

## ALTERNATIVE REGIONAL PLANS PRESENTED TO COUNTIES

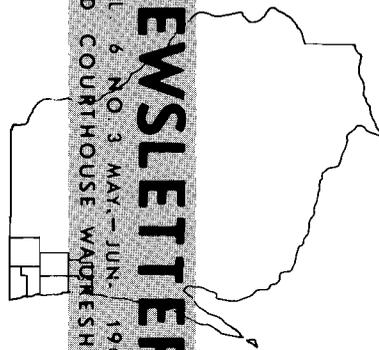
The three alternative regional land use-transportation plans prepared by the Southeastern Wisconsin Regional Planning Commission for the physical development of the Southeastern Wisconsin Region have been presented to the State Highway Commission of Wisconsin and the seven constituent County Boards through a series of meetings to which all local units of government within each county were invited. The meetings were held in county meeting rooms according to the following schedule:

Kenosha County	May 5, 1966	7:30 p. m.
Walworth County	May 10, 1966	10:00 a. m.
Milwaukee County	May 24, 1966	2:00 p. m.
Waukesha County	May 26, 1966	1:30 p. m.
Racine County	May 31, 1966	7:30 p. m.
Washington County	June 6, 1966	7:30 p. m.
Ozaukee County	June 30, 1966	8:00 p. m.

In addition, the plans were presented to the Common Council of the City of Milwaukee and to the Milwaukee County Expressway Commission and Milwaukee County Park Commission in special presentations requested by these local units and agencies of government. The presentation consisted of an introduction by the Commission Chairman, Mr. George C. Berteau, and a summary explanation of the three alternative plans, including the studies, projections, and analyses supporting the plans, by the Commission's Executive Director, Mr. Kurt W. Bauer, followed by a question and answer period.

# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

NEWSLETTER  
VOL. 6 NO. 3 MAY - JUN. 1966  
OLD COURTHOUSE WAUWATOSA



## ALTERNATIVE REGIONAL PLANS—continued

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The alternate plans will soon be published in the second volume of the three volume final study report, which presents the major findings and recommendations of the three and one-half year Regional Land Use-Transportation Study. The first volume, published in May 1965, set forth the basic principles and concepts underlying the study and presented in summary form the basic facts pertinent to long-range land use and transportation planning in southeastern Wisconsin, which facts together describe the existing state of the systems being planned.

The second volume is concerned with the formulation of regional planning objectives, principles, and standards; forecasts of future growth and change in the Region; and the presentation and evaluation of alternative land use-transportation plans designed to meet the anticipated growth and change. It is intended to provide the basis for the selection of a final regional land use-transportation plan from among the alternative development proposals. The following sections of this newsletter present a very brief preview of the more important findings and recommendations presented in Volume 2 of SEWRPC Planning Report No. 7, Forecasts and Alternative Plans - 1990.

### OBJECTIVES, PRINCIPLES, AND STANDARDS

The Commission has identified two basic types of regional development objectives: general development objectives, which are by their very nature either qualitative or difficult to relate directly to physical development plans, and specific development objectives, which can be directly related to physical development plans and at least crudely quantified. The Commission, after careful review and recommendation by the Technical Coordinating and Advisory and the Intergovernmental Coordinating Committees on Regional Land Use-Transportation Planning, adopted the following nine general regional development objectives:

1. Economic growth at a maximum rate consistent with regional resources and with primary dependence on free enterprise in order

## ALTERNATIVE REGIONAL PLANS—continued

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to provide maximum employment opportunities for the expanding labor force of the Region.

2. A wide range of employment opportunities through a broad and diversified economic base.
3. Conservation and protection of desirable existing residential, commercial, industrial, and agricultural development in order to maintain desirable social and economic values; renewal of obsolete and deteriorating residential, commercial, and industrial areas in the rural as well as in the urban areas of the Region; and prevention of slums and blight.
4. A broad range of choice among housing types, designs, and costs, recognizing changing trends in age group composition, income, and family living habits.
5. An adequate and balanced level of community services and facilities.
6. An efficient and equitable allocation of fiscal resources within the public sector of the economy.
7. An attractive and healthful physical and social environment with ample opportunities for education, cultural activities, and outdoor recreation.
8. The protection, wise use, and sound development of the natural resource base.
9. Development of communities having distinctive individual character, based on physical conditions, historical factors, and local desires.

Within the framework established by the general development objectives,

## ALTERNATIVE REGIONAL PLANS—continued

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the following set of 15 specific objectives were adopted after careful review and recommendation by the Technical Coordinating and Advisory and the Intergovernmental Coordinating Committees on Regional Land Use-Transportation Planning.

### Land Use Development Objectives

1. A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the regional population.
2. A spatial distribution of the various land uses which will result in a compatible arrangement of land uses.
3. A spatial distribution of the various land uses which will result in the protection, wise use, and development of the natural resources of the Region: soils, inland lakes and streams, wetlands, woodlands, and wildlife.
4. A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems.
5. The development and conservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.
6. The preservation and provision of a variety of suitable industrial and commercial sites in terms of both physical characteristics and location.
7. The preservation and provision of open space to enhance the total quality of the regional environment.
8. The preservation of land areas for agricultural uses in order to

## ALTERNATIVE REGIONAL PLANS—continued

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provide for certain special types of agriculture, provide a reserve for future needs, and ensure the preservation of those rural areas which provide wildlife habitat and which are essential to shape and order urban development.

### Transportation System Development Objectives

1. An integrated transportation system which will effectively serve the existing regional land use pattern.
2. A balanced transportation system providing the appropriate type of transportation service needed.
3. The alleviation of traffic congestion and the reduction of travel time between component parts of the Region.
4. The reduction of accident exposure and provision of increased travel safety.
5. A transportation system which is economical and efficient, meeting all other objectives at the lowest cost possible.
6. The minimization of disruption of desirable existing neighborhood and community development and of deterioration or destruction of the natural resource base.
7. A high aesthetic quality in the transportation system with proper visual relation of the major transportation facilities to the land and cityscape.

### Principles And Standards

Supplementing each of the foregoing specific land use and transportation development objectives is a planning principle and a set of development standards. Each set of standards is directly relatable to the objective

## ALTERNATIVE REGIONAL PLANS—continued

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and serves to facilitate quantitative application of the objectives in plan design, test, and evaluation. In the application of the planning standards and in the preparation, test, and evaluation of the regional land use-transportation plans, however, several overriding considerations were recognized. First, it was recognized that each proposed transportation plan must constitute an integrated system. Second, it was recognized that an overall evaluation of each transportation plan must be made on the basis of cost. Third, it was recognized that it is unlikely that any one plan proposal will meet all of the standards completely; and the extent to which each standard is met, exceeded, or violated must serve as a measure of the ability of each alternative plan proposal to achieve the specific objective which the given standard complements. Fourth, it was recognized that certain objectives and standards may be in conflict and may require resolution through compromise. Finally, it was recognized that the standards must be very judiciously applied to areas or facilities which are partially or fully developed since such application may require extensive renewal or reconstruction programs.

### ANTICIPATED REGIONAL GROWTH AND CHANGE

Change is one of the basic characteristics of the modern world, and urbanization is one of the most important and far-reaching aspects of this change. No nation, no state, and no region which participates in modern life can escape this increasing urbanization; and no part of daily life can avoid being influenced in some way by forces rooted in this complex process. Since population growth and urbanization appear inevitable in the absence of some world-wide natural or man-made disaster, the question facing public officials and citizen leaders within the Region is not whether such growth and urbanization will occur but how much will occur and how well it will be shaped and guided in the public interest. The most important changes likely to take place in the Southeastern Wisconsin Region by 1990 may be summarized as follows:

1. The population of the Southeastern Wisconsin Region may be expected to increase by approximately 1,000,000 persons over the

## ALTERNATIVE REGIONAL PLANS—continued

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present 1963 population level of approximately 1,674,000 persons. A high proportion of the 1990 regional population of approximately 2,700,000 will be in the very old age groups, with approximately 9 percent of the regional population over 65 years of age in 1990, and an even higher proportion will be in the very young age groups, with approximately 41 percent of the future regional population under 20 years of age in 1990.

2. Employment in the Region by 1990 may be expected to reach nearly the one million level, an increase of 349,000 jobs over the present 1963 employment level of approximately 635,000.
3. Personal income is expected to increase at a rapid rate, so that by 1990 the average household will earn about \$14,000 before taxes, an increase of \$5,500 over present levels; and total personal income generated in the Region will exceed \$10 billion.
4. The amount of money available to local units of government in the Region for providing the necessary public facilities and services by 1990 may be expected to increase from \$512 million per year to approximately \$2.2 billion per year. Monies available for highway, street, and related purposes alone between now and 1990, including state and federal monies, may be expected to increase from \$153 million per year to approximately \$228 million per year.
5. If recent historic development trends continue, approximately 296,100 acres, or over 462 square miles, of land will be required to meet the land use demand for the various new urban activities generated by growth in population and economic activity levels within the Region by 1990.
6. The number of motor vehicles within the Region may be expected to increase by approximately 82 percent over the 1965 level of 609,300 to 1,109,100.

## ALTERNATIVE REGIONAL PLANS—continued

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It is evident from the forecasts summarized above that the Southeastern Wisconsin Region will in 1990 be very different from the Region of today. There will be many more people holding many more jobs, receiving larger incomes, driving more automobiles, and demanding more land and more transportation facilities.

### ALTERNATIVE LAND USE PLANS

Three alternative regional land use plans, each with its supporting transportation system plan, were prepared to meet the anticipated changes and at the same time preserve and protect the limited and irreplaceable natural resource base of the Region: a Controlled Existing Trend, a Corridor, and a Satellite City Plan. Each represents an attempt to meet the regional development objectives and the forecast needs through a basically different design.

#### Controlled Existing Trend Plan

The Controlled Existing Trend Plan represents a conscious continuation of historic development trends, with urban development continuing to occur in concentric rings along the full periphery of, and outward from, existing urban centers within the Region. This plan places heavy emphasis on the continued effect of the urban land market in determining the location, intensity, and character of future development. It does, however, propose to regulate in the public interest the effect of this market on development, in order to provide for a more orderly and economic regional development pattern and to avoid intensification of areawide development and environmental problems.

Under this plan the historic growth trends would be altered by guiding intensive urban development into those areas of the Region having both soils suitable for such development and gravity drainage sanitary sewer service readily available. In addition, the floodways and flood plains and the best remaining prime agricultural lands, woodlands, wetlands, fish and game habitat, and park sites would be protected from incompatible development and would form the basic frame-work of an integrated

## ALTERNATIVE REGIONAL PLANS—continued

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system of park and open-space areas within the Region. The allocation of future land use within each county of the Region under this plan would be such as to approximate the forecast population levels within each county and, to the extent possible, the proposals contained in existing community development plans and zoning documents. Map 1 is a generalized presentation of this plan.

The plan would seek to place over 74 percent of all new urban residential development within the Region within 20 miles of the central business district of Milwaukee. Residential development would occur primarily at medium densities, with net lot sizes ranging from 6,300 to 19,800 square feet per dwelling unit. The new urban residential development would consist primarily of single-family housing located in planned residential development units interspersed with town houses and garden apartments. The plan would add approximately 200 square miles of new urban development to the existing stock of 340 square miles of urban development within the Region by 1990 and would provide for 23 major industrial centers, 6 being newly established, and for 25 major commercial areas, 10 being newly established. The plan would provide for 26 major regional park sites, 11 being newly established, and would, in addition, seek to protect the primary environmental corridors within the Region from incompatible urban development. The plan would permit the ready provision of public sanitary sewer service and public water supply to 93 percent of the total developed area of the Region and 95 percent of the total regional population.

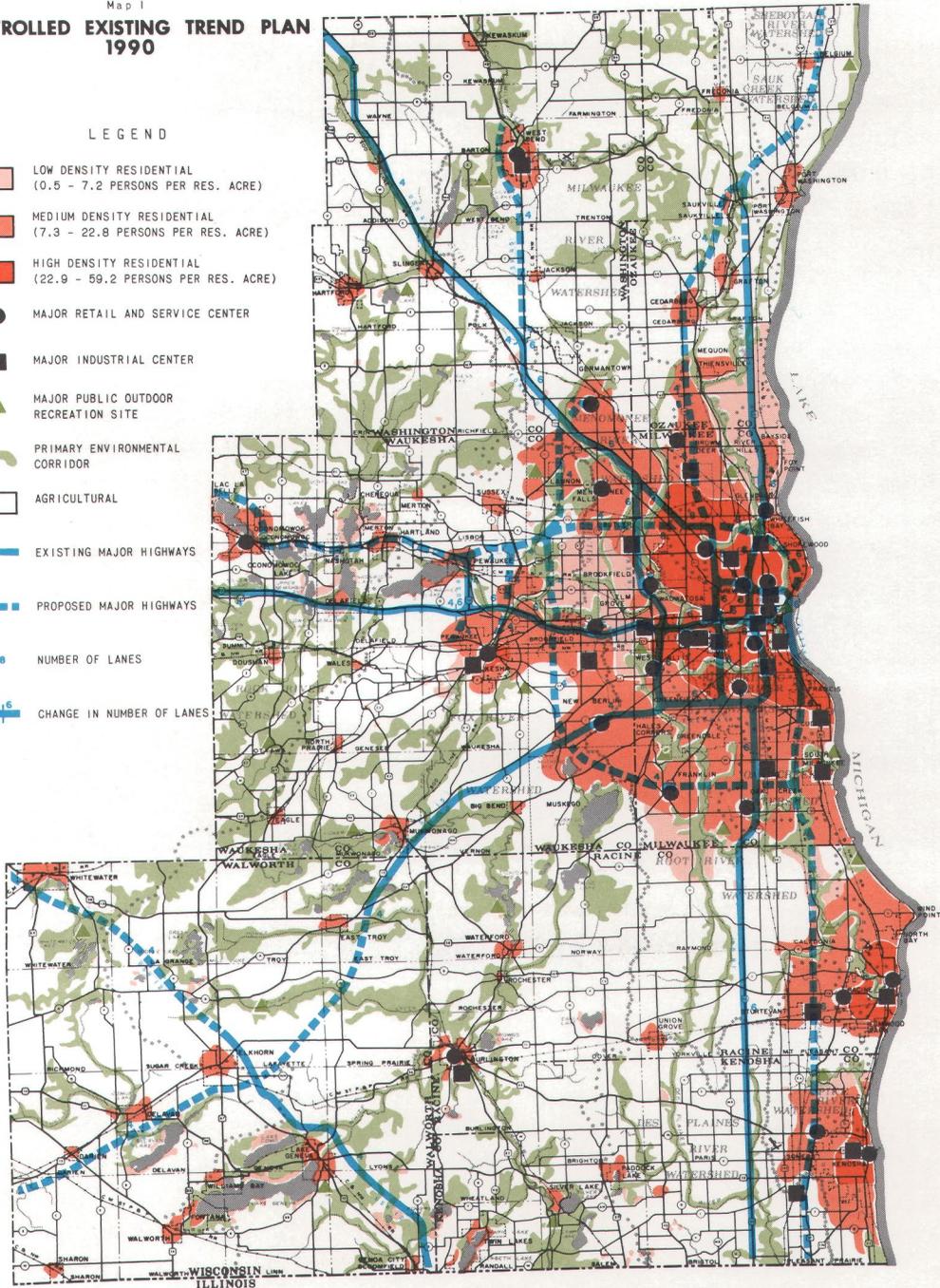
### Corridor Plan

The Corridor Plan represents an attempt to concentrate new urban development within the Region in radial corridors centered on major transportation routes emanating from the existing major urban centers within the Region. Urban growth would thus still be outward from the major urban centers, but higher densities of development would be emphasized, and the radial corridors of urban development would alternate

Map I  
**CONTROLLED EXISTING TREND PLAN  
 1990**

LEGEND

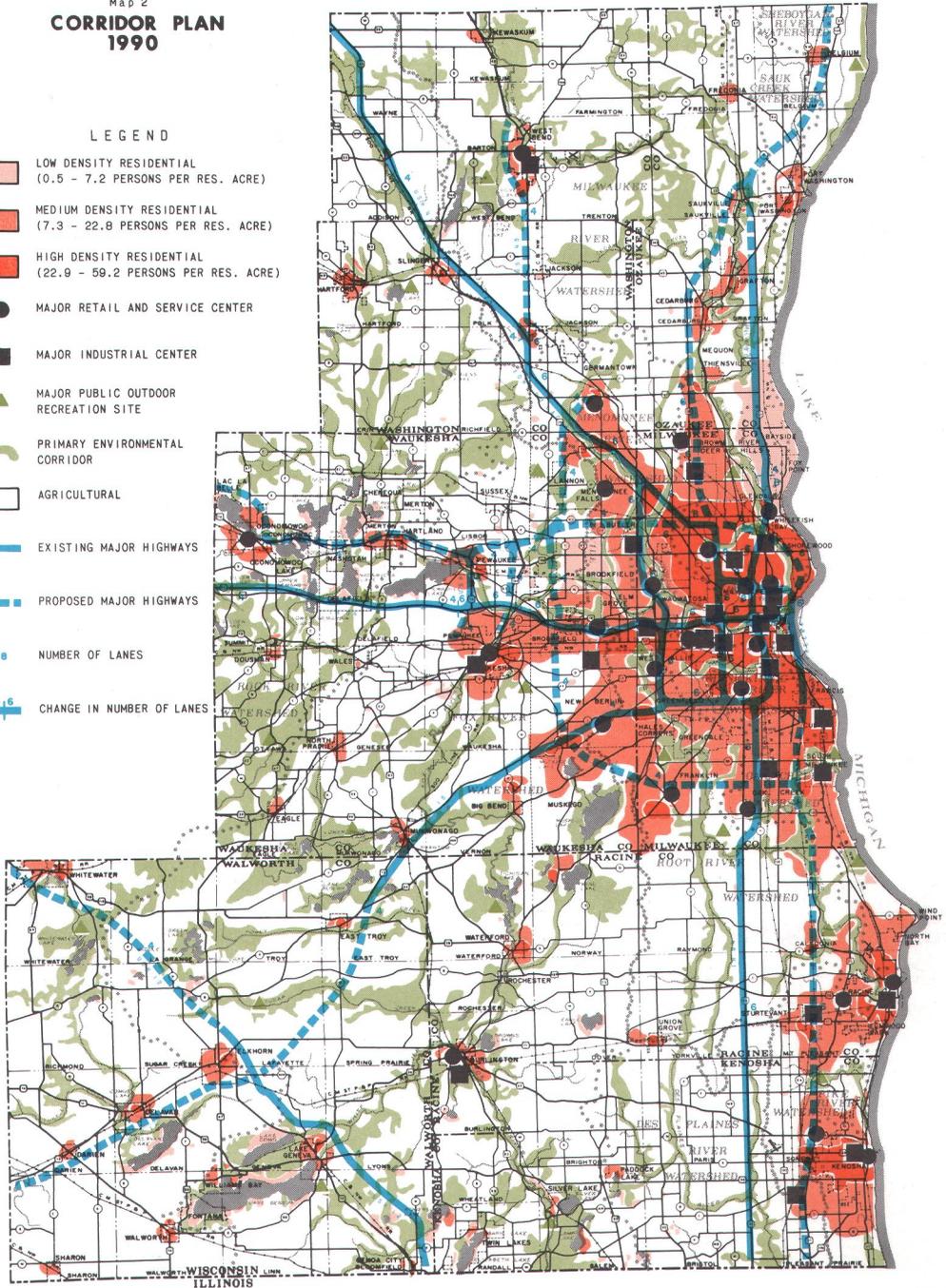
- LOW DENSITY RESIDENTIAL  
(0.5 - 7.2 PERSONS PER RES. ACRE)
- MEDIUM DENSITY RESIDENTIAL  
(7.3 - 22.8 PERSONS PER RES. ACRE)
- HIGH DENSITY RESIDENTIAL  
(22.9 - 59.2 PERSONS PER RES. ACRE)
- MAJOR RETAIL AND SERVICE CENTER
- MAJOR INDUSTRIAL CENTER
- MAJOR PUBLIC OUTDOOR RECREATION SITE
- PRIMARY ENVIRONMENTAL CORRIDOR
- AGRICULTURAL
- EXISTING MAJOR HIGHWAYS
- PROPOSED MAJOR HIGHWAYS
- NUMBER OF LANES
- CHANGE IN NUMBER OF LANES



Map 2  
**CORRIDOR PLAN  
 1990**

LEGEND

- LOW DENSITY RESIDENTIAL  
(0.5 - 7.2 PERSONS PER RES. ACRE)
- MEDIUM DENSITY RESIDENTIAL  
(7.3 - 22.8 PERSONS PER RES. ACRE)
- HIGH DENSITY RESIDENTIAL  
(22.9 - 59.2 PERSONS PER RES. ACRE)
- MAJOR RETAIL AND SERVICE CENTER
- MAJOR INDUSTRIAL CENTER
- MAJOR PUBLIC OUTDOOR RECREATION SITE
- PRIMARY ENVIRONMENTAL CORRIDOR
- AGRICULTURAL
- EXISTING MAJOR HIGHWAYS
- PROPOSED MAJOR HIGHWAYS
- NUMBER OF LANES
- CHANGE IN NUMBER OF LANES



## ALTERNATIVE REGIONAL PLANS—continued

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with wedges of agricultural and other open-space land uses. Map 2 is a generalized presentation of this plan. This plan would seek to place 68 percent of all new urban residential development within 20 miles of the central business district of Milwaukee and would add approximately 170 square miles of new urban development by 1990. The location of the major industrial centers, major commercial centers, and major regional park sites would be the same as under the Controlled Existing Trend Plan. The plan would permit the ready provision of public sanitary sewer service and public water supply to 92 percent of the total developed area of the Region and 94 percent of the total regional population.

### Satellite City Plan

Finally, the Satellite City Plan represents an attempt to concentrate new urban development within the Region in outlying communities relatively independent of commercial and industrial development in the larger central cities and separated from these central cities by large areas of open space. The resulting development pattern would be discontinuous, both radially and circumferentially. The plan would seek to place 54 percent of all new urban residential development within 20 miles of the central business district of Milwaukee and would add 180 square miles of new urban development by 1990. Map 3 is a generalized presentation of this plan.

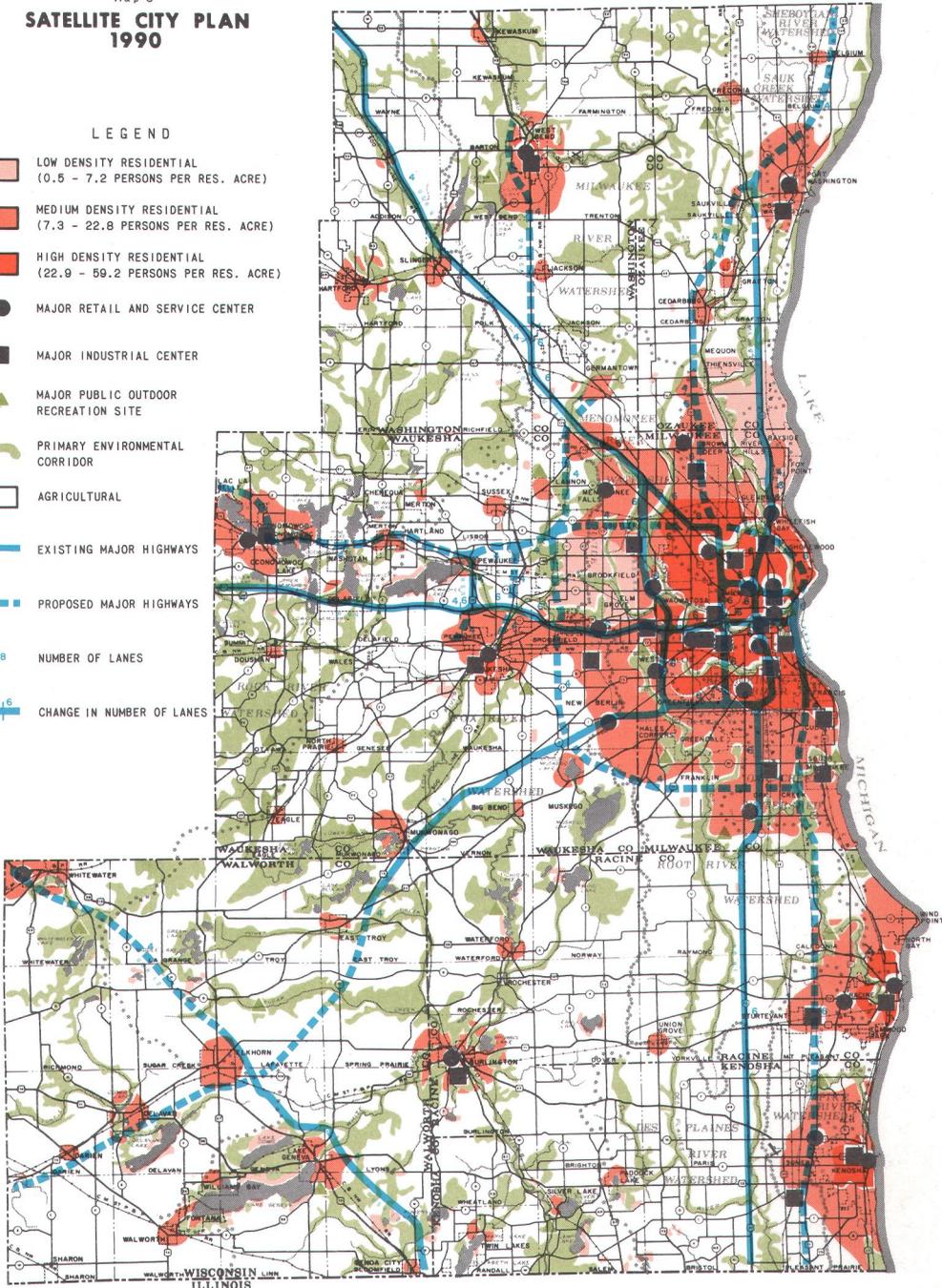
The plan would provide for 24 major industrial centers, 8 being newly established, and for 25 new major commercial areas, 10 being newly established. The plan would provide for 26 major regional park sites, 11 being newly established, and would, in common with the other two alternative plans, seek to protect the primary environmental corridors from incompatible urban development. The plan would permit the ready provision of public sanitary sewer service and public water supply to 93 percent of the total developed area of the Region and 94 percent of the total regional population.

While many variations of the three basic regional development patterns

Map 3  
**SATELLITE CITY PLAN  
 1990**

**LEGEND**

- LOW DENSITY RESIDENTIAL  
(0.5 - 7.2 PERSONS PER RES. ACRE)
- MEDIUM DENSITY RESIDENTIAL  
(7.3 - 22.8 PERSONS PER RES. ACRE)
- HIGH DENSITY RESIDENTIAL  
(22.9 - 59.2 PERSONS PER RES. ACRE)
- MAJOR RETAIL AND SERVICE CENTER
- MAJOR INDUSTRIAL CENTER
- MAJOR PUBLIC OUTDOOR RECREATION SITE
- PRIMARY ENVIRONMENTAL CORRIDOR
- AGRICULTURAL
- EXISTING MAJOR HIGHWAYS
- PROPOSED MAJOR HIGHWAYS
- 8 NUMBER OF LANES
- 4, 6 CHANGE IN NUMBER OF LANES



## ALTERNATIVE REGIONAL PLANS—continued

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presented in the alternative plans are possible, it is believed that the three patterns selected represent the basic choices with respect to future planned development patterns practically available to the Region.

A fourth alternative was explored, that of continued existing trend development in the absence of any attempt to guide this development on an areawide basis in the public interest. This last alternative is not a plan, but a forecast of unplanned development, and is intended to serve not as a recommendation but as a standard of comparison for the evaluation of the three land use plans directed toward the attainment of regional development objectives.

The fourth alternative would require the conversion of about 460 square miles of land from rural to urban use over the next 25 years, over twice the amount required by any of the three alternative land use plans. It would continue development of areas of poor soils and areas subject to flooding, continue encroachment upon the primary environmental corridors, ignore logical utility service areas, and meet few areawide development objectives.

### TRANSPORTATION ANALYSES AND PLANS

When the transportation implications of the three alternative land use plans were analyzed, some rather surprising findings were revealed. First of all, contrary to what might be expected, the total travel demand generated by the three alternative land use patterns was not found to be drastically different. The Region in 1963 generated a total of 3.6 million internal person trips per day. These are expected to increase to 6.0 million under the Controlled Existing Trend Plan, to 6.0 million under the Corridor Plan, and to 6.1 million under the Satellite City Plan. The Region in 1963 generated a total of 2.6 million vehicle trips per day. This is expected to increase to 4.6 million under the Controlled Existing Trend Plan, to 4.6 million under the Corridor Plan, and to 4.7 million under the Satellite City Plan. None of these differences in travel demand are significant for regional planning purposes.

## ALTERNATIVE REGIONAL PLANS—continued

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Somewhat greater differences were found between the three alternative land use plans with respect to transit trip generation and utilization. The Region in 1963 generated a total of 324,000 transit trips in 1963. This is expected to increase to 356,000 transit trips under the Controlled Existing Trend Plan, to 376,000 transit trips under the Corridor Plan, and to 339,000 transit trips under the Satellite City Plan.

Total vehicle miles of travel within the Region are expected to be essentially the same under each of the three alternative land use plans, increasing from about 13.2 million to approximately 32 million vehicle miles per average weekday.

### TRAFFIC ASSIGNMENTS

The existing plus committed arterial street and highway system within the Region became the point of departure for the planning of a future highway transportation system for the Region. Assignments of future traffic demand to the existing plus committed arterial street and highway network indicated that, if no further capital were invested in highway transportation facilities, traffic congestion within the Region would be widespread and would reach severe levels, with the areas of highest overloading occurring in the central portion of Milwaukee County. The existing plus committed freeway system would be heavily overloaded and, consequently, would not provide the desired and necessary level of service.

### TRANSPORTATION PLAN

A transportation system plan was prepared for each alternative land use plan, based upon analyses of the inability of the existing system to serve the future travel demand. The transportation system plans prepared do not differ with respect to proposals for freeway facilities, although they do vary with respect to proposals for standard arterial facilities and for modified rapid transit and rapid transit facilities. With respect to highway facilities, the three transportation plans all recommend the construction of approximately 256 miles of new freeways. Included in the highway transportation plans are the following major freeway facilities:

## ALTERNATIVE REGIONAL PLANS--continued

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1. Extension of the Lake Freeway from the southern end of the proposed high level bridge across the Milwaukee harbor entrance southerly through eastern Racine and Kenosha counties, connecting at the state line to a freeway proposed by the State of Illinois.
2. Extension of the Stadium Freeway northerly through Milwaukee and Ozaukee counties to the vicinity of the City of Port Washington.
3. A new East-West Freeway in the vicinity of Hampton Avenue in northern Milwaukee and Waukesha counties from USH 141 westerly to the vicinity of the City of Oconomowoc.
4. Extension of the Lake Freeway northerly to connect to the proposed new East-West Freeway in the vicinity of Hampton Avenue at USH 141.
5. A new Metropolitan Belt Freeway extending from the southerly extension of the Lake Freeway in southern Milwaukee County easterly through Milwaukee County and northerly through eastern Waukesha County to USH 41 in Washington County.
6. A new freeway from USH 41 to the vicinity of the City of West Bend.
7. The completion of STH 15 southwesterly across Walworth County as a freeway.
8. The completion of USH 12 northwesterly across Walworth County as a freeway.

The proposed reconstruction of freeway and expressway facilities total 81 miles in length for each of the three plans. In addition, the construction of 120 miles of new standard arterial highway facilities is proposed for each of the three plans; and the reconstruction of 580 miles of existing arterials is proposed under the Controlled Existing Trend Plan, 590 miles under the Corridor Plan, and 700 miles under the Satellite City Plan.

### COSTS AND FINANCIAL RESOURCES

The total construction and reconstruction costs involved in the implementation of the highway transportation plans would be about \$931 million each for the Controlled Existing Trend Plan and the Corridor Plan and about \$962 million for the Satellite City Plan over a 25-year period. Public financial resource projections indicate that about \$2.1 billion should become available for highway construction within the Region over this same 25-year period. Implementation of the plan would thus leave more than \$1.1 billion available for the reconstruction of the existing streets and highways, in order to maintain structural adequacy, and for the construction of new local and collector streets. Not only is the proposed highway transportation plan well within the financial capability of the Region, but benefit-cost analyses indicate the required public funds would be well-invested, providing a benefit-cost ratio of over 1.5 for the Controlled Existing Trend Plan, 1.7 for the Corridor Plan, and 1.4 for the Satellite City Plan.

If the plan recommendations are carried out, nearly 40 percent of the future traffic load would be carried on the freeway system, while transit utilization in the Region would increase slightly in terms of total revenue passengers, a reversal of historic trends.

The alternative regional land use-transportation plans are not to be regarded as a final plan to be accepted or rejected but as a working proposal on which the reactions of the federal, state, and local units and agencies of government concerned are solicited. The plans themselves, as presented herein, are presently being reviewed by the Commission Technical Coordinating and Advisory and Intergovernmental Coordinating Committees on Regional Land Use-Transportation Planning, as well as by interested federal, state, and local units and agencies of government. Based upon this review, the Commission will select one of the alternate plans as the final plan, after which both the land use and transportation elements will be detailed and published for implementation.

## QUESTION BOX

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### ARE THERE ANY PROPOSALS IN THE REGIONAL TRANSPORTATION PLANS FOR RAPID TRANSIT SYSTEMS?

Yes, the plans recommend, in addition to and complementing the improved arterial street and highway system, an expanded modified rapid transit and rapid transit system which would provide the most heavily urbanized portions of the Region with an efficient and economical as well as a high level of transit service.

Motor coaches operating in mixed traffic on the outlying portions of the expanded regional freeway system would provide fast and regular service to such outlying suburban areas as Mequon, Thiensville, Menomonee Falls, Brookfield, New Berlin, Franklin, and Oak Creek. See Map 4. These modified rapid transit lines would, under the Controlled Existing Trend and Satellite City plans, feed a rapid transit line paralleling the East-West Freeway from the Milwaukee central business district west to about the Milwaukee County line. This rapid transit line would consist of two fully grade-separated lanes for the exclusive operation of motor coaches and may be expected to carry approximately 60,000 revenue passengers per average weekday in 1990. Under the Corridor Plan, a second such rapid transit line would be justified, extending from the Milwaukee central business district to the vicinity of Capitol Court.

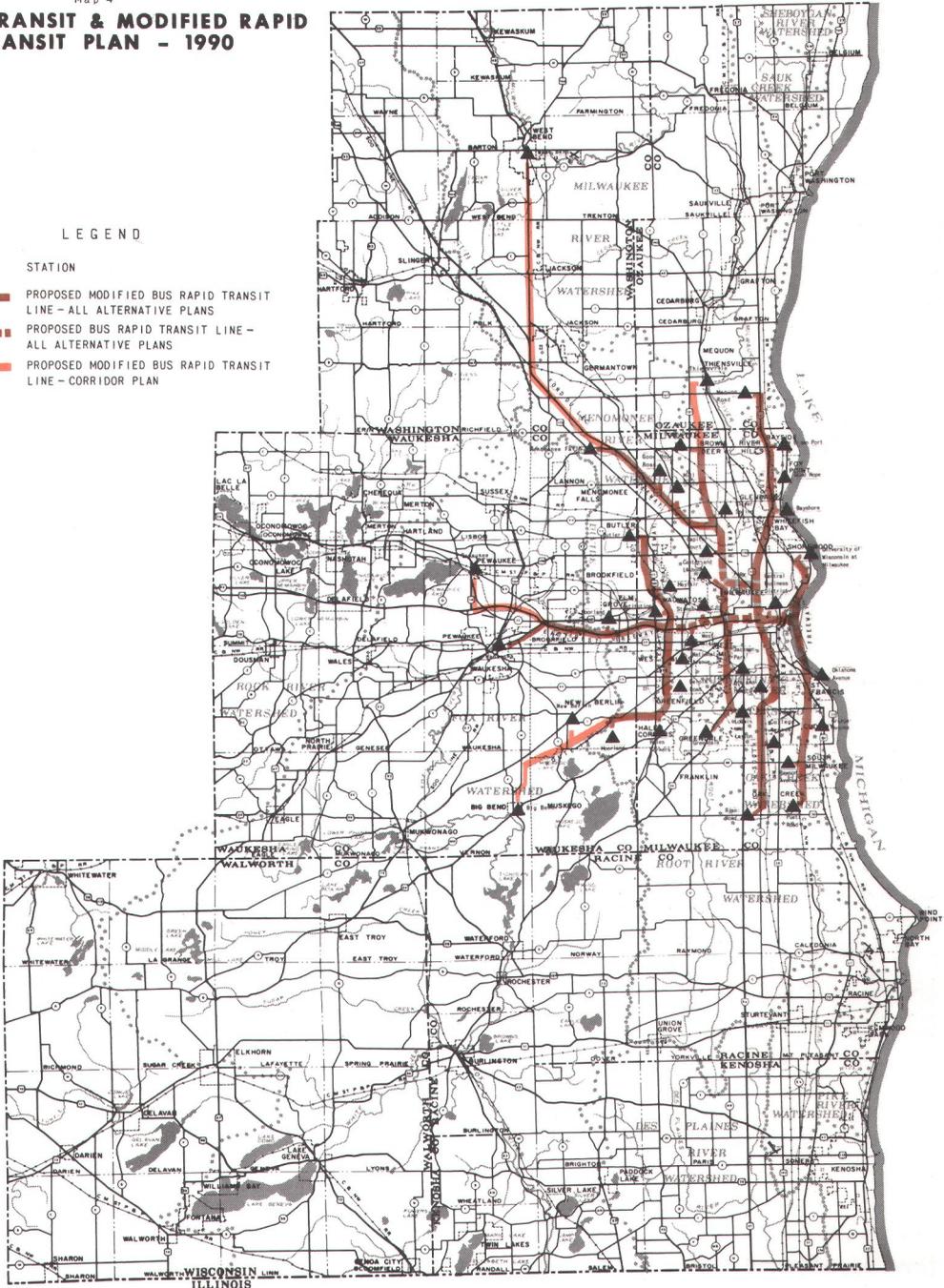
The same transit vehicle would operate in collection and distribution service in the central business district of Milwaukee, in true rapid transit service on the trunk lines, in modified rapid transit service on the freeway system, and again in its own collection and distribution service in the outlying areas served. Thus, a fast and convenient "one-seat" ride would be furnished to a maximum proportion of transit riders.

The construction cost of the proposed rapid transit line, approximately 7.0 miles in length, will be \$20,575,000 under both the Controlled Existing Trend and Satellite City plans. The construction cost of the proposed rapid transit lines, approximately 7.0 and 5.3 miles, respectively, under the Corridor Plan will be \$36,145,000.

# RAPID TRANSIT & MODIFIED RAPID TRANSIT PLAN - 1990

## LEGEND

- ▲ STATION
- PROPOSED MODIFIED BUS RAPID TRANSIT LINE - ALL ALTERNATIVE PLANS
- PROPOSED BUS RAPID TRANSIT LINE - ALL ALTERNATIVE PLANS
- PROPOSED MODIFIED BUS RAPID TRANSIT LINE - CORRIDOR PLAN



QUOTABLE QUOTE.....

"Suppose certain men, discontented with the irrigation of a country which is dependent for all its prosperity on the right direction being given to the waters of a great river, had got the management of the irrigation before they were quite sure how exactly it could be altered for the better, or whether they could command the necessary agency for such an alteration. Those men would have a difficult and dangerous business on their hands; and the more sense, feeling, and knowledge they had, the more they would be likely to tremble rather than to triumph. Our situation is not altogether unlike theirs."

George Eliot  
"Felix Holt's  
Address to  
Workingmen"  
(1867), Works,  
III, 337

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PLANNING COMMISSION

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Kurt W. Bauer  
Executive Director

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