Phone: 542-8083

Kurt W. Bauer
Executive Director

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