

REGIONAL HOUSING STUDY CONTINUES—
SHORT-RANGE ACTION HOUSING
PROGRAM BEGUN

The regional housing study, begun by the Commission in mid-1970, is progressing through the basic inventory or data collection phase. Several related work programs designed to provide basic planning and housing data are underway or have been completed. The Commission has also contracted with the University of Wisconsin-Milwaukee for a social research program which will involve extensive surveys with the consumers and providers of housing in the Region. It will attempt to describe and analyze housing problems that may exist, and assist in providing for the first time a true picture of the need for housing in the Region. The Commission has also begun a parallel study to make certain kinds of housing site data available prior to completion of the comprehensive regional housing study in mid-1973.

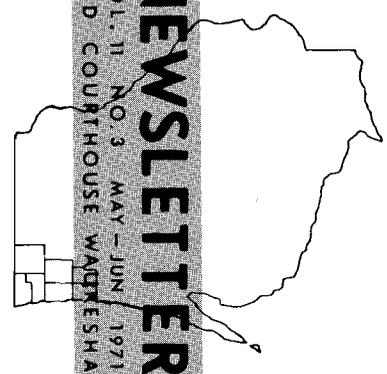
Data Collection and Analysis Activities

The Commission staff has underway the basic data inventories needed to provide a foundation of information upon which the housing problems of the Region can be defined and analyzed, and on which public and private sector housing strategies for the Region can be developed. They include:

- Public Utilities Inventory
All areas either served by public sanitary sewer and water supply service or capable of being served under local and areawide plans have been determined and mapped. This effort involved the collation of basic

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data collected under other Commission work programs, as well as updating of the data base where necessary, to provide current information on the availability of public utilities in the Region.

- Soils Capability Inventory

The data obtained under related Commission work programs relative to soil suitability for future residential development in the Region is being collated and adapted for use in the regional housing study.

- Land Use Inventory

Data obtained under related Commission work programs relative to land use in the Region is being collated and adapted for use in the regional housing study. Such land use is being correlated with 1970 Census of Housing data to permit evaluation of density patterns in existing residential development, the spatial distribution of different types of housing units, and household characteristics of the population residing in various market areas.

- Cost Trends Inventory

Data is being collected relating to the cost of land, land development, construction, and financing for conventionally built single-family and multi-family structures and for nonconventionally built housing units, such as mobile homes and other types of factory-built housing. Historic housing cost data is needed to facilitate the analysis and forecast of the cost factors of housing supply and demand within the Region, as well as to assist in the establishment of housing objectives and standards, the identification of geographic variations in housing costs, and the identification of housing submarkets.

- Existing Housing Stock Inventory

Uniform data is being collected concerning the quantity and quality of the housing structures existing in the Region. Most of the data for this inventory is being obtained from the 1970 Census of Housing. Data to be collated and adapted for use in the

study includes structure type, value, tenure, occupancy, location, age, size, and availability of facilities.

● Land Use Controls Inventory

All local plans and plan implementation devices, such as zoning and subdivision control ordinances and building and housing codes, have been collected and, where appropriate, mapped in order to determine the effect of existing land use controls on future residential development in the Region. Emphasis is being put on the restrictions placed by such land use controls on construction of various types of housing.

● Population Inventory

Data is being collected concerning the changing size, distribution, and density of the Region's population; characteristics of the total population, such as age, race, ethnic origin, marital status, and mobility; characteristics of families and households, such as family formation rate, household and family size and income, and household crowding; and the age, sex, and race of the heads of households. Most of this data is being obtained from the 1970 Census of Population and is being collated and adapted for use in the regional study. Such data is essential to determine factors and trends which affect future housing demand and which determine housing shortage and true housing need.

● Government Sponsored Housing Programs Inventory

Of growing importance to both public and private sectors of the Region are the housing and housing-related programs sponsored by federal, state, and local agencies of government. Such programs have been and will continue to be an important influence on housing, especially for families of low and moderate income. Existing government-sponsored programs are being reviewed and summarized, and efforts in the Region which have utilized these programs will be analyzed for their effectiveness in addressing existing housing problems.

● Land Availability Inventory

Data concerning the availability and suitability of land required for potential residential development is being collated from other Commission work programs. Available land will be identified and determined suitable or unsuitable in terms of its compatibility with surrounding land uses; its location with respect to major highway and transit facilities; the availability of essential utilities and municipal services; proximity to schools, churches, and shopping areas; and existing land use controls.

● Inventory of Technological Changes in the Housing Industry

Data is being obtained regarding technological changes in housing which permit housing at less cost, longer lasting materials, or construction in a shorter period than was previously possible. Foreign, national, and regionally oriented technologies are being inventoried to include those which were tried but failed in the market place, those which are now being used, and those in use outside of the Region which might be applicable for use in the Region. Materials, tools and equipment, and management techniques, as well as building systems, are being identified and inventoried to provide a comprehensive data base for further analyses, particularly concerning the development of a housing market simulation model.

The extensive data collection efforts being conducted under the comprehensive regional housing study are being designed not only to permit existing housing problems in the Region to be analyzed, housing needs and demands quantified, and housing strategies and recommendations formulated, but also to form the basis of an ongoing regional housing market information file. This information file will be made available upon completion of the study to all involved in the provision and consumption of housing within the Southeastern Wisconsin Region, and will be particularly helpful for use in the preparation of housing policies and programs to aid in the efficient and orderly development of new housing

within the Region. Much of the data collected, collated, and analyzed will be made available in published form.

Social Research Program

A special data collection and analysis program being conducted under the regional housing study involves basic social research into the characteristics, perceptions, and beliefs of housing consumers, producers, providers, and facilitators. The Commission has retained the University of Wisconsin-Milwaukee to conduct this program. The data will be used for analysis of housing supply and demand, for determining need for specific types and sizes of housing units, and for measuring and evaluating community and personal attitudes and preferences toward community and household living conditions.

The University of Wisconsin-Milwaukee will conduct special surveys, including in-depth interviews of at least 2,000 consumers of housing in the Region. These interviews will attempt to identify such factors as attitudes and behavior concerning the "worth" of housing; satisfaction or dissatisfaction with housing; evidence of "real" or "felt" discrimination; life style; mobility; opinions about or experience with landlords; opinions or attitudes with regard to the quantity or quality of such public services and facilities as transit, schools, libraries, police and fire protection, and trash removal; and the housing use pattern in terms of the time spent within the home for living, sleeping, and working. More specifically, the survey will determine, in a relative manner, how much importance people attach to such factors as nearness to neighborhood shopping, schools, parks and playgrounds, churches, bus stops, libraries, and freeways; availability of municipal services such as sewer, water supply, trash collection, and street lighting; and absence of heavy traffic, crime and violence, and air pollution in selecting a place to live. In addition, the survey will determine how much relative importance people place on lot and dwelling size, basements and attics, natural lighting, and garages in selecting a place to live. Peoples' attitudes toward neighborhood design factors

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such as the mixing of housing structure types, sizes, and rental and owner-occupied housing will also be learned.

The sample of housing consumers is being drawn to assure adequate representation from all geographic areas of the Region and from all income, racial, and ethnic groups. The providers of housing, including public housing authorities and private landlords, and the producers and facilitators of housing, including builders, developers, labor unions, public officials, financial institutions, and realtors, will also be interviewed in order to evaluate their commitment to resolving identifiable housing problems.

The major focus of this social research program will be to analyze and attempt to determine true housing needs within the Region, as opposed to effective market demand. The latter is essentially an economic concept which only partially reflects true housing need. Effective market demand is based on consumer preference limited by income level and the type of housing made available. Most low-income consumers, therefore, regardless of their preferences and needs, have little impact on effective housing demand. True housing needs may not be reflected in a planning process that relies solely on traditional economic indicators to determine effective housing demand. The social research program proposes that social indicators be developed to measure true housing need, especially among low-income groups, and that the plans and strategy developed out of the regional housing study be designed to meet this need. The social research program is expected to be completed in late spring of 1972. The basic interviewing will be completed by the end of 1971.

Short-Range Action Housing Program

At the request of the U. S. Department of Housing and Urban Development, the Commission has agreed to accelerate portions of the comprehensive three-year regional housing study in order to make certain data available to the producers and financiers of housing in time for the 1972 and 1973 construction seasons. This short-range "action housing

HOUSING STUDY—continued

program" is primarily designed to locate about 2,000 sites which are currently and immediately available in southeastern Wisconsin for construction of low- and moderate-income housing. This short-range program is being conducted parallel to and in coordination with the larger regional housing study. Separate financing for the short-range program has been provided by the U. S. Department of Housing and Urban Development and the Wisconsin Department of Local Affairs and Development. This short-range program is one of many being conducted in metropolitan areas throughout the Nation, in response to a national policy statement which defined a housing problem and which has focused attention on the immediate provision of housing for low- and moderate-income persons. (See Question Box in this Newsletter for a definition of "low- and moderate-income housing.")

The short-range program objectives are to:

- Identify specific areas in the Region where low- and moderate-income housing should be built.
- Identify specific sites within those areas which would be appropriate for construction of the units.
- Identify existing obstacles to the construction of low- and moderate-income housing on the identified sites. Such obstacles may include land cost and zoning and building codes.
- Determine methods to remove appropriate obstacles so that construction of low- and moderate-income housing could be made possible.
- Disseminate site availability data for low- and moderate-income housing to the producers and financiers of housing in the Region.

The Commission staff is conducting the short-range program using information obtained under the regional housing study and other Commission work programs, supplemented by field investigations. Of importance in site selection is the immediate availability of essential

HOUSING STUDY—continued

public utility services, including sewer and water supply, and reasonable access to public and private community facilities and services such as elementary and secondary schools, mass transit, libraries, recreation and social service facilities, neighborhood shopping areas, and places of employment. The Commission staff will record data on each available site, including site size, ownership, present zoning, availability of utilities, distance to essential services, neighborhood conditions, and residential development potential. All sites will be field inspected with appropriate officials from local units of government in the Region. Obstacles to the immediate construction of housing on the sites will also be recorded.

The short-range action housing program is scheduled to be completed in January 1972. A report will be published to illustrate information that is available concerning each identified site in the Region so that producers of housing can obtain detailed information useful for planning and development.

Advisory Committee Expanded

The entire regional housing study is being conducted under the policy guidance of a recently-expanded 25-member Technical and Citizen Advisory Committee on Regional Housing Studies. This Committee is intended to represent a broad range of interests from throughout the entire seven-county Region and includes representatives from both the private and public sector. The membership of this Committee is as follows:

*Richard W. Cutler	Chairman	Attorney, Brady, Tyrrell, Cotter & Cutler, Milwaukee; SEWRPC Commissioner
Robert B. Barrows	Vice Chairman	Vice President, Mortgage Loan Department, Northwestern Mutual Life Insurance Company, Milwaukee
William Ardem		Past President, Society of Real Estate Appraisers, Milwaukee Chapter No. 64, Milwaukee
*John Bach		Director, Southeastern Wisconsin Housing Corporation, Union Grove
Richard Barry		Vice President-Treasurer; Bruce, Barry, and Gleysteen, Inc.; Metropolitan Milwaukee Association of Commerce, Milwaukee
Richard P. Blake		Architect; Blake, Wirth and Associates, Inc.; Board Member, Wisconsin Chapter, American Institute of Architects, Milwaukee
Delbert Blasdel		Administrative Code Consultant, Division of Industrial Safety and Buildings, Wisconsin Department of Industry, Labor, and Human Relations, Madison
Paul J. Cody		Urban Affairs Manager, S. C. Johnson & Son, Inc., Racine
Clarence Dittmar		President, Dittmar Realty, Inc., Menomonee Falls

HOUSING STUDY—continued

The Rev. John D. Fischer	Executive Director, Greater Milwaukee Conference on Religion and Urban Affairs, Milwaukee
Norman N. Gill	Executive Director, Citizens Governmental Research Bureau, Milwaukee
Jay Gilmer	Director, Bureau of Milwaukee Area Service, Wisconsin Department of Local Affairs and Development, Milwaukee
*Melvin Goldin	Secretary-Treasurer, Recht-Goldin-Siegel, Milwaukee
*Mrs. James Mills	Legislative Chairman, League of Women Voters, Inter-League Council, Milwaukee
Bernard N. Nill	Assistant Planning Director, Department of City Development, City of Milwaukee
*Edward J. J. Olson	Director of Research and Planning, Community Relations-Social Development Commission, Milwaukee
William H. Orenstein	Project Director of Northridge Lakes, Kohl's Food Stores, Milwaukee
*Kenneth Payne	Housing Coordinator, Milwaukee County
Clinton Rose	Supervisor, Milwaukee County Board; Chairman, Committee on Housing and Relocation
Frank Schleicher	Director, Model Cities Program, City of Milwaukee
*Gerald Schwerm	Manager, Village of Brown Deer
Wesley Scott	Executive Director, Milwaukee Urban League, Milwaukee
*Edward Seaver	Advisor, Milwaukee Tenants Union; Coordinator, Metropolitan Housing Center, Milwaukee
Ronald Siepmann	President, Siepmann Realty Corporation, Brookfield
Jonathan Slesinger	Professor of Sociology, University of Wisconsin-Milwaukee, Milwaukee

*Member of special subcommittee formed to direct the short-range action housing program.

SEWRPC NOTES

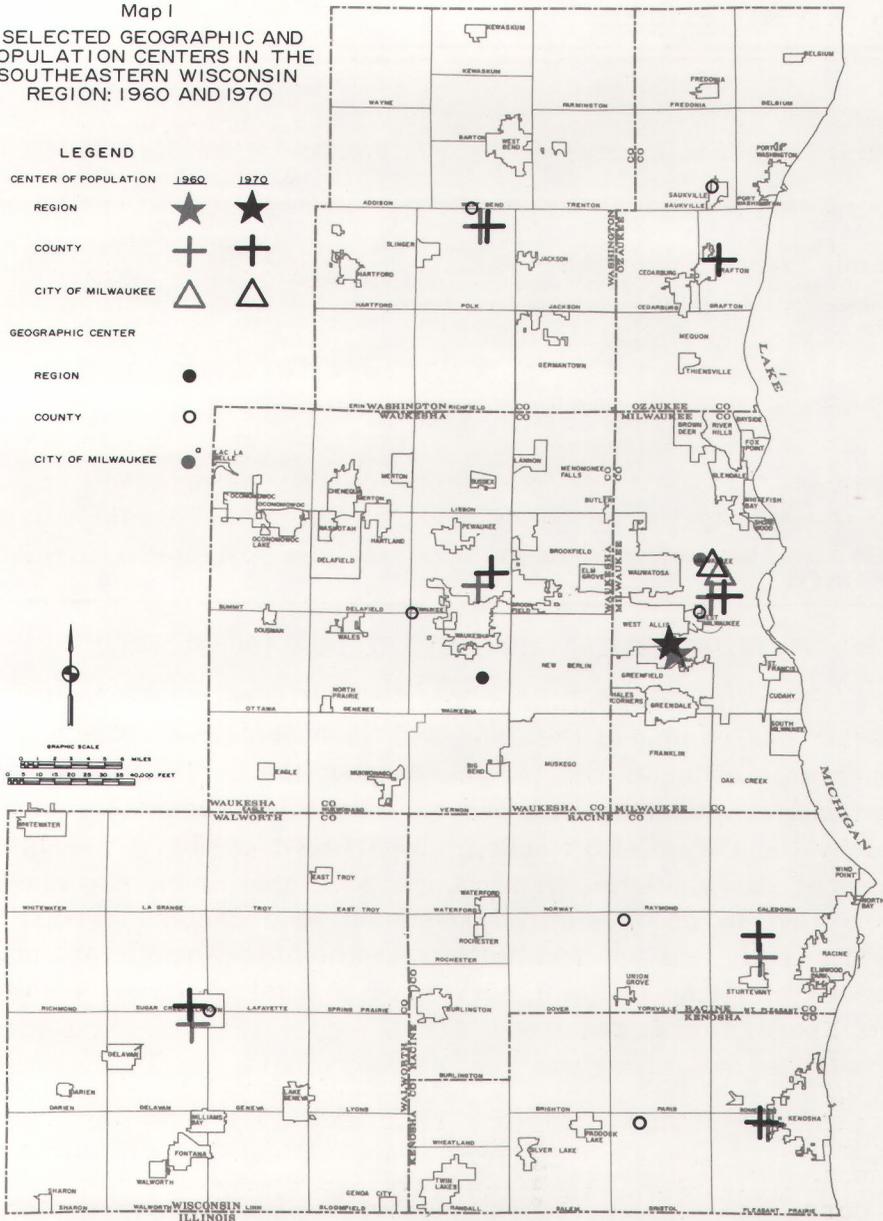
CENTERS OF POPULATION IN THE REGION: 1960-1970

To aid in monitoring residential population shifts within the Region, the Commission has computed the 1960 and 1970 centers of population for each county in the Region and for the Region itself. These centers are shown on Map 1, together with the corresponding geographic centers. In addition, the City of Milwaukee, Department of City Development, has computed the population centers and geographic center of that city, which are also shown on Map 1. The location of centers of population are useful in analytical and quantitative studies in both public and private agencies where a knowledge of service or market areas or of shifts in residential population is required.

It is interesting to note that the geographic center of the Region is located near the intersection of CTH I and CTH F in the Town of Waukesha. This geographic center is approximately 11.5 miles west and slightly south of the 1960 and 1970 centers of population of the Region, which were found to be within five blocks of one another in the City of Milwaukee, located at S. 67th Street and W. Oklahoma Avenue in 1960 and S. 71st Street and W. Oklahoma Avenue in 1970. The

Map 1
 SELECTED GEOGRAPHIC AND
 POPULATION CENTERS IN THE
 SOUTHEASTERN WISCONSIN
 REGION: 1960 AND 1970

- LEGEND**
- | | | |
|----------------------|------|------|
| CENTER OF POPULATION | 1960 | 1970 |
| REGION | ★ | ★ |
| COUNTY | + | + |
| CITY OF MILWAUKEE | △ | △ |
| GEOGRAPHIC CENTER | | |
| REGION | ● | |
| COUNTY | ○ | |
| CITY OF MILWAUKEE | ◐ | |



◐ Based on the jurisdictional area of the City as it existed since 1963.
 † 1960 and 1970 locations are the same.
 Source: SEWRPC.

techniques utilized to compute the population and geographic centers are described in SEWRPC Technical Record, Volume 3, No. 2, 1969.

MASS TRANSPORTATION NEEDS INVENTORY

The Commission is cooperating with the state and federal Departments of Transportation in an inventory of mass transit needs throughout the nation as an aid in formulating national legislative policy recommendations to be forwarded to the U. S. Congress early in 1972. Data is being collected on the existing levels of mass transit services in the Region and estimates are being prepared of future mass transportation needs in the Region for the next two decades. A capital improvement program for mass transit facilities in the Region is also being developed. This information will be collated with similar data collected in all other urbanizing areas in the nation in an effort to formulate a new national mass transit policy.

VOLUME 1 OF RACINE URBAN PLANNING DISTRICT PLANNING REPORT PUBLISHED

The first volume of a two-volume planning report for the Racine Urban Planning District, that area east of IH 94 in Racine County, has been published by the Commission and Harland Bartholomew & Associates, the Chicago planning consultant retained by the Commission to perform the major portion of the comprehensive planning program for the district. The first volume of SEWRPC Planning Report No. 14, entitled A Comprehensive Plan for the Racine Urban Planning District, Volume 1, Inventory Findings and Forecasts, is a basic information document which identifies and describes the developmental and environmental problems of the district and presents forecasts of future economic and population activity levels, as well as of transportation, public utility, and community facility needs and demands. The second volume of the report, currently under preparation, will present a recommended comprehensive plan for the district, as well as an areawide capital improvements program. Copies of the first volume of the report are not available from the Commission offices, but may be obtained by

SEWRPC NOTES—continued

contacting the office of the Racine County Planning Director, Route 1, Box 226A, Sturtevant, Wisconsin.

AROUND THE REGION

VILLAGE OF SILVER LAKE

On April 26, 1971, the Village Board of the Village of Silver Lake acted to adopt amendments to its zoning ordinance relating to the regulation of floodland development in the village. These floodland regulations follow closely the recommendations contained in the Commission's Fox River watershed plan. The Silver Lake reach of the Fox River is a particularly flood-prone reach, containing about 160 homes in the 10-year recurrence interval floodplain, 28 of which are located within the Village of Silver Lake. The Fox River watershed plan recommends that these flood-prone structures be eventually removed from the floodway through public purchase.

The Silver Lake floodland zoning ordinance contains an urban floodway district which includes and renders nonconforming all of the homes in the Village scheduled for eventual removal under the Fox River watershed plan and which allows no further encroachment of urban development, and a floodplain regulatory area which allows for future development at elevations above the 100-year recurrence interval flood in those areas of the floodplain already developed and committed for intensive urban use through investments in streets and utilities. The floodland district and the floodplain regulatory area are shown on Map 2, which contains a portion of the floodland zoning district map for the Village. Adoption of these floodland zoning amendments is intended to comply with the intent of the State Water Resources Act of 1965 and constitutes a very significant implementation action with respect to the recently adopted Fox River watershed plan.

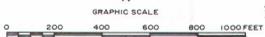
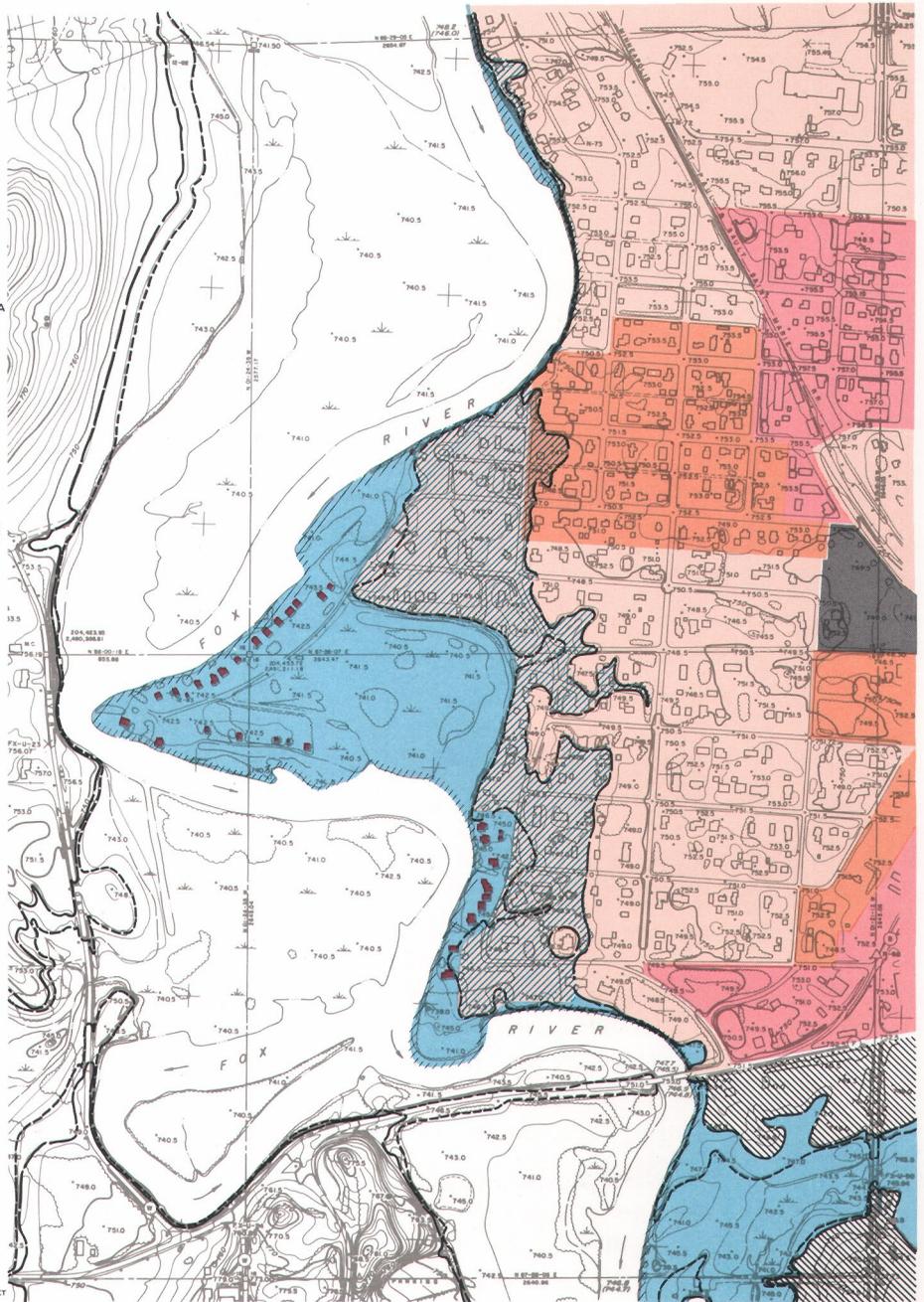
CITY OF WEST BEND

On April 5, 1971, the Common Council of the City of West Bend accepted in principle an important recommendation contained in the forthcoming

Map 2

PORTION OF A ZONING DISTRICT MAP FOR THE VILLAGE OF SILVER LAKE SHOWING APPLICATION OF FLOODLAND ZONING REGULATIONS DESIGNED TO IMPLEMENT THE FOX RIVER WATERSHED PLAN

- LEGEND**
- ZONING DISTRICTS AND REGULATORY AREA**
- "A" RESIDENCE
 - "B" RESIDENCE
 - BUSINESS
 - INDUSTRIAL
 - FLOODLAND
 - FLOODPLAIN REGULATORY AREA
 - AREA RECENTLY ANNEXED -- FINAL ZONING CURRENTLY PENDING
 - 10 - YEAR RECURRENCE INTERVAL FLOOD INUNDATION LINE
 - 100 - YEAR RECURRENCE INTERVAL FLOOD INUNDATION LINE
 - VILLAGE LIMITS
 - STRUCTURE RECOMMENDED FOR EVENTUAL REMOVAL IN FOX RIVER WATERSHED PLAN



Source: Village of Silver Lake and SEWRPC.

AROUND THE REGION—continued

Milwaukee River watershed plan when it agreed to provide future treatment to sanitary sewage originating in the sanitary districts surrounding nearby Little Cedar, Big Cedar, and Silver Lakes. The Council was considering an engineering study for a large addition to the city's sewage treatment plant and selected an alternative which called for the development of an areawide sewage treatment plant which, while slightly more costly than a sewage treatment plant to serve only the city, would contribute toward meeting the state-established water use objectives and standards for the Milwaukee River while eliminating the necessity of building additional sewage treatment plants to serve the lake areas.

CITY OF BROOKFIELD

On April 6, 1971, the Common Council of the City of Brookfield adopted amendments to its zoning ordinance providing for floodland regulation along the Fox River, Poplar Creek, and Deer Creek. These regulations are based upon data developed under the Commission's Fox River watershed study. Filling and development is essentially prohibited in the 10-year recurrence interval floodplain; however, limited filling and development may be allowed upon special exceptions in that area lying between the 10- and 100-year recurrence interval floodplains.

QUESTION BOX

WHAT IS LOW- AND MODERATE-INCOME HOUSING?

Housing that carries some sort of government subsidy to reduce the mortgage interest rate, the homeowner's monthly payment, or the apartment dweller's rent is commonly referred to as "low- and moderate-income housing." Such direct government subsidy represents a relatively new conceptual approach toward achieving a national goal of decent, safe, and sanitary housing for all Americans. This national goal was first expressed in the Federal Housing Act of 1937 and was followed by a series of indirect subsidy federal programs designed to stimulate home building and assume the risk of mortgage lending by providing for mortgage guarantees through the Veteran's Administration and mort-

QUESTION BOX—continued

gage insurance through the Federal Housing Administration. Many Americans who own homes today benefited from such indirect subsidy by federal programs.

The new approach to meeting the national housing goal supplements the old approach by providing a more direct subsidy to individuals and family units so that they may be able to obtain decent, safe, and sanitary housing. Many such individuals and family units have low annual incomes, are elderly having fixed incomes, or are very large families and have been unable to purchase or rent adequate housing in a conventional manner. A bewildering array of programs provide governmental subsidies to such low- and moderate-income individuals or families. At one end of the scale is public housing where local housing authorities actually own, operate, and maintain housing units, renting such units to low-income and elderly persons. At the other end of the scale are programs, such as the Housing Opportunity Allowance Program (HOAP), which assists families at the upper moderate-income level to purchase housing units. In between lie many federal programs, including the popular "235" program, which enables moderate-income families to purchase homes and the "236" program where interest subsidies are given developers of rental units so that they can afford to charge reduced rents to low- and moderate-income families. Eligibility for the various government subsidy programs is based largely on family size, income, assets, and age of family members. These requirements vary with the specific program being considered. An individual or family may have little or no income and be able to only afford a public housing unit, whereas a family with three to five members may have an annual income of up to \$12,555 and still receive a monthly subsidy of \$20 for a period of up to five years under the Housing Opportunity Allowance Program.

Low- and moderate-income housing is not, then, low cost housing; it consists of conventional apartments and homes being made available to families and individuals who would not be able to obtain decent, safe, and sanitary housing without some form of public aid.

QUOTABLE QUOTE.....

"When we mean to build,
we first survey the plot, then draw the model;
And when we see the figure of the house,
Then must we rate the cost of the erection;
Which if we find outweighs ability,
What do we then but draw anew the model
In better offices, or at last desert
To build at all."

Shakespeare
Henry IV
Part Two

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RETURN REQUESTED

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BULK RATE

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