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METROPOLITAN STUDY COMMISSION  
1958 ANNUAL REPORT TO THE GOVERNOR  
OF THE STATE OF WISCONSIN





Graduate Research Center  
Dept. of Urban & Regional Planning  
The University of Wisconsin-Madison



**METROPOLITAN STUDY COMMISSION**  
**1958 ANNUAL REPORT TO THE GOVERNOR**  
**OF THE STATE OF WISCONSIN**

Metropolitan Study Commission  
War Memorial Center 306  
Milwaukee 2, Wisconsin

13 October 1958

# METROPOLITAN STUDY COMMISSION

750 NORTH LINCOLN MEMORIAL DRIVE

MILWAUKEE 2, WISCONSIN

13 October 1958

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Governor Vernon W. Thomson  
Executive Office  
Madison, Wisconsin

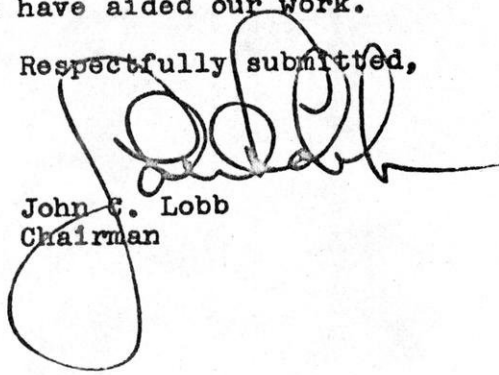
Dear Governor Thomson:

We hereby transmit the first annual report of the Metropolitan Study Commission as required by 59.075 (4) (a), Wisconsin Statutes, 1957.

This report covers only a portion of the studies the Commission presently has in progress. These and other studies and recommendations will be presented in subsequent reports to yourself and the State Legislature.

Let me take this opportunity to express my gratitude for the cooperation we have enjoyed with your office, and with the citizens, state officials, and municipal and county officers who have aided our work.

Respectfully submitted,

  
John C. Lobb  
Chairman

brm



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## Summary of Recommendations

The Metropolitan Study Commission has several projects in progress that have yet to be completed. Recommendations growing from these studies will be presented in future reports that the Commission will make to the Legislature and Governor from time to time. This report contains the following recommendations:

### Sewerage:

The Metropolitan Study Commission recommends:

- (1) That the boundaries of the Metropolitan Sewerage District be enlarged to include all of Milwaukee County, the City of Mequon and the Village of Thiensville in Ozaukee County, the town of Germantown in Washington County, and the survey township areas of Menomonee, Brookfield, New Berlin and Muskego in Waukesha County.
- (2) That the Metropolitan Sewerage Commission and the City of Milwaukee Sewerage Commission be abolished and be replaced by a single metropolitan commission that will represent people through the District.
- (3) That the new sewerage agency have a more direct line of responsibility to the electorate.
- (4) That if jurisdiction over other municipal services in the Milwaukee metropolitan area is transferred to some form of metropolitan agency, the management of the sewerage function be integrated with the administration of such an agency.
- (5) That the system of allocating capital and operating sewerage works costs that is presently used be retained; although the possibility of making refinements should be allowed if future studies show that changes are in the public interest.
- (6) That in cases where expansion of the Metropolitan Sewerage District involves taking over existing municipal plants and intercepting facilities, the Metropolitan Sewerage District assume whatever municipal debt is outstanding for such treatment and intercepting works.
- (7) That new areas added to the Metropolitan Sewerage District be subject to the same sewerage taxes and charges as areas presently within the district.



### Property Assessment Administration :

The Metropolitan Study Commission recommends:

- (1) That assessments be made at full and uniform values. To avoid any inequities and confusion, full value and uniformity in assessments should be sought immediately.
- (2) That major new revenue sources accompany any attempt to achieve uniformity of assessments.
- (3) That with the imposition of additional revenue measures the property tax be lowered simultaneously to reduce the burden on house owner and industry alike.
- (4) That control of assessments remain with local governments, but more complete supervision be exercised by the State Department of Taxation; and that the Property Division of the Department of Taxation be given whatever additional statutory powers are necessary to supervise local assessors and to enforce the statutory and constitutional provisions that call for full and uniform value.
- (5) That local assessors in urbanized counties be selected through civil service procedures established by the Property Division of the State Department of Taxation; and that the Property Division set standards to insure efficient, uniform administration by local assessors.
- (6) That use of May first as the date for assessing personal property be abandoned and an average annual inventory method of assessment used in its place.

### Regional Planning:

It is the concensus of the Metropolitan Study Commission that we favor the idea of regional planning and believe that the interests of Milwaukee County will be best served by the creation of some competent regional planning commission which includes Milwaukee County.

*Whoso desireth to discourse in a proper manner  
concerning Corporated Towns and Communities,  
must take in a great variety of matter, and should  
be allowed a great deal of Time and Preparation.  
The subject is extensive and difficult.*

– Thomas Madox, (*Firma Burgi*, 1726)



INTRODUCTION TO THE URBAN PROBLEM  
AND  
APPROACH OF THE COMMISSION

The Metropolitan Study Commission was created by the 1957 Legislature and given this basic directive:

"The commission shall investigate the character, extent, adequacy, cost and efficiency of the principal services provided by governmental units for residents of the county, including without limitation because of enumeration, property tax assessments, traffic, water supply, sewerage and storm water disposal, planning, civil defense and other services relating to the life, property and general welfare of the residents of the country." The Commission is appointed to serve until July 1961.

In its first year of operation the Commission has viewed its objective as a fundamental study of governmental problems in the Milwaukee metropolitan area. In approaching the problem we needed a criterion to guide us in determining exactly what "government" was supposed to do. We have found no better statement than that of Abraham Lincoln:

"The legitimate object of government is to do for a community of people whatever they need to have done, but cannot do at all or cannot so well do for themselves in their separate and individual capacities."

Applying Lincoln's observation on government to the Milwaukee area problems, three conclusions are obvious:

- (1) Twentieth Century civilization requires that certain metropolitan governmental services and functions "cannot be done at all . . . . or as well" by individual communities. Our metropolitan system of sewers, expressways and parks are existing recognitions of this fact.
- (2) The "home rule" tradition is deeply rooted in American political thought. Furthermore, many governmental services and functions can be more efficiently handled on a local basis. There should be no disturbance of the purely local functions of local governments.
- (3) Sharply rising local property taxes, plus the decentralization and mobility of population, may make it desirable to administer an increasing number of functions on an area-wide basis. This will be a gradual, evolutionary process.

This report represents a small fraction of the studies made and in progress. The commission has spent considerable time educating itself on the matters of primary concern. We report hereon property assessments, sewerage, water and planning. Several reports are currently in process, covering additional water studies, fire and police, and other functions. We are studying carefully the trends in tax base and the ability of our governments to finance themselves.



We see many problems that need study and questions that must be answered. Some of them are:

- (1) How much can we afford to pay for highways, schools, sewer, water and other services?
- (2) At what point does the tax load on industry slow down industrial growth and thereby create unemployment?
- (3) Our present system of taxation lays the heaviest burden on the owner of real estate. How much longer can we justify burdening the owners of homes and factories with relatively light burden on transients?
- (4) Do present zoning codes meet the requirements of all land uses for sites, or do they inhibit growth in the metropolitan community?
- (5) Have citizens of metropolitan Milwaukee the effective and efficient organizations for health services, water supply, library services, planning, public works construction, fire defense and other functions? Which services ought to be operated on a metropolitan-wide basis? Which should be operated on a local basis, through existing municipal governments?
- (6) What kind of metropolitan organization can most effectively handle metropolitan functions and at the same time guarantee government that is responsible to the people?

The fundamental approach of this Commission is this: We want to find out how we can make sure that the homes and jobs and way of life of our citizens can be protected under rapidly changing economic conditions.

## GENERAL OBSERVATIONS ON THE PROBLEM

### Major Causes of Our Problems:

"Metropolitan problems" exist in every city throughout the nation.

A number of reasons have been cited for the increased complexity of these problems but two major causes are:

- (1) The automobile
- (2) The federal income tax

The ownership of one or more automobiles by virtually every family has created a mobile way of life that has rendered obsolete the political concepts upon which our local governments are based. Our society-- and even local governments-- were founded with the idea that men would live and die in the city of birth. This concept has been obsolete for two generations, but we could live with it financially until World War II. The federal income tax drains off such a high percentage of our corporate and personal wealth that traditional methods of financing local government have become completely inadequate. Since both the automobile and the federal income tax are here to stay, we must find new solutions for the problems created. Inflationary tendencies have compounded our fiscal headaches.

As we look to the federal government for highway, school and slum clearance aid we are admitting our inability to finance state and local government; and the "power of the purse" may well increase federal control over our state government and weaken "home rule".

The American people have demonstrated a particular genius for national government representing diverse areas, races and interests. Our federal constitution is truly remarkable document. The United States enjoys today the oldest continuous form of government existing in the world. The constitution was carefully drawn but it has stood the test of time because of its flexibility and the willingness of our people to introduce basic amendments from time to time. As conditions changed we have changed our federal government.

Apart from government, this nation has shown amazing faculties for innovations in manufacturing, science, agriculture, transportation and medicine. We continually demand products that are new and convenient and we throw out the obsolete. Yet, for some strange reason, these faculties have never been carried over to local or state government.

Our forms of town, village and county governments have varied only slightly since they were introduced from Europe in the 17th and 18th centuries. It is not without reason that the Washington correspondent for the London Economist has called America the "Curator of British

political relics." Our local institutions were well adopted to rural England and Germany a century ago. They still serve perfectly well in essentially rural communities. In the great metropolitan areas, however, where the streetcar has vanished and the helicopter is commonplace, some of our old governmental forms have become as obsolete as museum pieces.

## THE BIG CHANGES

### Urban:

Our city governments date from an era when the city had a wall around it. Men walked to work and walked home at night. Doctors, lawyers, artisans and merchants congregated around little neighborhood centers and much of the population lived and died without venturing far beyond the city walls. Local governments fitted a completely self-contained economic and political area.

Early American cities were able to get along with European types of city government without much trouble. Even the advent of public transportation did not bring drastic changes immediately. The lines of the horsecars and later the streetcars were extended gradually as the cities grew. Growth was orderly and there was no great problem of extending sewer lines and water mains along with the public transportation system. This era came to an abrupt end in 1909 when Henry Ford introduced the first Model T.



Nothing has changed our civilization as drastically as the automobile. Today it is commonplace for a family to live in one community, work in another, drive children to school in yet a third city and use the facilities of yet a fourth city for recreation purposes. Many of the streets in our older suburbs have become little more than bridges, carrying traffic from the central city to the newer suburbs. The automobile has shattered the pattern of orderly extension of schools, fire protection, police protection, water and sewer. And it has brought tremendous requirements for capital expenditures.

#### Rural:

Until fairly recently the United States was basically a rural agricultural nation. Today we have become an almost completely urban society and the 1960 census will probably show that no more than 15 per cent of our total population lives on farms. In Wisconsin about one-third of the population lives in the Milwaukee metropolitan area. A handful of counties contain over 60 per cent of our voters. The trend toward the cities is accelerating. The Milwaukee metropolitan area added 185,000 people from 1950 to 1957. Rapid growth is also evident in

the other urban counties of the state, while many of our counties have been losing population steadily since 1940--and a few since 1920.

John C. Lobb, Chairman  
George A. Parkinson, Vice Chairman  
Mary Lou Cook, Secretary  
Irvin Knoebel, Treasurer  
Harold E. Beck  
Earl R. Butter  
O. W. Carpenter  
Richard W. Cutler  
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Ebner F. Luetzow  
Clifford A. Randall  
Willis G. Scholl

## THE MILWAUKEE AREA: GROWTH AND PROBLEMS

### Deconcentration of Population:

Prior to World War II, the people of metropolitan Milwaukee lived in a relatively compact urban area that was fully contained within Milwaukee County. Today, the urban community extends far into the countryside, into adjacent counties. The automobile, modern highways, the septic tank, telephones, electricity, high levels of income, and government supported mortgage credit have made this deconcentration of population possible.

A visitor senses the changing shape of the Milwaukee area as he approaches on Route 30 from Madison. He sees new subdivisions and houses deep in Waukesha County, notices the busy construction of light manufacturing plants in the Brookfield-Elm Grove area, and drives past new filling stations, shops, and churches. Should he be driving west in the early morning, he will quickly learn that the people living in these growing areas work in other municipalities, in the older urban area inside Milwaukee County, for the road is busy with east-bound traffic.

There is nothing unique about this deconcentration of population and trade in the Milwaukee area. Every major urban center in the nation has experienced suburban expansion and the movement of its people beyond the city wall to the rural urban fringe.

A student of metropolitan affairs has noted:

In contrast to the compact city of the nineteenth century the radial scope of which seldom exceeded ten miles, the expanded or metropolitan community embraces in a single organization the cities, villages, and other minor civil divisions lying within a radial distance of thirty-five miles or more from a central or core city. This new type of unit has assumed a dominant position in the urban settlement pattern of the United States.

Despite the settlement of people of the Milwaukee metropolis in separate municipalities, they share membership in the larger metropolitan community. They are bound together by their common geographic orientation, their mutual economic interdependence, and their common attitudes.

Examples of shared attitudes that transcend political boundaries are found in metropolitan-wide fund raising for welfare and cultural projects, as in the Community Chest and the War Memorial Center, and in area-wide support of athletic teams and recreation programs.

Some notions of the social and economic unity of the Milwaukee metropolitan area can be had by overlaying maps representing different activities. The maps of areas served by utility companies, retail delivery zones of downtown department stores, and transportation companies include all the municipalities of Milwaukee County and adjacent municipalities in Waukesha, Ozaukee, and Washington counties. Maps



that pin-point the areas in which employees of major Milwaukee County companies live include a wide area, several counties in some cases. These maps clearly demonstrate that many activities of trade, utility service, communications, and governmental administration transcend municipal boundaries and embrace a multi-county area. The maps also show the metropolitan Milwaukee no longer is confined by the Milwaukee County boundaries, lines that were drawn by a pioneering surveyor more than one hundred years ago. The meaning of the maps and the changes they imply for metropolitan affairs is similarly clear: our thinking about metropolitan Milwaukee can no longer be exclusively in terms of Milwaukee County. People, trade, manufacturing, utilities, and public administration have spread outward to adjacent counties, welding those newly developed areas to the greater urban community.<sup>1</sup>

The extent of this growth becomes vivid when one examines population growth in the Milwaukee metropolitan area between 1930 and 1958. Data in table 1 show that population in Milwaukee County increased 29 per cent between 1930 and 1957 and about 15 per cent between 1950 and 1957.

Waukesha County had a population increase of 44 per cent between 1950 and 1957, making it the fastest growing county in Wisconsin. Most of this growth has

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<sup>1</sup> The Metropolitan Study Commission, Land Use and Zoning Committee, The Milwaukee Metropolis in Maps, (Milwaukee, 29 September, 1958).

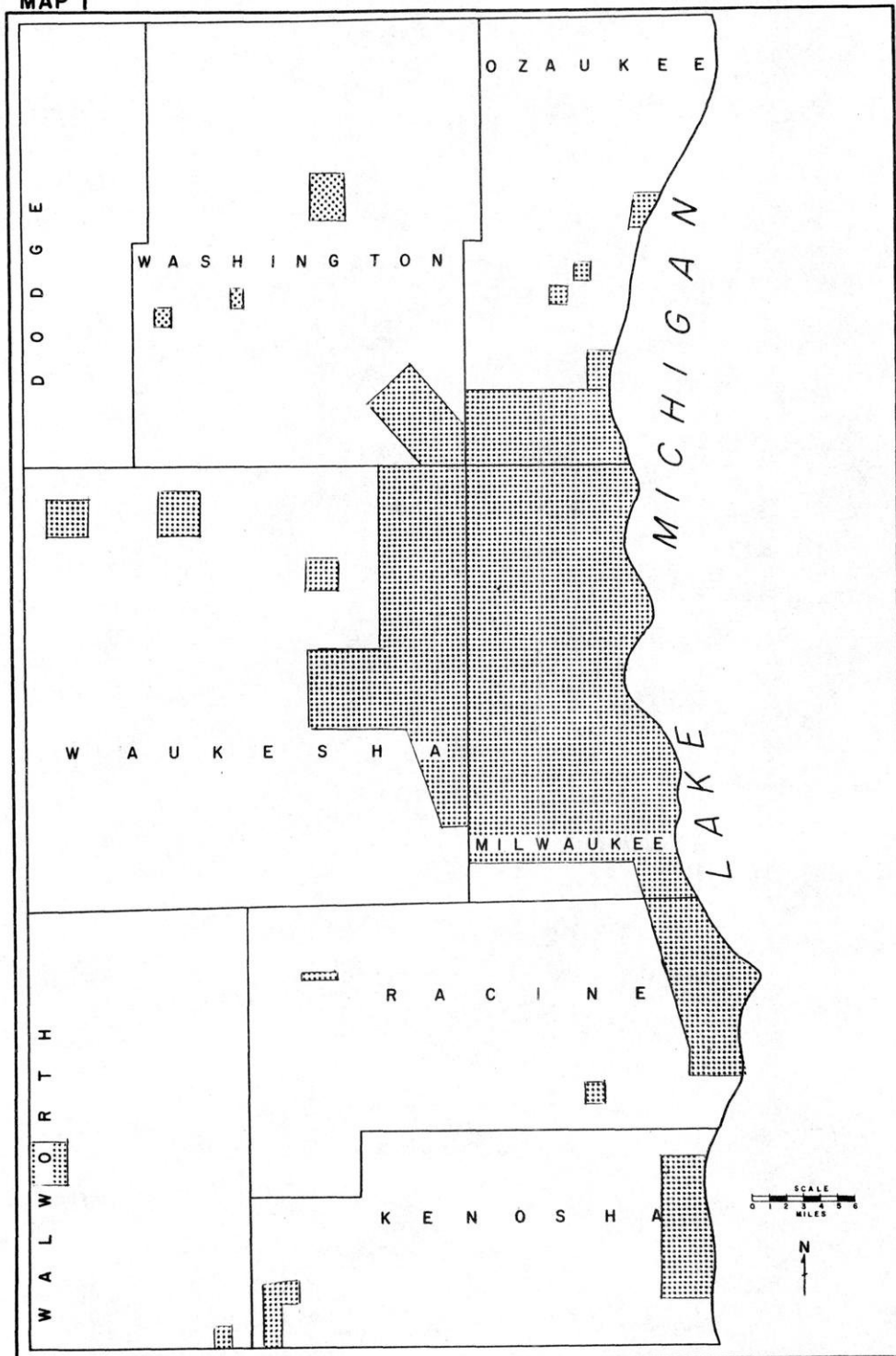
been suburban development in the tier of townships adjacent to Milwaukee County. The Town of Germantown and the recently incorporated City of Mequon have exhibited similar rates of growth. The extent of urban development, as defined by a population density of at least 150 persons per square mile, is shown in map 1.

Parallel to the growth in population has been the incorporation of areas that were rural before World War II. Since 1950, the town form of government has completely disappeared in Milwaukee County; in Ozaukee County, citizens of the Town of Mequon incorporated 47.5 square miles of developing area. In Waukesha County, the Village of Menomonee Falls recently annexed all 32 square miles of the Town of Menomonee. To the south, the old Town of Brookfield is now substantially incorporated, and farther south incorporation proceedings are in progress in the Town of New Berlin.

#### Metropolitan Problems:

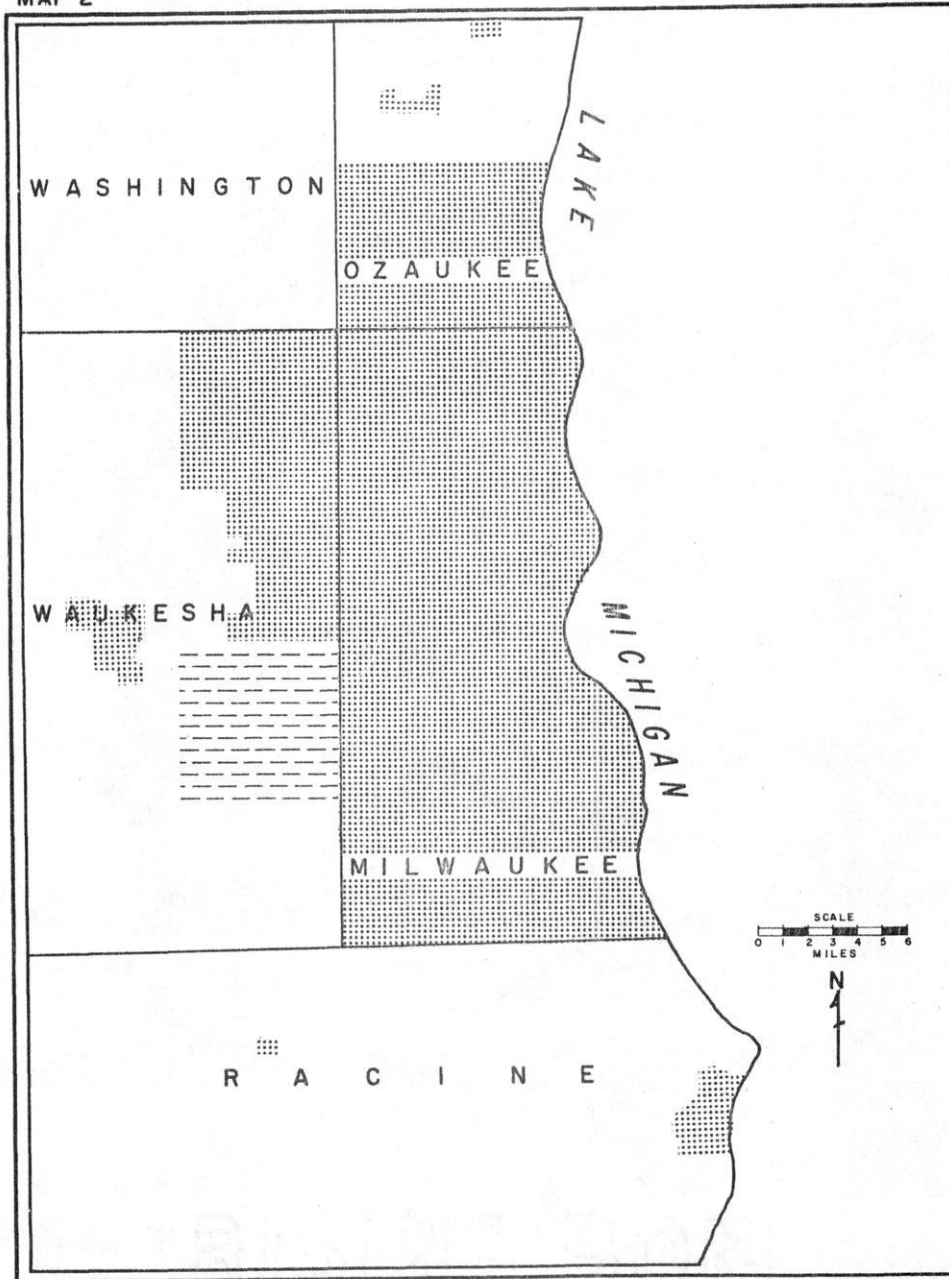
This growth has placed the Milwaukee metropolitan area in company with all rapidly developing urban regions in the nation, and it has stimulated the tangle of conflict and problems that fall beneath the label "metropolitan problems". Milwaukee area citizens feel their metropolitan problems in the frustrations of daily life. These are the frustrations of traffic congestion, low water pressures, overflowing septic tanks, juvenile delinquency, slum housing, rising taxes, conflicting rules, and political acrimony between the central city and 18 suburban communities inside Milwaukee County and 11 beyond the county line.

MAP I



URBAN DEVELOPMENT IN THE MILWAUKEE METROPOLITAN AREA, 150 PERSONS PER SQUARE MILE OR MORE.

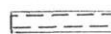
MAP 2



METROPOLITAN STUDY COMMISSION



INCORPORATED AREAS



INCORPORATION PENDING



Table 1

POPULATION GROWTH  
MILWAUKEE, OZAUKEE, AND WAUKESHA COUNTIES, 1930-1957

County	Population			
	1930	1940	1950	1957
Milwaukee	725,263	766,885	871,047	1,017,100
Ozaukee	17,394	18,985	23,361	30,600
Waukesha	52,358	62,744	85,901	123,800
Total	795,015	848,614	980,309	1,171,500

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Sources: U. S. Bureau of the Census and estimates

Table 2

## TRENDS IN MILWAUKEE COUNTY POPULATION, 1950-1968

Municipality	1950	1958	% Increase	Forecasts			
	Population	Population	1950-1958	1960 Population	1965 Population	1968 Population	%Increase 1958-68
<u>Cities:</u>							
Cudahy	14,469	17,496	21	18,218	19,980	21,000	20
Franklin	3,886	9,237	138	11,941	17,520	19,800	114
Glendale	4,756	9,121	92	9,623	10,800	11,400	25
Greenfield	9,528	22,350	134	24,050	28,300	31,700	42
Milwaukee	666,780	770,100	15	795,900	862,760	905,000	17
Oak Creek	4,801	9,729	103	13,677	22,720	27,400	182
St. Francis	6,164	8,450	37	8,830	10,040	11,000	30
So. Milwaukee	12,855	18,658	45	19,274	20,480	20,900	12
Wauwatosa	45,847	57,683	26	59,249	62,950	65,000	13
West Allis	54,422	67,083	23	68,649	73,000	76,000	13
<u>Villages:</u>							
Bayside	875	2,766	216	3,058	3,580	3,700	34
Brown Deer	2,884	8,841	206	13,863	25,600	31,900	261
Fox Point	2,685	6,529	143	6,837	7,420	7,600	16
Greendale	2,752	4,008	46	4,764	6,580	7,600	90
Hales Corners	1,363	3,504	157	3,942	5,280	6,300	80
River Hills	687	1,057	54	1,113	1,240	1,300	23
Shorewood	16,199	17,225	6	17,335	17,620	17,800	3
West Milwaukee	5,429	5,579	3	5,587	5,600	5,600	0
Whitefish Bay	14,665	17,816	21	17,848	17,940	18,000	1
Total County	871,047	1,057,257	21	1,103,793	1,219,760	1,289,000	22

Sources: U. S. Bureau of the Census and estimates

Although separate problems, these frustrations are related. They stem from the population explosion of the past twenty years. Public facilities, like roads and schools, are crowded. Land in older areas is crowded. The provision of new facilities has sent taxes upward each year. In newer areas, where people seek to escape from the problems of the central area, there are new and different problems. New facilities must be provided. Governments must be founded and equipped. Taxes must be raised.

The problem to local government has become enormous. People living in one community but working in another are subject to different regulations and receive duplicated services. Equally important, separate compartments of local government levy their own taxes. Thus, tax needs are reckoned for each separate compartment rather than for the entire metropolitan community. Some communities are made to provide expensive services for the benefit of nonresidents who do not contribute to the financial support of those services. The City of Wauwatosa, for example, since it serves as a bridge between residential suburbs and the central industrial and commercial districts, must provide heavy duty streets and highways to support nonresident commuter traffic and trucks that seek to avoid congested areas through use of Highway 100.

Municipal governments are required to perform services for a 20th century population, but they have the organization used in the 19th century. They have burdens that their structures were never intended to bear.

The high costs of allowing these deficits to go unrepaired are paid in inefficient organization of the metropolitan area for the movement of people and goods, trade, manufacturing and the conduct of government. The costs in terms of inefficient services and functions and conflicting local regulations are equally real. There are other costs, too, as in the depletion of resources, the economic losses through growth of blight in the central area and the spread of unplanned subdivisions in newer areas, the loss in human living values through traffic congestion, stream pollution and social conflict. The continued existence of the Milwaukee metropolitan community as a pleasant place in which to live and as a profitable place in which to trade and work depends upon solution of these problems.

Behind the facade of growth and prosperity are certain signs that these metropolitan-wide problems are contributing to economic stagnation in the Milwaukee area. Between 1950 and 1957, the Milwaukee labor market area ranked 23rd among the 30 largest metropolitan areas in percentage rate of growth in manufacturing

employment. Whereas the Milwaukee area was adding annually as much as 17 per cent to its total of equalized manufacturing property values between 1946 and 1952, in recent years the rate of growth has fallen to about two per cent, and this year it is expected to be less than one per cent.

Despite this decreasing rate of growth, municipal budgets are rapidly expanding. If the growth in municipal spending continues in the next ten years as it has in the past five, municipal budgets in Milwaukee County will be at least 80 per cent higher in 1968 than they are in 1958. Population, meanwhile, is expected to expand only 22 per cent by 1968, and at present rates, the tax base will have difficulty keeping pace with population growth over the next ten years. These budget projections do not include major capital outlays that can be expected over the next ten years. A \$350 million expressway building program is on drawing boards; a \$50 million sewerage program is contemplated; and highways and schools will require corresponding outlays. Unless there is hard thinking about taxes and governmental organization in the Milwaukee area, these tendencies could well have serious consequences for all of Wisconsin.

The State of Wisconsin has great reason for concern about these problems. No region in the state is as important to the Wisconsin economy as the Milwaukee area. Milwaukee County alone has about \$5.5 billion in



equalized property valuations, nearly half of the state's total. Without tax revenues from the Milwaukee area, the level of state services in all other parts of Wisconsin would be substantially lower, since Milwaukee area residents contribute far more in taxes than they receive in state services. The multi-county Milwaukee region has nearly 1.5 million in population, or about 40 per cent of the State's total. The total dollar volume of goods manufactured in Milwaukee County in 1957 was about \$3.3 billion. Milwaukee County pays 42 per cent of the total state income tax collections with only 26 per cent of the State's population. Clearly the Milwaukee area is the state's industrial base and the processor of raw materials and the industrial market for small manufacturers throughout Wisconsin.

Opening of the St. Lawrence Seaway and development of the export capital goods market will give Milwaukee and Wisconsin new opportunities for wealth and employment. In some measure, the use of land, good government, efficiency of transportation, and tax base and economic vitality of the Milwaukee area and its municipalities will determine Wisconsin's success in these new fields of opportunity.

## II SEWAGE DISPOSAL

Households and industries in the Milwaukee metropolitan area create more than 300,000,000 gallons of fluid wastes each day. If people of the area are to be assured of an environment that is free of disease and noxious odors, these wastes must be efficiently collected, treated, and disposed of.

The Metropolitan Sewerage Commission and the City of Milwaukee Sewerage Commission, operating in unison, have jurisdiction over main drainage and sewage treatment for 69 per cent of the land area of Milwaukee County.

The remainder of the county and the metropolitan area is served either by small municipal treatment plants or, as in most cases, by private septic tanks.

The Metropolitan Study Commission's Metropolitan Functions Committee conducted extensive and comprehensive studies of sewerage from February through September of 1958. These studies included field surveys, special studies made for the Committee by the State Board of Health, conferences with sanitary engineers, health officers, and civil engineers, a public hearing, and examination of official records and secondary source materials. This work was climaxed by release of a 101-page report on sewerage in July and enactment of recommendations in September.<sup>1</sup>

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<sup>1</sup> The Metropolitan Study Commission, Metropolitan Functions Committee, Report on Sewage Disposal in the Milwaukee Metropolitan Area, (Milwaukee, 28 July 1958), 101 pp.; The Metropolitan Study Commission Metropolitan Functions Committee, Report of the Metropolitan Functions Committee Relating to Sewage Disposal in the Milwaukee Metropolitan Area, (Milwaukee 25 August 1958), 9 pp.

## Findings:

These studies found:

(1) A grave threat to public health exists because septic tanks in unsewered areas of Milwaukee County discharge raw or partially treated sewage to roadside ditches, watercourses, and fields. This problem is particularly acute in areas outside the boundaries of the Metropolitan Sewerage District, in the cities of Oak Creek, West Allis, Greenfield, and Franklin.<sup>2</sup>

(2) A similar problem exists in suburban areas adjacent to Milwaukee County in Ozaukee, Washington, and Waukesha counties, in the cities of Mequon and Brookfield, the villages of Elm Grove, Butler, Menomonee Falls, and Lannon, and in the towns of Brookfield, Germantown, New Berlin and Muskego.

(3) Effluent from septic tanks, municipal treatment plants, and industries located outside Milwaukee County but in the Milwaukee and Menomonee river drainage basins pollutes watercourses that flow across county boundaries and pass through Milwaukee County.

(4) Unless public sewerage systems are extended to areas in Milwaukee county and its adjacent settled areas that are presently served by septic tanks, the threat to health will become more serious each year.

(5) The Metropolitan Sewerage Commission and the City of Milwaukee Sewerage Commission have executed a model program in their construction and operation of the Jones Island treatment works and its tributary mains. Operations

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2 In southern Milwaukee County, the Metropolitan Study Commission found children playing in a pond that was fed exclusively by septic tanks. Although septic tanks may work well in rural areas having proper soil conditions, they have no place in a heavily settled metropolitan area.

have been characterized by relatively low operating costs and high final effluent purity standards.

(6) Extension of the boundaries of the Metropolitan Sewerage District and the concomitant extension of Metropolitan service offers the best solution, in terms of finance, sanitation, and engineering requirements to the problems of the area.

(7) Despite excellent performance, the structure of the Metropolitan and City sewerage commissions needs reorganization. As presently constituted, the sewerage commissions have divided responsibility for comprehensive sewerage of the District, have independent taxing and borrowing authority, and have no direct lines of responsibility to the electorate.

(8) The presently used system of allocating sewerage costs appears to work fairly on all segments of the District economy and population.

#### Recommendations:

The Metropolitan Study Commission recommends that the boundaries of the Metropolitan Sewerage District be enlarged to include all of Milwaukee County, the City of Mequon and the Village of Thiensville in Ozaukee County, the town of Germantown in Washington County, and the survey township areas of Menomonee, Brookfield, New Berlin and Muskego in Waukesha County.

An attack on the health problem in these suburban areas through extension of Metropolitan service appears to offer the cheapest method available, both for residents of the present district and residents of the suburban areas outside the district. (The Metropolitan Sewerage District plans a \$50 million expansion



Raw sewage entering roadside ditch  
in the southern part of Milwaukee  
County. (Milwaukee Journal Photo)

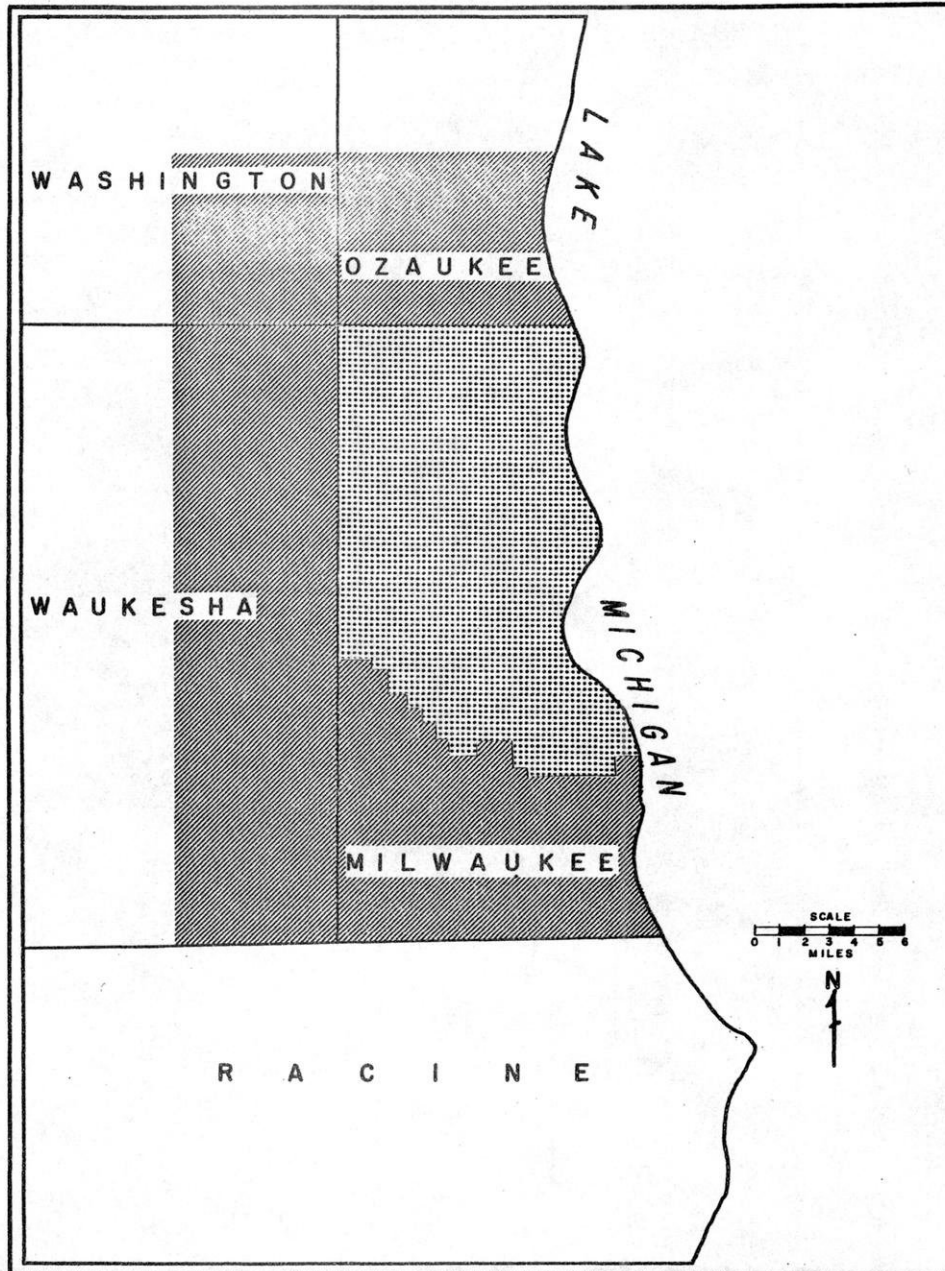
and modernization program to meet the growing needs of the District population. By including the problem areas presently outside the District, this program can be tailored to the needs of the entire metropolitan area and make the program cheaper to residents of the District and sewerage service cheaper to people outside the District).

An example of the economies to be had through pooling the resources of the entire metropolitan area for sewerage can be seen by comparing the anticipated costs of metropolitan service with municipal service in two southern Milwaukee county municipalities:



One south county municipality recently built a sewerage system to serve a factory and a small adjacent area about one square mile in size. The sewerage plant was designed as a temporary facility. Construction costs for this small plant and its tributary mains were \$338,000. The total capital cost of metropolitan service to residents of that same municipality-- all 28 square miles of it-- will be only about \$304,000. In other words, through taking advantage of the economies of large scale sewerage operations, the capital costs to residents of that municipality will be \$34,000 less for metropolitan sewerage of the entire area than for municipal sewerage of one twenty-eighth of that community's area.

Another south county municipality provides primary (partial) treatment of sewage at a cost of \$29.34 per million gallons. The Metropolitan Sewerage District, on the other hand, provides both primary and secondary (complete) treatment at

MAP 3



METROPOLITAN STUDY COMMISSION  
RECOMMENDED ENLARGED METROPOLITAN SEWERAGE DISTRICT

-  EXISTING
-  PROPOSED EXPANSION

Jones Island for \$28.61 per million gallons. When the Metropolitan expansion and modernization program is completed, the cost of Metropolitan treatment will fall to about \$18.00 per million gallons, roughly \$11.00 per million gallons less for complete treatment than a municipal plant costs for partial treatment.

Research by the Metropolitan Functions Committee has fully demonstrated that lower per unit operating costs and lower capital costs can be obtained through comprehensive management of the entire metropolitan area by one sewerage agency.

The Metropolitan Study Commission also recommends that the system of allocating capital and operating sewerage works costs that is presently used be retained; although the possibility of making refinements in the present system should be allowed if future studies indicate that such refinements are in the public interest. In cases where expansion of the Metropolitan Sewerage District involves taking over existing municipal plants and intercepting facilities, the Commission recommends that the Metropolitan Sewerage District assume whatever municipal debt is outstanding for such treatment and intercepting works. The Commission further recommends that new areas added to the Metropolitan Sewerage District be subject to the same sewerage taxes and charges as areas presently within the District.

The Commission makes the following recommendations about organization of the metropolitan sewerage service:

- (1) That the two sewerage commissions be abolished and be replaced



by a single metropolitan commission that will represent people throughout the District. The Metropolitan Study Commission feels that citizens have difficulty in deciding who is responsible for sewerage under the present organization, since two commissions are responsible for the same program.

(2) That the new sewerage agency have a more direct line of responsibility to the electorate. This does not necessarily require popular election of sewerage commissioners, but it does involve finding a method that will tie the sewerage function closer to popular control. The Metropolitan Study Commission will make specific recommendations to implement the principle established in this recommendation in its January report to the State Legislature.

(3) That if jurisdiction over other municipal services in the Milwaukee metropolitan area is transferred to some form of metropolitan agency, the management of the sewerage function be integrated with the administration of such an agency. It appears likely that other functions will require metropolitan-wide management. When the Metropolitan Study Commission recommends other services for area-wide management, it will recommend that the same metropolitan agency have charge of all metropolitan functions. This is essential to insure budgetary control and to permit officials

to balance the priorities of one metropolitan function with the priorities of other functions. By having one, rather than several agencies, in charge, citizens will be able to pinpoint responsibility for all metropolitan services. Unified management of all metropolitan services will also permit economies through central purchasing, staff services, and accounting. Finally, there is high probability that services that ought to be run on a metropolitan-wide basis have much in common, and that they should be planned together.

- (4) Until a metropolitan vehicle is created to handle more than one metropolitan function, the Metropolitan Study Commission recommends that the present organizational plan be retained. This should be viewed as a short-run arrangement, however. Since the expanded Metropolitan Sewerage District will be a multi-county agency, the Metropolitan Study Commission recommends that the District be empowered to tax and issue bonds in its own name. This recommendation does not involve a substantial change, since for all practical purposes, the two sewerage commissions presently have independent taxing and borrowing authority. Their bonds, however, are presently issued for the commissions by Milwaukee County, and expansion of the District beyond the county line will make this procedure impractical.

The Metropolitan Study Commission also recommends that the metropolitan sewerage function be confined to the construction and operation of intercepting mains and treatment works and the disposal of surface water, and that responsibility for collection systems be retained by municipal governments. The Study Commission believes that as much as the sewerage functions as possible-- consistent with the demands for economy and sanitation-- be kept in local hands.

### III

#### PROPERTY ASSESSMENT

The growing burden of property taxes demands that assessments be made properly, at uniform levels. Without uniform, impartial administration of assessments, citizens owning real estate are taxed above and below their neighbors, people in certain neighborhoods carry a larger portion of the property tax burden than other neighborhoods, and business and industry-- the source of jobs and income-- carry a disproportionate tax load.

The Revenue Sources and Distribution Committee of the Metropolitan Study Commission conducted a careful analysis of property tax administration and property assessment in Milwaukee County between January and April of 1958. The Committee called expert witnesses, held a public hearing, examined assessments on a scientifically selected sample of several hundred residential properties, reviewed staff research, and issued a 40 page report on April 28th.

This report found:

##### Findings of Fact:

(1) Despite constitutional and statutory requirements that property assessments shall be uniform and at full value, not a single assessment department in Milwaukee County assesses at full value or assesses all categories and classes of property uniformly.

(2) The ratios of assessments to full value vary widely from one property category to another, indicating that residential property is assessed at one level, industrial property at another, commercial

property at yet another, and personalty at still another level.

(3) Within all County municipalities, assessment levels vary substantially within property categories.

(4) Within some County municipalities, assessment levels differ from neighborhood to neighborhood within the same community.

(5) Large personal property holders are under closer scrutiny by assessing departments than small holders. Close supervision of small holders is, in fact, nearly impossible. In consequence, there is high probability that the smaller holders are avoiding a substantial portion of their share of the tax.

(6) Since the date for assessment is May first, seasonal inventory variations of personal property induce inequitable distribution of burdens. The retailer of outboard motors or lawn mowers, for example, has a much heavier burden than the retailer of children's toys, whose inventories are high only in the fall and early winter.

(7) Many of the inequities attending property assessment in the County are the result of having small departments. These units cannot offer recruits advancement opportunities and professional stature, nor do they enjoy the advantages of specialization, research, and modern equipment and techniques.

(8) Since there is no real centralized supervision of local assessing, there are as many assessing methods and performance standards as there are assessing departments.

(9) The property levy ignores the concept of ability to pay, since it is a tax on things rather than wealth. This violation of ability to pay is compounded by administrative problems and weaknesses, the growing

complexity of urban life and the consequent shift of wealth to intangible forms, and the growing burden of the tax itself.

(10) Since some agencies of local government have mandatory and ceiling statutory mill taxes which are tied to the level of assessments, assessment at full value may require the concomitant downward adjustment of these levies in the statutes. The committee does not believe that assessments should be kept low simply because of the statutory mill levies. When the choice must be made between adjustments in statutory mill levies and equity in property taxation, the mill levies will have to be lowered.

#### Public Hearings:

Subsequent to filing its April report the Revenue Sources and Distribution Committee held a public hearing on June 18, 1958 which was attended by the Mayor of Milwaukee and representatives of various suburbs throughout Milwaukee County. At this hearing certain conclusions were reaffirmed by public officials in attendance:

(1) Despite the difficulties of administering and enforcing the constitutional uniformity provision and the statutory full value requirement provision, it was agreed that a constitutional amendment or statutory change was unwise. Public officials in attendance agreed that it was better to try and enforce the existing statutes.

(2) The property tax has been pushed as far as it can go. It is no longer economically nor politically possible to increase the property tax on homes, factories, commercial property or personal property.

(3) Compliance with the uniformity provision of the Wisconsin Constitution cannot be practically achieved without the substitution of major new revenue sources.

The Metropolitan Study Commission makes six recommendations designed to improve property assessment administration. These recommendations will be made more specific when the January Commission report is presented to the State Legislature. The Commission recommends:

(1) Assessments should be made at full and uniform values.

To avoid any inequities and confusion, full value and uniformity in assessments should be sought immediately.

(2) Major new revenue sources should accompany any attempt to achieve uniformity of assessments since without new revenue sources uniformity of assessments is economically and politically impractical.

The property tax should play a less important role in the revenue structure of local governments.

(3) With the imposition of additional revenue measures, the property tax should be lowered simultaneously to reduce the burden on the house owner and on industry alike.

(4) Control of assessments should remain with local governments, but more complete supervision should be exercised by the State Department of Taxation. The Property Division of the Department of Taxation should be given whatever additional statutory powers are necessary to supervise local assessors and to enforce the statutory and constitutional provisions that call for full and uniform value.

(5) Local assessors in urbanized counties should be selected through civil service procedures established by the Property Division of the State Department of Taxation. The Property Division should also set standards to insure efficient, uniform administration by local assessors.

(6) Use of May first as the date for assessing personal property should be abandoned and an average annual inventory method of assessment used in its place. This may require constitutional change.

The Metropolitan Study Commission feels that the principal advantage of these recommendations is that they keep the assessment function in existing local governments. By giving the State Department of Taxation powers to force competent administration, the Commission hopes to avoid taking this function away from municipal governments and giving it to either county or metropolitan agencies. Whether or not a strengthened State Department of Taxation can raise the quality of local management will test the confidence the Commission places in local administration. Should this confidence prove misplaced, should the quality of local administration not be raised after a few years of intensive state supervision, the Metropolitan Study Commission will re-open the question of whether a metropolitan assessment department is required.



## IV

### WATER SUPPLY

The Metropolitan Study Commission's examination of problems of water supply involves four preliminary activities, all of which have been in progress since June and which will be reported in depth when a January report is made to the Governor and State Legislature.

The preliminary activities are:

- (1) A series of problem papers that deal with portions of the water problem.
- (2) A history of water supply, utility law, and water policies between 1880 and 1942. This history will provide information about the performance and capacity of existing organizations to meet needs of an expanding urban community.
- (3) A study of developments in water policy, utility management, and city-suburban relations between 1943 and 1958.
- (4) A study of water utility organization in other metropolitan areas, with sections on utility management, fiscal policies, and rates. This report will also deal with the impact of the Wauwatosa case, the North Shore utility proposal, and recent Black and Veatch engineering studies.

These studies will be comprehensive, and will provide solid background for whatever recommendations the Metropolitan Study Commission makes about organization of water utilities.

The first of the problem papers on water supply was given the Commission by its Metropolitan Functions Committee on September 29th, 1958. This paper included a statement from the State Board of Health on problems of water pollution in private wells.

The Board of Health statement said that many of the more than 20,000 private wells in the metropolitan area are contaminated, and that scores more are in danger of contamination. The report cites these sources of contamination, all of which affect improperly constructed wells, and some of which affect properly constructed wells.

(1) The filling of abandoned quarries and gravel pits with rubbish and debris results in infiltration of polluted water to groundwater supplies. This type of contamination may affect water supplies over an area containing several blocks.

(2) Abandoned wells that were improperly constructed and/or sealed without use of authorized procedures can provide an avenue for infiltration and contamination.

(3) In clay soil areas, there is probability that seepage from septic tank beds finds its way to some groundwater supplies.

Municipal wells are not commonly contaminated because their water is frequently tested, are built with greater care, are much deeper, and commonly have filtration equipment.

It is difficult to determine how many wells are contaminated in the Milwaukee area, since their owners seldom have water tested. In one subdivision, however, a check by the State Board of Health found 50 contaminated wells in an area containing 150.

From preliminary evidence, the Commission feels that provision of public water supplies to all heavily settled parts of the metropolitan area is essential for the protection of health.

## REGIONAL PLANNING

Under Section 66.945, Wisconsin Statutes, the Governor or an agent he may designate may define a region for planning purposes and create a regional planning agency. Under existing statutes, such an agency is to be governed by a commission composed of representatives of all participating local governments and counties in the region and is to provide advisory planning. Such planning may include the drafting of master plans, transportation plans, review of subdivision plats, suggestions about land use and zoning, and recommendations about the location of public facilities.

Recognizing the importance of regional planning to the region of which Milwaukee County is a part, the Metropolitan Study Commission on January 27th passed the following resolution:

It is the consensus of this Commission that we favor the idea of regional planning and believe that the interests of Milwaukee County will be best served by the creation of some competent regional planning commission which includes Milwaukee County.

Parallel to passage of this resolution were actions by the county boards of Milwaukee and Waukesha counties petitioning the Governor to create a seven county regional planning agency that would include Milwaukee, Racine, Kenosha, Ozaukee, Walworth, Washington and Waukesha counties.

The Walworth county board passed a resolution stating that it favors regional planning and will participate if the other counties agree to join. Racine County supervisors are reported to have rejected a petition, and Ozaukee and Washington county supervisors are reported to be likely to send petitions to the Governor in November or December.

The Metropolitan Study Commission believes that regional planning is necessary in southeastern Wisconsin for several reasons:

(1) Many governmental programs require attention to regional, rather than county or municipal, requirements. In planning watershed development, whole drainage areas must be treated. Transportation planning requires attention to traffic movement throughout a natural social and economic area. Land use development demands that the requirements for space by each competing activity within a region be balanced against available supplies and against other needs of the regional community.

(2) Regional planning is required to coordinate the activities of state, county, local and national governmental agencies. As an illustration, in Milwaukee County alone there are no less than 62 separate units of local government, all with independent taxing and borrowing authority. This number includes the county, 19 cities and villages, 29 graded school districts, 5 high school districts, 6 vocational and adult school districts, and 2 sewerage districts.

The efficient and effective government of a region demands coordination, not only of these separate local units, but coordination of state and national agencies, and private groups. The following statement by a participant in a meeting of Wisconsin's Natural Resources Committee of State Agencies illustrates the frustration induced by lack of state-level coordination:

I have been caught in the cross fire between agencies on a great many occasions, in problems in the use of water for recreation, power, irrigation, and particularly now of drainage, in respect to potatoes. . . In these different problems, you will have one case where the Department of Agriculture tells farmers to go ahead and dam up the streams to get water to grow potatoes, the Conservation Commission says leave it alone, it is a beautiful spot. The Soil Conservation (Committee's) program is trying to preserve the land for their purposes. . . (Professor) Penn (University of Wisconsin) urges irrigation. . . the Public Service Commission wants a dam built.

(3) Regional planning is further required because the activities of government today have a much greater regional impact than formerly.

Public works involving sanitary drainage, transportation, water development, and other services becomes a part of the environment when put in place and have an enormous effect on the regional economy. If the construction of public works is to yield maximum benefits, those affecting a region must be planned on a regional basis. The interstate expressway construction program authorized by Congress in 1956, for example, will eventually put in place 41,000 miles of modern highways throughout the nation, opening

vast new tracts for residential, commercial, and industrial development. In the southeastern Wisconsin region, since no regional agency exists, little or no attention has been given to the probable effect of the interstate expressway on the region's land use pattern, economic base, and municipal service requirements.

(4) Regional planning is essential to the regional consideration of the use of natural resources. The depletion of such resources over the past century, together with the added requirements placed on them by a growing population, demands that area-wide attention be paid to the use of land, water supplies, forests, pure air, and wildlife. The effect of poorly coordinated treatment of natural resources is most forcefully demonstrated in the depletion of water resources. In the Milwaukee-Waukesha area, artesian pressures have declined at least six to eight feet each year for the past 40 years, causing a reduction in artesian pressure of 400 feet or more. Similarly, land is being converted to urban uses at an alarming rate. Every third day, a farm of 115 acres, average for the Milwaukee area, is converted to non-agricultural uses. Between 1940 and 1954, about 145,000 acres of farm land in Milwaukee, Kenosha, Ozaukee, Racine, Walworth, Washington and Waukesha counties were converted to non-agricultural uses. In the Milwaukee area, between 1940 and 1950, each increase in population of 1,000 persons was accompanied by conversion of about 300 acres of general farm land and 423 acres of prime cropland to non-agricultural uses.

(5) Finally, regional planning is required because there are so few planners at work for county and municipal governments in southeastern Wisconsin. Only five of the 106 cities, villages, and towns in the seven county region that replied to a recent questionnaire of the Citizens' Governmental Research Bureau, Inc., of Milwaukee said they have full time planning employees, and only two of the seven counties have full time planning employees.

	Number of full time Planning Employees in 1957. Profes- sional and Clerical.	1957 Budgets
<b>Cities of:</b>		
Kenosha	1	\$ 10,000
Milwaukee	30	205,000
Racine	2	18,000
South Milwaukee	1	11,000
Waukesha	3	38,000
Other 101 cities, villages and towns	0	26,000
Total 106 communities	37	\$308,000
<b>Counties of:</b>		
Milwaukee	4	30,000
Waukesha	4	33,000
Other 5 counties	0	0
Total 7 counties	8	63,000
<b>Grand Total</b>	<b>45</b>	<b>\$371,000</b>

Source: Citizens' Governmental Research Bureau, Inc., of Milwaukee.

According to the Citizens' Governmental Research Bureau, 21 of the 25 largest urban communities in the nation have regional planning agencies.



### Legislative Improvements:

In addition to assessing the need for regional planning in the Milwaukee area, the Metropolitan Study Commission, through its Land Use and Zoning Committee, has conducted studies to determine whether or not the present Wisconsin statute can be improved to make regional planning more effective once it is organized in southeastern Wisconsin.

The first part of this study involved release in May of 1958 of a 66-page report on regional planning legislation in other states.<sup>1</sup>

This report made the following findings:

“(1) There is a growing tendency in other states to require the organization of regional planning agencies, rather than to leave the matter to local option, as in Wisconsin.”

“(2) There is a trend in other states toward specifying in law the size and composition of regional commissions. Usually these provisions call for smaller numbers of commissioners, and all local units are not commonly represented, as in Wisconsin. (Under 66.945, Wisconsin Statutes, each local unit is entitled to one representative on a regional commission. In the case of the southeastern Wisconsin region, if all local units in the seven county area were to participate, the regional commission would have 151 members. In most other states, regional commissions commonly have between 11 and 21 members).”

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The Metropolitan Study Commission, Land Use and Zoning Committee, Report on Regional Planning Legislation, (Milwaukee, May 1958), 66pp.

" (3) Some states now give the state, through the governor, power to appoint official representatives to regional commissions. Before 1951, no statutes contained this kind of provision. "

" (4) There is a tendency in other states to give regional agencies mandatory review powers and occasional authoritative planning powers in the unincorporated rural-urban fringe. "

" Since May, the Land Use and Zoning Committee has been studying the Wisconsin regional planning statute to determine whether improvements are required. The Committee seeks to answer the following questions, and hopes to have a final report ready before the Legislature convenes: "

" (1) Should the plan of representation be changed to reduce the number of regional commissioners? "

" (2) Should local units within a planning region be permitted to withdraw from the regional agency at their option, as they are permitted to do under present statutes, or should participation be permanent once a regional agency is established? "

" (3) If a regional agency is not established for southeastern Wisconsin within a reasonable period of time, should the statute be amended to require organization of an agency? "

" (4) Is the seven county region that has been suggested for southeastern Wisconsin the proper area for regional planning, or should a larger or smaller region be established? "

(5) Should changes be made in the statute to confer upon a competent regional agency some of the functions of subdivision plat approval now performed by the State of Wisconsin in the Board of Health and Highway Departments?

(6) Are certain changes required to make the organization of a regional agency smoother? For example, should the statute be changed so that the duties of a regional agency in subdivision review are not forced upon the agency until its staff has had time to tool-up for such work?

## THE DISTRIBUTION OF SHARED TAXES

Much of the political conflict between the central city and its suburbs has centered around the distribution of shared taxes, particularly the income tax and utility revenues. Under present law, these taxes are shared by the state with the municipal government in which they are collected. Individual income taxes are shared by the state with the community that the taxpayer claims as his residence. Utility taxes are shared largely (65 per cent) with the community containing generating plants.

The City of Milwaukee has long argued that the distribution schemes presently in force work to the disadvantage of the central city. Two arguments are most commonly used: (1) Since many residents of suburban communities hold jobs in the central city, earn their income there, and use city facilities while at work, the central city is entitled to a portion of the income tax payments of those suburban residents. (2) Since the income tax payments and utility taxes collected and returned to suburban communities involve relatively large sums, some suburban communities are able to keep property taxes at low levels and to create, in effect, tax-free pockets that lure industry away from the central city.

Suburban leaders, on the other hand, have replied that it is strange tax theory to give tax payments made by residents of one community to another municipality. They also argue that the City of Milwaukee favors new distribution forms so that the suburbs can be financially crippled and forced to consolidate with the City. They argue further that the central city must put its own financial house in order, trim wasteful expenditures, and seek revenue from central city residents, who, in fact, receive the bulk of central city services. Moreover, thousands of suburban residents now work in other suburbs, not in Milwaukee.

On March 21, 1958, the City of Milwaukee presented the Metropolitan Study Commission a plan for redistribution of shared taxes. Specifically, the city proposed that the amount of shared taxes given any municipality not exceed the amount of property taxes levied for municipal purposes by that municipality. An alternative city proposal would have shared taxes not exceed 50 per cent of the combined municipal and school property tax levy of any municipality. The city suggested that excess shared taxes be redistributed among municipalities in the county on the basis of school population.

On May 9, 1958, the Revenue Sources and Distribution Committee held a public hearing on the City's proposals. Thirty persons representing the City,

the suburbs, and interested citizen groups attended and presented prepared and oral statements.

The problem is complex, and it goes actually to the whole tax system, not merely the distribution parts. Tinkering with the distributor of an automobile is fruitless when the gas tank has gone dry. Undoubtedly the entire state-wide taxation system and formulas for distribution need study in addition to the work the Commission is doing.<sup>1</sup>

The Commission will make further exhaustive studies of the distribution of shared taxes as they affect the Milwaukee area and it will consider alternative proposals.

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1 For statistical information about state distribution of shared taxes see: Citizens' Governmental Research Bureau, Inc., of Milwaukee, 56 Bulletin 11, September 27, 1958, 8 pp.

## APPENDIX A

### Members of The Metropolitan Study Commission

JOHN C. LOBB, chairman, *executive vice president, Marine National Exchange Bank*

DR. GEORGE A. PARKINSON, vice chairman, *director, Milwaukee Vocational and Adult School*

IRVIN KNOEBEL, treasurer, *comptroller, City of West Allis*

MRS. SAM COOK, secretary, *active in civic affairs*

HAROLD E. BECK, *business representative, Office Employees Union #9, AFL-CIO*

EARL R. BUTTER, *president, Butter Hardware Company*

O. W. CARPENTER, *president, Chain Belt Company*

RICHARD W. CUTLER, chairman—Land Use and Zoning Committee, *attorney, Wood, Brady, Tyrrell and Bruce*

ROBERT T. FOOTE, *executive vice president, Red Star Yeast and Products Company*

ROBERT E. JENSEN, chairman—Revenue Sources and Distribution Committee, *executive vice president and treasurer, American Appraisal Company*

A. S. KIEBHAN, *secretary-treasurer, St. Francis Building and Loan Association*

JOHN H. KOPMEIER, *president, Wisconsin Ice and Coal Company*

EBNER F. LUETZOW, *president, South Side Laundry Company*

CLIFFORD A. RANDALL, *attorney, Zimmers, Randall and Zimmers*

WILLIS G. SCHOLL, chairman—Metropolitan Functions Committee, *executive vice president, Allis-Chalmers Manufacturing Company*

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CHARLES BALL, technical director

### Research Advisory Committee

- DR. GEORGE A. PARKINSON, chairman, *Commission member, director, Milwaukee Vocational and Adult School*
- WALTER B. GERKEN, *investment research officer, Northwestern Mutual Life Ins. Company*
- CLIFFORD LARSON, *manager, Business Research Division, The Milwaukee Journal*
- MRS. PAULA LYNAGH, *research analyst, Citizens' Governmental Research Bureau, Inc.*
- ELAM E. MCELROY, *manager, Business Research Division, Milwaukee Association of Commerce*
- ORVILLE PALMER, *assistant dean, College of Business Administration, Marquette University*
- PROFESSOR PHILIP H. PERSON, *University of Wisconsin—Milwaukee*
- CARL QUAST, *planning staff, Board of Public Land Commissioners, City of Milwaukee*
- E. H. SCHMIDTMAN, *assistant vice president, Wisconsin Electric Power Company*
- MILO F. SNYDER, *vice president, Loewi and Company*
- JOHN THORNBORROW, *manager of public utility investments, Northwestern Mutual Life Ins. Company*
- JOHN O. WALCH, *commercial engineer, Wisconsin Telephone Company*
- PROFESSOR COLEMAN WOODBURY, *director, Urban Institute, University of Wisconsin*

### Public Information and Education Committee

- MRS. SAM COOK, chairman, *Commission member*
- HAROLD E. BECK, *Commission member*
- ROBERT T. FOOTE, *Commission member*
- HARRY F. FRANKE, *attorney, Wickham, Borgelt, Skogstad and Powell, former State Senator*
- A. W. GALVIN, *director of public relations, Milwaukee Gas Light Company*
- NORMAN GILL, *director, Citizens' Governmental Research Bureau, Inc.*
- KENNETH HAAGENSEN, *director of public relations, Allis-Chalmers Manufacturing Company*
- PERRY C. HILL, *The Milwaukee Journal*
- IRVIN KNOEBEL, *Commission member*
- WILLIAM A. NORRIS, *The Milwaukee Sentinel*
- RUDOLPH A. SCHOENECKER, *executive secretary, Greater Milwaukee Committee*

- 
- ROLLAND D. BERGER, *citizen member of Land Use and Zoning Committee, industrial coordinator, City of Milwaukee*



## APPENDIX B

### Major Reports Issued, January–October 1958

1. Revenue Sources and Distribution Committee, Property Taxation in Milwaukee County, variously paged, about 40 pages.
2. Revenue Sources and Distribution Committee, Property Assessment Recommendations, 4 pages.
3. Land Use and Zoning Committee, Report on Regional Planning Legislation, 66 pages.
4. Land Use and Zoning Committee, Regional Planning Legislation in Wisconsin: A Final Report with Recommendations, 13 pages.
5. Metropolitan Functions Committee, Sewage Disposal in the Milwaukee Metropolitan Area, 101 pages.
6. Metropolitan Functions Committee, Report of the Committee Relating to Sewage Disposal in the Milwaukee Metropolitan Area, (recommendations), 9 pages.
7. Land Use and Zoning Committee, Report of the Committee on Urban Renewal Legislation, 3 pages.
8. Revenue Sources and Distribution Committee, Report on Motor Vehicle Taxation, 18 pages.
9. Land Use and Zoning Committee, The Milwaukee Metropolis in Maps, 29 pages.
10. Metropolitan Functions Committee, Report of the State of Wisconsin Board of Health Relating to Problems of Water Pollution in Private Wells in the Milwaukee Area, 7 pages.

## APPENDIX C

### Research and Studies in Progress

#### Land Use and Zoning Committee:

1. Municipal boundaries
2. Land use maps
3. Zoning maps
4. Analysis and evaluation of land use and zoning maps
5. Impact of expressways on land use
6. Regional planning legislation

#### Metropolitan Functions Committee:

7. Police protection
8. Fire defense
9. Civil defense
10. Parks and recreation
11. Refuse and garbage disposal
12. Water supply

#### Revenue Sources and Distribution Committee:

13. Trends in local government finance
14. Public works costs
15. Municipal debt
16. Distribution of share taxes and state aids
17. New revenue sources







