

INTRODUCTION

Many communities in Southeastern Wisconsin have a long history of planning to guide growth and development in their jurisdictions, particularly the more urban communities. Some such plans have focused exclusively on future land use and other “master or comprehensive” plans have also addressed community facilities and public utilities. Historically, State law authorized, but did not require, local planning, and State law granted broad flexibility as to the contents of such plans.

State law concerning land use planning was changed in 1999 when the Wisconsin Legislature enacted legislation that effectively requires communities to adopt a comprehensive plan if they are to enact and exercise zoning, land division, and official mapping ordinances. Further, those zoning, land division, and official mapping ordinances must be consistent with the comprehensive plan. This comprehensive planning law, sometimes referred to as the State’s “Smart Growth” law, applies to every city, village, town, and county that administers a zoning, land division, or official map ordinance. As a result, almost every county and local government in the Region has adopted a comprehensive plan consistent with State guidelines to comply with the law.

The Region

The Southeastern Wisconsin Region consists of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties. Exclusive of Lake Michigan, these counties have a total area of 2,689 square miles, or about 5 percent of the total area of Wisconsin. These counties, however, account for about 36 percent of the State’s population, about 34 percent of all jobs in the State, and about 37 percent of the wealth in the State as measured by equalized value. As of 2014, the Region contained 154 local units of government, not including school and other special-purpose districts, all of which participate in the work of the Commission.

The regional plan for Southeastern Wisconsin contains extensive inventory information relating to existing land use, natural resources, and population and employment information and projections. The regional plan also contains land use, transportation, housing, and other plan elements that provide an areawide, or metropolitan, planning framework for the preparation of county and local comprehensive plans. County and local plans should refine and detail the recommendations set forth in the regional plan.

Purpose of Appendix and Scheme of Presentation

This appendix was prepared in conjunction with VISION 2050, the Commission’s effort to update and extend its regional land use and transportation plans to a design year of 2050. VISION 2050 will replace the design year 2035 regional land use and transportation plans that were adopted by the Commission in 2006. This appendix to VISION 2050 is intended to document and summarize current local government

ADOPTED COUNTY AND LOCAL COMPREHENSIVE PLANS IN SOUTHEASTERN WISCONSIN APPENDIX B

comprehensive plans, and to provide for their consideration in preparing the new year 2050 regional land use and transportation plan. There are three sections of this appendix:

- Introduction
- Comprehensive Planning Law in Wisconsin
- Adopted Comprehensive Plans in Southeastern Wisconsin

This appendix draws upon the comprehensive plan inventory and analysis work carried out under the regional housing plan,⁴⁴ which was adopted by the Regional Planning Commission in March, 2013.

COMPREHENSIVE PLANNING LAW IN WISCONSIN

The State comprehensive planning law requires local government general zoning, shoreland zoning, subdivision, and official mapping ordinances to be consistent with local comprehensive plans.

The State comprehensive planning law provides a framework for the development, adoption, implementation, and amendment of comprehensive plans by regional planning commissions and county, city, village, and town units of government. The law is set forth in Section 66.1001 of the *Wisconsin Statutes*. The law has been amended periodically, most recently in April 2012 through the enactment of 2011 Wisconsin Act 257. The law does not require the adoption of county and local comprehensive plans. Section 66.1001(3) of the *Statutes*, however, requires that county and local general zoning ordinances; county, city, and village shoreland zoning ordinances; county and local subdivision ordinances; and local official mapping ordinances enacted or amended on or after January 2, 2010, be consistent with the comprehensive plan adopted by the unit of government enacting or amending such ordinances.

Comprehensive Plan Elements

The comprehensive planning law requires that the following nine elements be addressed in a comprehensive plan:

- Issues and Opportunities
- Housing
- Transportation
- Utilities and Community Facilities
- Agricultural, Natural, and Cultural Resources
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Implementation

Section 66.1001(2) of the *Statutes* set forth the specific contents required for each of the nine comprehensive plan elements.

⁴⁴ As documented in SEWRPC Planning Report No. 54, A Regional Housing Plan for Southeastern Wisconsin: 2035, March 2013.

Public Participation

Section 66.1001(4)(a) of the *Statutes* requires that the governing body adopt written public participation procedures, designed to “foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan.” Proposed plan elements must be widely distributed, and opportunities must be provided for written comments to be submitted by the public to the governing body. A procedure for the governing body to respond to those comments must be identified. Public participation procedures must also be adopted for amendments to a comprehensive plan.

Plan Oversight

Preparation of a comprehensive plan may be guided by the governing body, the local plan commission, or an advisory committee created by the governing body to oversee preparation of the plan. The public participation plan adopted by the governing body should specify the roles of staff, consultants, and local boards and committees in preparing the comprehensive plan or a plan amendment.

Plan Adoption

A comprehensive plan must be adopted by an ordinance enacted by the governing body. All nine elements must be adopted simultaneously. At least one public hearing, preceded by a Class 1 notice published at least 30 days before the hearing, must be held by the unit of government prior to adopting the plan. Section 66.1001(4)(b) of the *Statutes* requires that an adopted comprehensive plan, or an amendment to the plan, be sent to all governmental units within and adjacent to the county or local government preparing a plan; the Wisconsin Department of Administration; the regional planning commission; and the public library that serves the area in which the county or local government is located.

Plan Implementation and Consistency Requirement

2009 Wisconsin Act 372 changed the consistency provisions of the comprehensive planning law. Section 66.1001(3) now requires that general zoning, shoreland zoning, subdivision, and official mapping ordinances enacted or amended on or after January 1, 2010, must be consistent with the comprehensive plan (including any plan amendments) adopted by the governing body of the unit of government. In 2010, the Wisconsin Legislature amended the comprehensive planning law to include the following definition: “‘Consistent with’ means furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan” (Section 66.1001(1) (am)).

More specifically, Section 66.1001(3) of the *Statutes* requires that the following ordinances be consistent with a unit of government’s comprehensive plan:

- Official mapping enacted or amended under Section 62.23(6) of the *Statutes*
- Subdivision ordinances enacted or amended under Section 236.45 or 236.46 of the *Statutes*
- County zoning ordinances enacted or amended under Section 59.69 of the *Statutes*

In 2010, the State Legislature amended the comprehensive planning law to include the following definition: “‘Consistent with’ means furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan.”

- City or village zoning ordinances enacted or amended under Section 62.23(7) of the *Statutes*
- Town zoning ordinances enacted or amended under Section 60.61 or 60.62 of the *Statutes*
- Zoning of shorelands or wetlands in shorelands under Section 59.692 (for counties), 61.351 (for villages), and 62.231 (for cities)

Zoning Ordinances and Maps

Beginning in January 2010, county and local governments must use their comprehensive plan as a guide to ensure that implementation of zoning, subdivision, and official mapping ordinances adopted by the governing body (county board, common council, village board, or town board) do not conflict with the recommendations of the comprehensive plan adopted by the governing body. The county or local government body has the option of amending its comprehensive plan if a conflict is found or would result from a proposed action. Plan amendments should follow the guidelines presented in the implementation element of the unit of government's comprehensive plan.

The zoning ordinance is one of the primary implementation tools of a comprehensive plan. Zoning ordinances regulate the use of property, lot size, development intensity, site planning, open space provision, and natural resource protection.

The zoning ordinance is typically one of the primary implementation tools of a comprehensive plan. As such, it should substantially reflect and promote achievement of plan goals, objectives, policies, and programs. A zoning ordinance and the accompanying map are a legal means for both guiding and controlling development within a county or local government, so that an orderly and desirable pattern of land use can be achieved by the plan design year that conforms to the plan and balances individual property rights with community interests and goals. The zoning ordinance contains provisions for regulating the use of property, size of lots, intensity of development, site planning, provision of open space, and protection of natural resources.

The appropriate county board committee or city, village, or town plan commission should initiate appropriate amendments to the zoning ordinance text and map to make it consistent with the concepts and proposals included in the comprehensive plan following adoption of the plan by the governing body. Particular focus should be given to the land use plan map in the land use element. One option would be to amend the zoning map to bring it into strict conformance with the land use plan map soon after the comprehensive plan is adopted; however, this approach has disadvantages. These disadvantages include zoning that could potentially accommodate "leapfrog" urban development (enclaves of urban development separated by agricultural or other urban uses), and/or development in areas that have not yet been provided with sanitary sewer, water, streets, or other necessary services. Another disadvantage is the potential creation of nonconforming uses in areas that are already developed, where the plan proposes redevelopment for another use (for example, an area zoned and historically used for industrial uses that is proposed to be redeveloped for residential or mixed use). Conversely, the zoning map should not permit the establishment of new uses that are not consistent with the land use plan map or other recommendations of the comprehensive plan, such as allowing residential development to occur in areas planned for commercial or industrial use.

The following approach may be used to update zoning maps following the adoption of a comprehensive plan to avoid these potential problems:

- Areas of existing development (other than agricultural uses) should, over time, be placed in a zoning district that is consistent with the land use designation shown on the land use plan map. The implementation element of the comprehensive plan should include a list of categories shown on the land use plan map and the corresponding zoning district(s). The plan could include a map that indicates the parcels that will be rezoned over time to bring the zoning map into conformance with the land use plan map. Rezoning to achieve consistency between the zoning map and the comprehensive plan can then be considered if requested by a property owner. The county or local government can also initiate a rezoning to achieve consistency.
- Areas that are currently in agricultural use, and zoned for such use, but shown on the land use plan map for future urban development should remain in agricultural zoning. Rezoning that would accommodate residential, commercial, industrial, or other urban uses can be undertaken when a property owner submits a request for rezoning that specifies a proposed use of the property that is consistent with the comprehensive plan and other applicable ordinance requirements contingent on the availability of basic public utilities and services. An “urban reserve area” map can be included in the comprehensive plan to indicate parcels that are planned to be converted to urban use during the planning period. Another option would be to develop a series of land use plan phasing maps to provide a time frame for consideration of future rezoning from agricultural to urban use. Each “phasing” map would identify a time period during which a property owner could request a rezoning to a zoning district consistent with the land use plan category in specified areas within the county or local government.
- Areas that are currently in agricultural use and designated for agricultural use on the land use plan map should be zoned agricultural.
- Primary environmental corridors should be placed, and other natural resources areas, including secondary environmental corridors and isolated natural resource areas, may be placed, in a conservancy or other appropriate zoning district (such as a park or rural residential zoning district). Generally, wetlands and surface waters should be placed in a lowland conservancy zoning district and woodlands, steep slopes, and other components of upland environmental corridors should be placed in an upland conservancy district. Farmed wetlands located in an agricultural zoning district should remain in such zoning as long as the wetland is farmed. Wetlands identified as farmed wetlands on the Wisconsin Wetlands Inventory should be placed in a lowland conservancy district at the time farming activity of the wetland parcel ceases and an application for residential or other urban development of the parcel is approved by the unit of government with zoning authority. In addition, certain areas of environmental corridors and isolated natural resource areas will likely be further regulated by floodplain and shoreland ordinances.

These are general recommendations and should be refined by individual counties and local governments, in consultation with the county or municipal attorney, governing body, planning commission, and planning staff.

Shoreland and Floodplain Zoning Ordinances

Shoreland and floodplain ordinances enforce the requirements of Chapter NR 115 (shoreland rules for counties), NR 116 (floodplain regulations for counties, cities, and villages), and NR 117 (shoreland-wetland rules for cities and villages) of the *Wisconsin Administrative Code*. Shorelands are those areas lying within 1,000 feet of the shoreline, referred to as the ordinary high-water mark (OHWM), of navigable lakes, ponds, or flowages; or within 300 hundred feet of the shoreline of navigable rivers or streams. The shoreland regulatory area extends to the landward edge of the floodplain if the 1-percent-annual-probability (100-year recurrence interval) floodplain extends more than 300 feet from a river or stream.

The goal of shoreland zoning is to protect water quality, fish and wildlife habitat, recreation, and natural beauty.

The goal of shoreland zoning is to protect water quality, fish and wildlife habitat, recreation, and natural beauty. To accomplish this, the statewide standards for county shoreland zoning ordinances in NR 115 create a 35-foot vegetated buffer strip and a 75-foot building setback around navigable waters, control the intensity of development around navigable waters, and protect wetlands within shorelands. Shoreland areas in unincorporated areas (towns) are regulated by the county shoreland zoning ordinance.

NR 117 requires cities and villages to protect wetlands of five acres or larger located entirely or partially within the shoreland area. Under 2013 Wisconsin Act 80,⁴⁵ city and village ordinances must also require a 50-foot building setback and a 35-foot vegetated buffer strip from navigable waters in areas annexed by the city or village after May 7, 1982, or incorporated after April 30, 1994, if the area annexed or incorporated was subject to a county shoreland zoning ordinance prior to the annexation or incorporation. Shoreland areas that were part of a city or village prior to 1982 are subject only to NR 117 requirements (shoreland-wetland zoning).

The goal of Wisconsin's floodplain management program is to protect people and property from unwise development in the floodplain, and to minimize the costs associated with floods.

NR 116 sets forth regulations for areas that have been or may be covered by floodwaters during the regional flood. The regional flood is defined as a flood with a 1 percent chance of being equaled or exceeded in any given year, which is also referred to as the 100-year flood. The goal of Wisconsin's floodplain management program is to protect people and property from unwise development in the floodplain, and to minimize the costs associated with floods. These costs include rescue, relief, and clean-up operations; temporary housing for displaced residents; and business interruption. Floodplain regulations are enforced by counties for unincorporated areas (towns) and by cities and villages for areas within their boundaries. Typically floodplain regulations are adopted as part of a county, city, or village zoning ordinance; although they may be adopted as a separate ordinance or as part of a combined shoreland and floodplain ordinance.

Land Division Ordinances

A land division ordinance is a public law that regulates the division of land into smaller parcels. Much of the form and character of a community is determined by the quality of its land divisions and the standards that are built into them. Land division ordinances provide for public oversight of the creation of new parcels and help ensure:

- New development is appropriately located
- Lot size minimums specified in zoning ordinances are observed

⁴⁵ Codified in Sections 62.233 and 61.353 of the Wisconsin Statutes for cities and villages, respectively.

- Arterial street right-of-ways are appropriately dedicated or reserved
- Access to arterial streets and highways is limited in order to preserve the traffic-carrying capacity and safety of such facilities
- Adequate land for parks, drainageways, and other open spaces is appropriately located and preserved
- Street, block, and lot layouts are appropriate
- Adequate public improvements are provided
- Public access is provided to navigable lakes and streams

Land division ordinances can be enacted by cities, villages, and towns. Counties may adopt land division ordinances to regulate land divisions in unincorporated areas (towns). Cities and village also have “extraterritorial” plat approval jurisdiction over subdivisions proposed near their municipal boundaries.

Chapter 236 of the *Wisconsin Statutes* sets forth general requirements governing the division of land, including, among others, surveying and monumenting requirements, necessary approvals, recording procedures, and requirements for amending or changing subdivision maps. The *Statutes* also grant authority to county and local governments to review subdivision maps, commonly referred to as plats, with respect to local ordinances. Chapter 236 further authorizes county and local governments to adopt their own land division ordinances, which may, to the extent permitted by Chapter 236, be more restrictive than State requirements. County and local land division ordinances often establish basic design standards and improvements required in new land divisions, such as:

- The width of street right-of-ways and pavement
- The installation of curbs, gutters, sidewalks, street lamps, street trees, and stormwater management facilities
- The dedication of land or fees-in-lieu of dedication for public parks, streets, or trails

Official Mapping Ordinances

Official mapping authority, granted under Section 62.23(6) of the *Wisconsin Statutes* to cities, villages, and towns with village powers, is an important but not widely used comprehensive plan implementation tool. An official map, which must be adopted as an ordinance by the governing body, is an effective and efficient device to reserve land for future public use, and to ensure that such lands are dedicated to the public when an area is subdivided. An official map is intended to identify the location and width of existing and proposed public streets, highways, parkways, drainageways, and airports; and the location and extent of railway right-of-ways, public transit facilities, parks, and playgrounds. An official map for a city or village may include those areas within its extraterritorial plat approval jurisdiction. Counties do not have authority under State law to adopt official mapping ordinances. Counties may consider the development of a county official right-of-way map to show proposed widenings of existing streets and highways and to show the location and width of proposed future streets and highways as identified in the transportation element of their comprehensive plan.

Land division ordinances establish basic design standards and improvements for new land divisions.

Official maps are used to reserve land for future public uses, such as streets, highways, public transit facilities, parks, and playgrounds.

The comprehensive planning law requires comprehensive plans to be reviewed and updated at least once every 10 years.

The maps in this appendix do not reflect amendments to comprehensive plan land use plan maps made subsequent to the date noted on each appendix map.

Plan Updates and Amendments

The comprehensive planning law requires that adopted comprehensive plans be reviewed and updated at least once every 10 years. County and local governments may choose to update the plan more frequently. While there is no limit on the number or frequency of amendments made to a comprehensive plan, the public participation, public hearing, and plan adoption procedures required for a full comprehensive plan also apply to plan amendments.

COMPREHENSIVE PLANS IN SOUTHEASTERN WISCONSIN

Map B.1 shows that almost every city, village, and town in the Region has adopted a comprehensive plan per State legislation. Six of the seven counties in the Region (all except Milwaukee County) have also adopted comprehensive plans.⁴⁶ These six counties, numerous local governments within each county, and the regional planning commission participated in cooperative multi-jurisdictional planning efforts. These cooperative efforts allowed county and local governments to meet the State comprehensive planning law requirements in an efficient and cost-effective manner through data sharing and other planning assistance. They also encouraged the development of planning documents with consistent land use classification, policy development, and mapping within the Region.

The focus of this section is the land use element of local government comprehensive plans. The land use element, including the land use plan map, is one of the key components of a comprehensive plan because of the consistency requirement of the State comprehensive planning law.

Comprehensive Plan Land Use Maps

The land use plan in a community's comprehensive plan must be consistent with other community land use control ordinances, including zoning ordinances, and together they establish the location and density of development in a community. Together, the land use plans and zoning ordinances of the communities and counties of the Region influence and guide the overall development pattern of the Region.







This section includes a set of comprehensive plan land use plan maps for each county in the Region (Maps B.2 through B.14). Each set includes the land use plan map from the comprehensive plan adopted by the county⁴⁷ (with the exception of Milwaukee County) and land use plan maps adopted as part of comprehensive plans by sewer service communities⁴⁸ within each respective county. The adopted county maps typically include planned land uses from

⁴⁶ Milwaukee County has not prepared a comprehensive plan because it does not administer a zoning, subdivision, or official mapping ordinance.

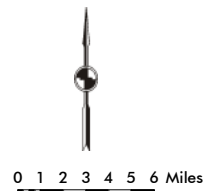
⁴⁷ Map B.9 includes a compilation of the land use map adopted by the Walworth County Board for unincorporated areas (towns) and the land use plan maps adopted as part of city and village comprehensive plans within the incorporated portions of Walworth County.

⁴⁸ The analysis was limited to focus on sewer service areas that are projected to support significant employment. Consequently, the few sewer service areas that support largely residential development only are not included.

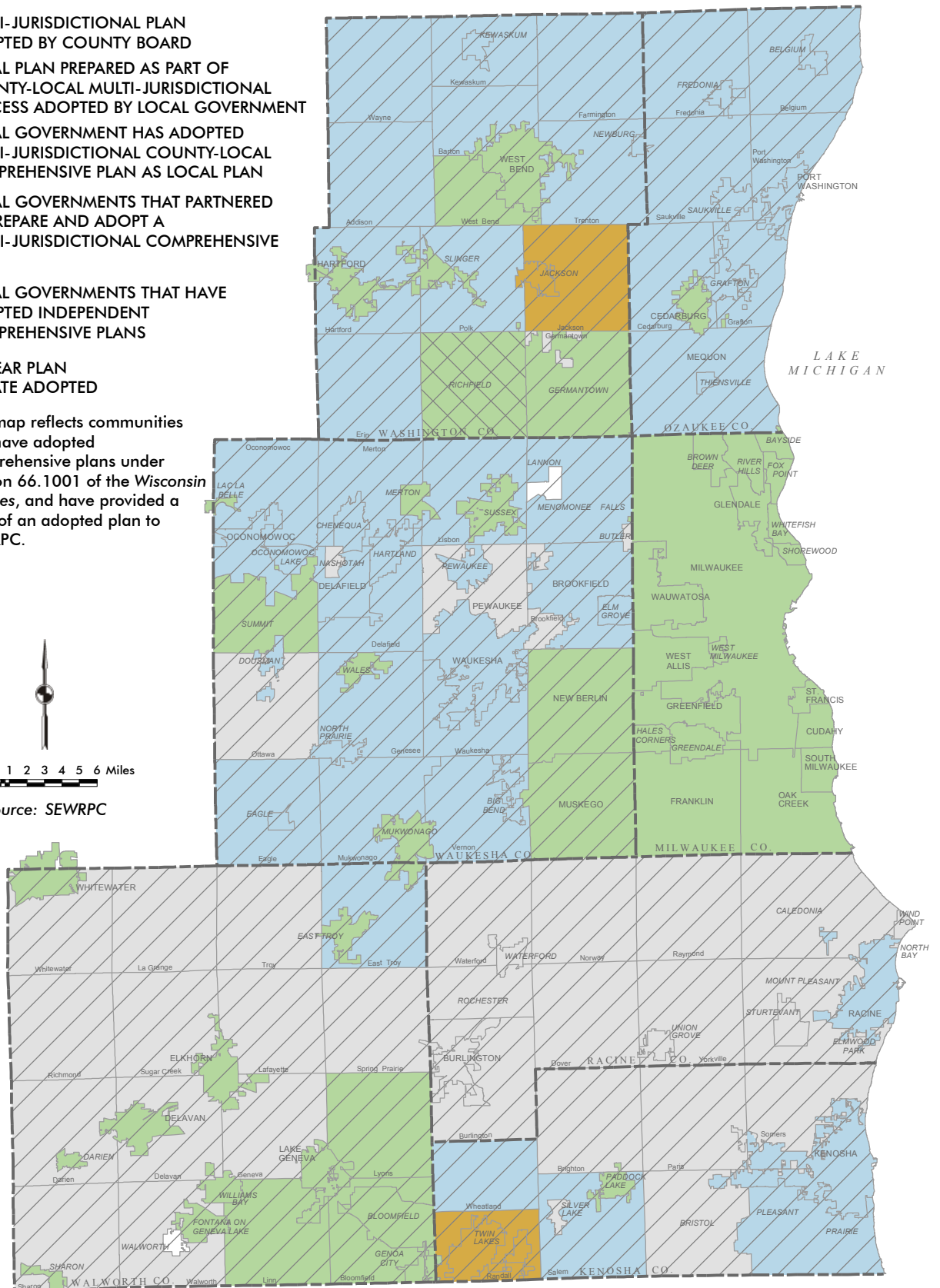
Map B.1 Comprehensive Plan Status in the Region: 2014

-  MULTI-JURISDICTIONAL PLAN ADOPTED BY COUNTY BOARD
-  LOCAL PLAN PREPARED AS PART OF COUNTY-LOCAL MULTI-JURISDICTIONAL PROCESS ADOPTED BY LOCAL GOVERNMENT
-  LOCAL GOVERNMENT HAS ADOPTED MULTI-JURISDICTIONAL COUNTY-LOCAL COMPREHENSIVE PLAN AS LOCAL PLAN
-  LOCAL GOVERNMENTS THAT PARTNERED TO PREPARE AND ADOPT A MULTI-JURISDICTIONAL COMPREHENSIVE PLAN
-  LOCAL GOVERNMENTS THAT HAVE ADOPTED INDEPENDENT COMPREHENSIVE PLANS
-  10-YEAR PLAN UPDATE ADOPTED

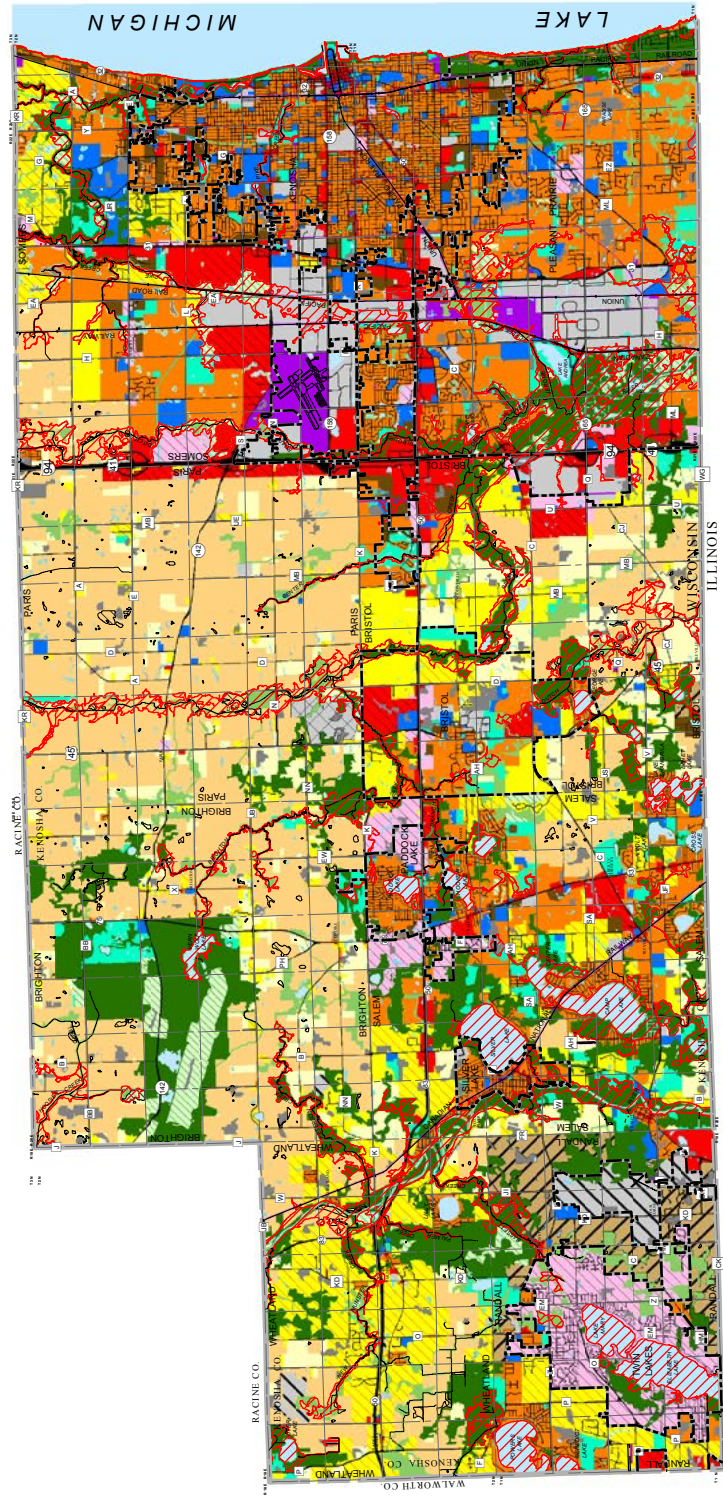
Note: This map reflects communities that have adopted comprehensive plans under Section 66.1001 of the Wisconsin Statutes, and have provided a copy of an adopted plan to SEWRPC.



Source: SEWRPC



Map B.2 Land Use Plan Map for Kenosha County: 2035



- FARMLAND PROTECTION
- GENERAL AGRICULTURAL AND OPEN LAND
- RURAL-DENSITY RESIDENTIAL
- AGRICULTURAL AND RURAL-DENSITY RESIDENTIAL
- SUBURBAN-DENSITY RESIDENTIAL
- MEDIUM-DENSITY RESIDENTIAL
- HIGH-DENSITY RESIDENTIAL
- MIXED USE
- COMMERCIAL
- OFFICE/PROFESSIONAL SERVICES
- INDUSTRIAL
- BUSINESS/INDUSTRIAL PARK
- GOVERNMENTAL AND INSTITUTIONAL
- PARK AND RECREATIONAL

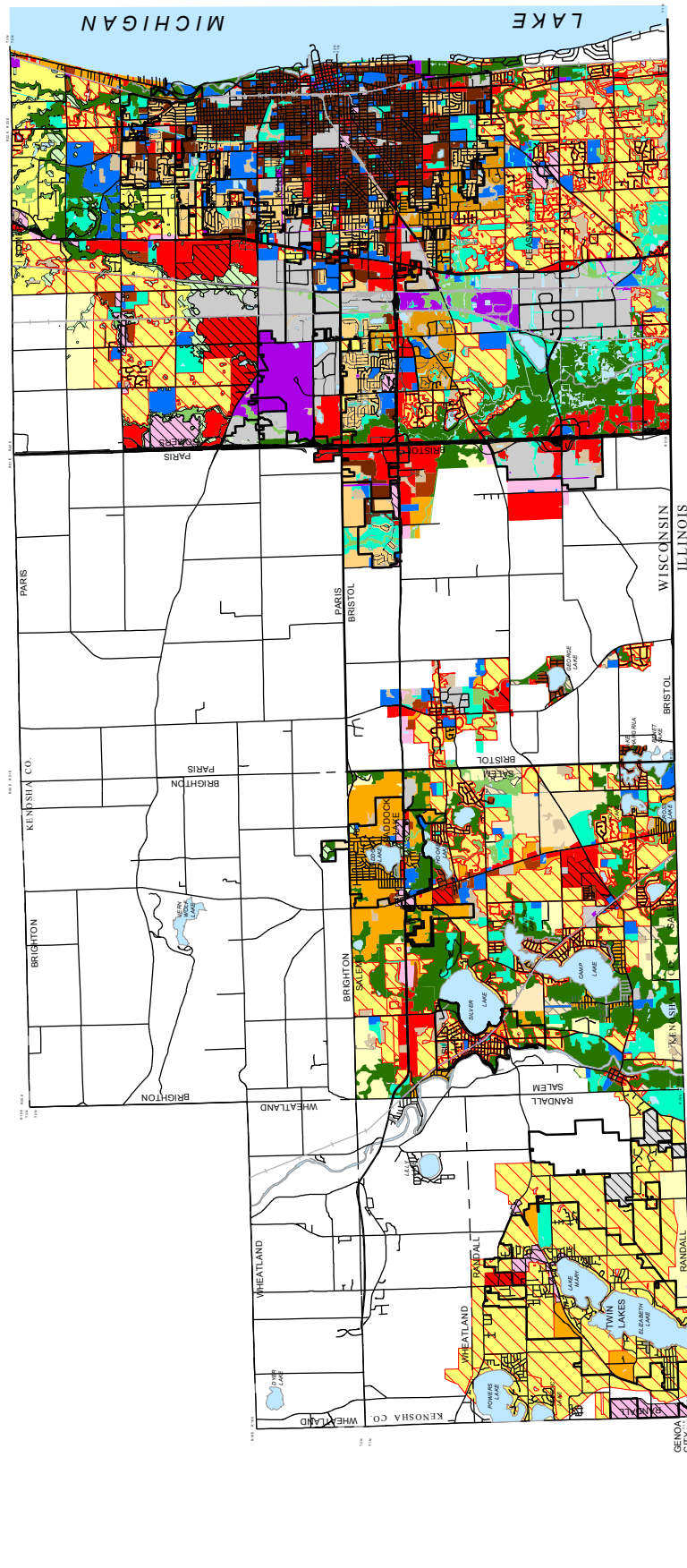
- STREET AND HIGHWAY RIGHT-OF-WAY
- OTHER TRANSPORTATION, COMMUNICATION, AND UTILITY
- EXTRACTIVE
- LANDFILL
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- OTHER CONSERVANCY LAND TO BE PRESERVED
- NONFARMED WETLAND OUTSIDE ENVIRONMENTAL CORRIDOR, ISOLATED NATURAL RESOURCE AREA, AND OTHER CONSERVANCY LAND TO BE PRESERVED
- SURFACE WATER
- FARMED WETLAND (OVERLAY)
- 100-YEAR FLOODPLAIN (OVERLAY)

Note: This map was adopted by the Kenosha County Board on April 20, 2010, as part of the Multi-Jurisdictional Comprehensive Plan for Kenosha County. Land use plan maps adopted by cities, towns and villages may differ from this map.



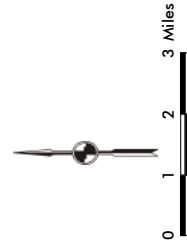
Source: Wisconsin Department of Natural Resources, Federal Emergency Management Agency, Kenosha County, Local Governments, and SEWRPC

Map B.3
Land Use Plan Maps Adopted as Part of Comprehensive Plans by
Sewered Communities in Kenosha County: 2035



- | | | |
|----------------------------------|----------------------------------|---|
| RURAL DENSITY RESIDENTIAL | INDUSTRIAL | OTHER OPEN LANDS TO BE PRESERVED (INCLUDES WETLANDS OUTSIDE ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS) |
| SUBURBAN DENSITY RESIDENTIAL | BUSINESS/INDUSTRIAL PARK | SURFACE WATER |
| LOW DENSITY RESIDENTIAL | GOVERNMENTAL AND INSTITUTIONAL | REDEVELOPMENT AREA (OVERLAY) |
| MEDIUM DENSITY RESIDENTIAL | PARK AND RECREATIONAL | CITY OR VILLAGE BOUNDARY: 2010 |
| HIGH DENSITY RESIDENTIAL | TRANSPORTATION AND UTILITIES | |
| FARMLAND PROTECTION | EXTRACTIVE | |
| GENERAL AGRICULTURAL | PRIMARY ENVIRONMENTAL CORRIDOR | |
| MIXED USE | SECONDARY ENVIRONMENTAL CORRIDOR | |
| COMMERCIAL | ISOLATED NATURAL RESOURCE AREA | |
| OFFICE AND PROFESSIONAL SERVICES | | |

Note: Planned land use categories from city, village and town plans have been standardized for mapping purposes. This map includes areas within planned sewer service areas and additional areas proposed to be served by sanitary sewers in local comprehensive plans.



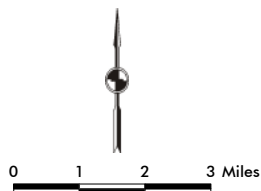
Source: Kenosha County, Local Governments, and SEWRPC

Map B.4

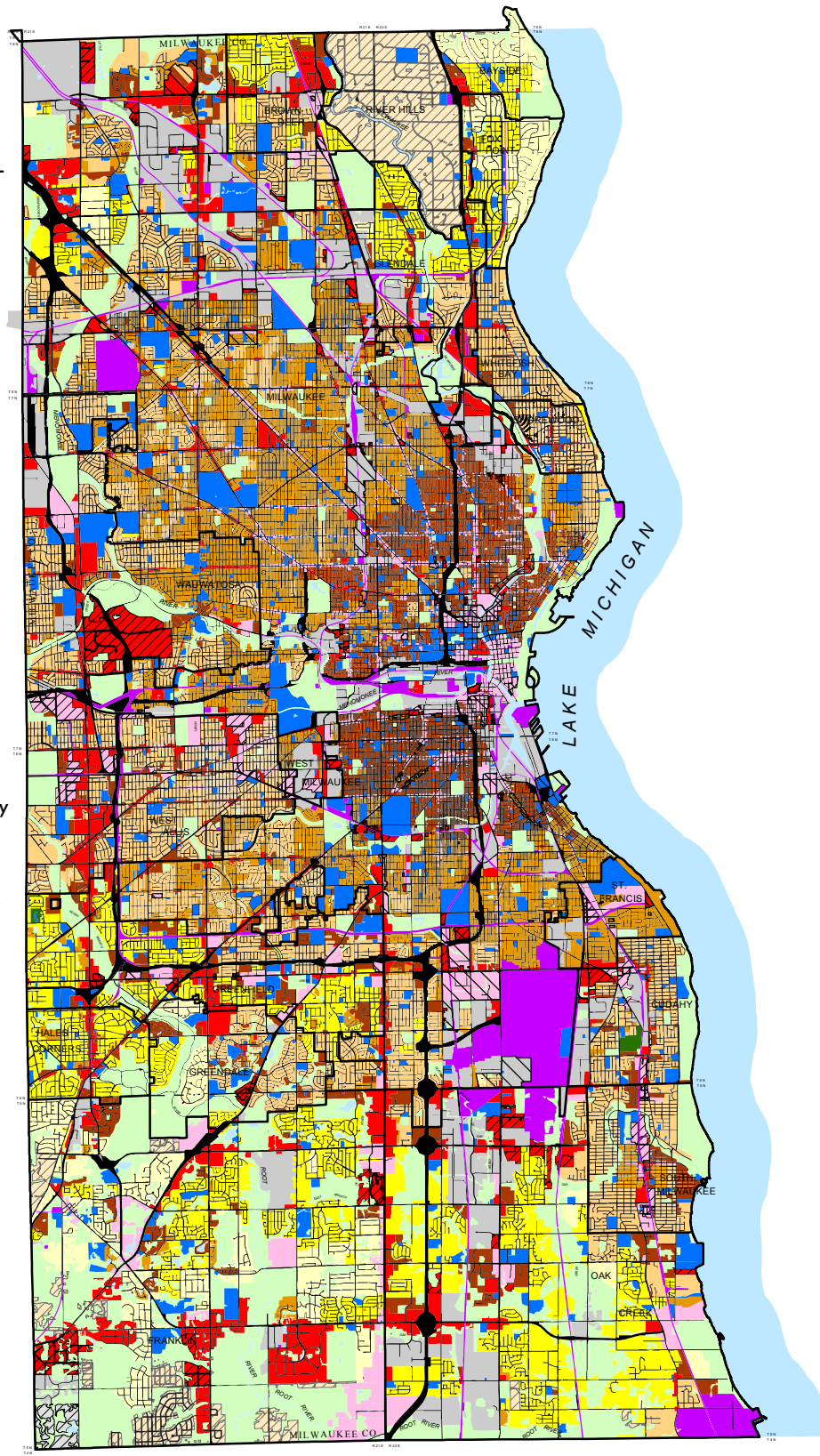
Land Use Plan Maps Adopted as Part of Comprehensive Plans by Sewered Communities in Milwaukee County

-  SUBURBAN DENSITY RESIDENTIAL
-  LOW DENSITY RESIDENTIAL
-  MEDIUM-LOW DENSITY RESIDENTIAL
-  MEDIUM DENSITY RESIDENTIAL
-  MEDIUM-HIGH DENSITY RESIDENTIAL
-  HIGH DENSITY RESIDENTIAL
-  MIXED USE
(INCLUDING RESIDENTIAL)
-  MIXED USE
(BUSINESS AND INDUSTRIAL)
-  BUSINESS
-  BUSINESS PARK AND OFFICE
-  INDUSTRIAL
-  GOVERNMENTAL
AND INSTITUTIONAL
-  TRANSPORTATION AND UTILITIES
-  SANITARY LANDFILL
-  RECREATIONAL, OPEN SPACE,
CONSERVANCY, OR AGRICULTURAL
-  AREAS FOR FUTURE STUDY
-  SURFACE WATER
-  REDEVELOPMENT AREA (OVERLAY)
-  CITY OR VILLAGE BOUNDARY: 2010

Note: Planned land use categories from city and village plans have been standardized for mapping purposes. All of Milwaukee County is located within a planned sewer service area.

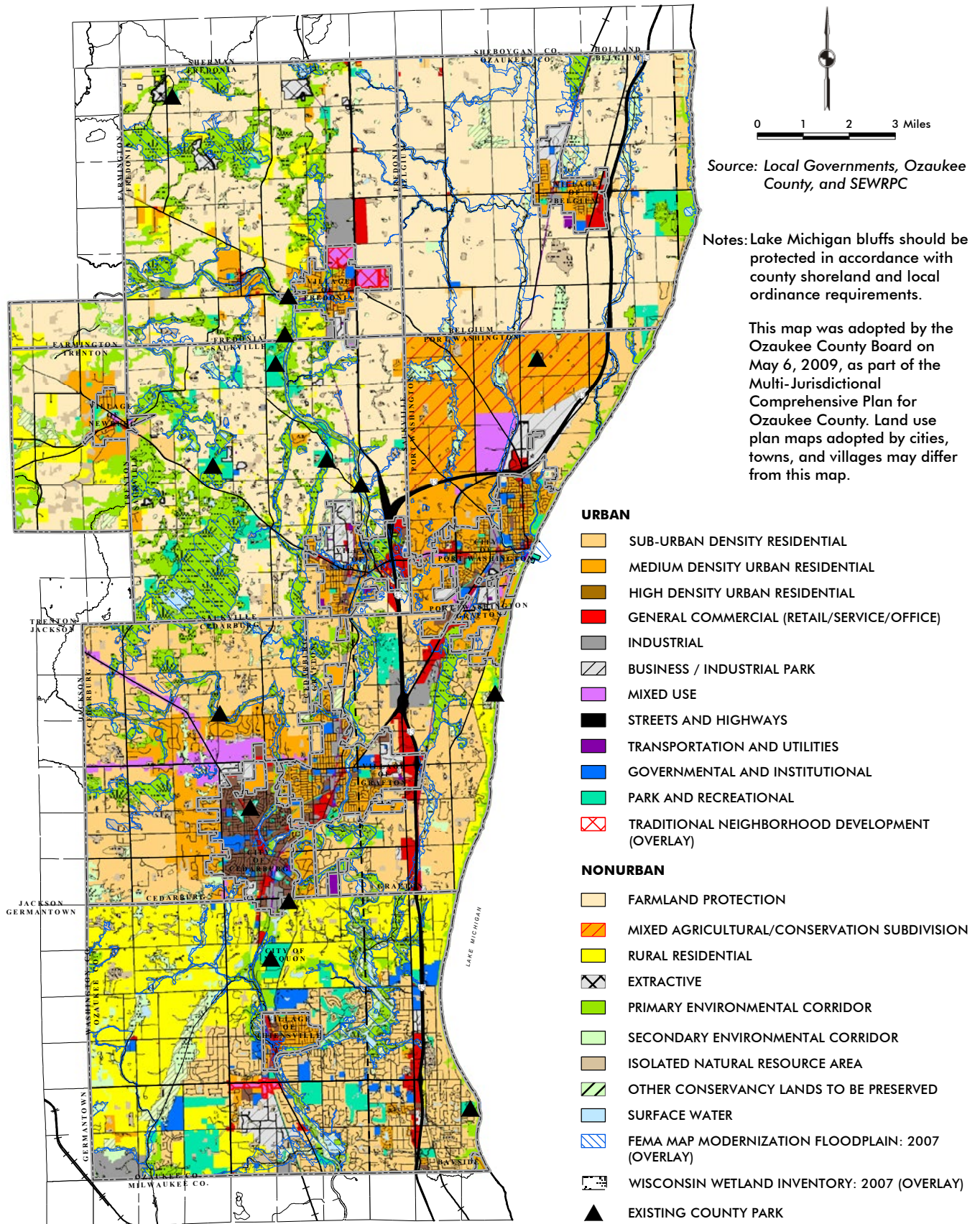


Source: Local Governments
and SEWRPC



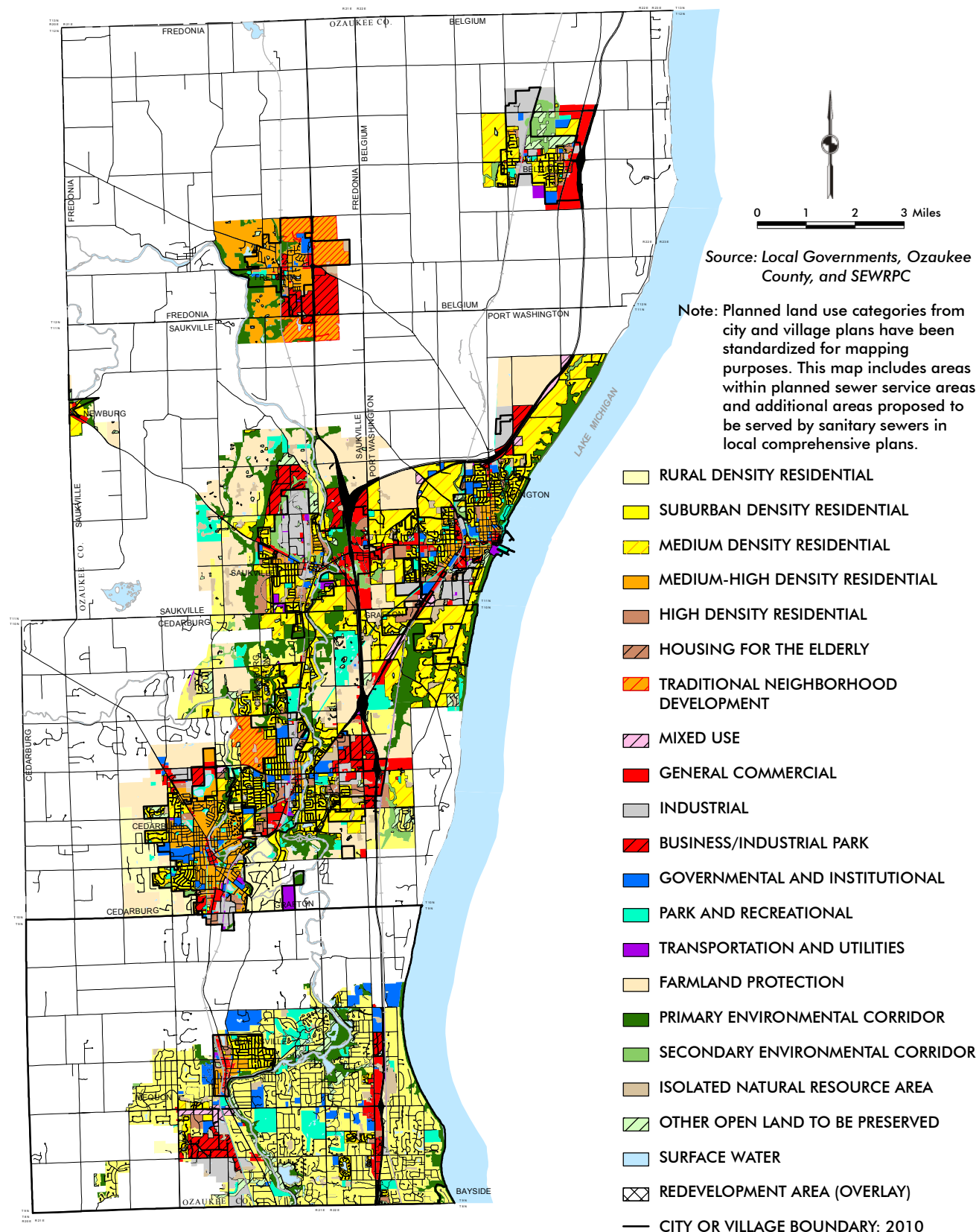
Map B.5

Land Use Plan Map for the Ozaukee County Planning Area: 2035

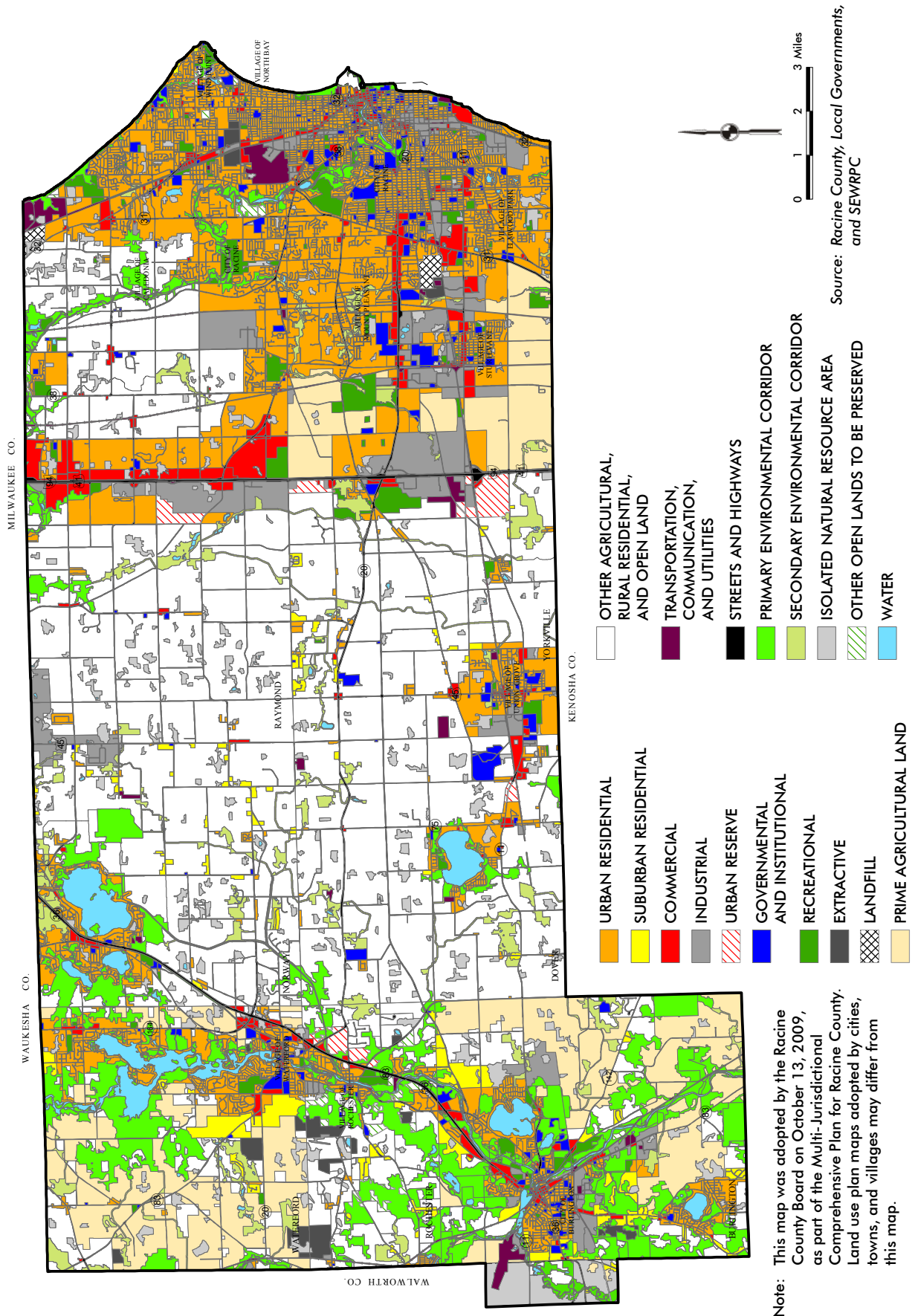


Map B.6

Land Use Plan Maps Adopted as Part of Comprehensive Plans by Sewered Communities in Ozaukee County: 2035

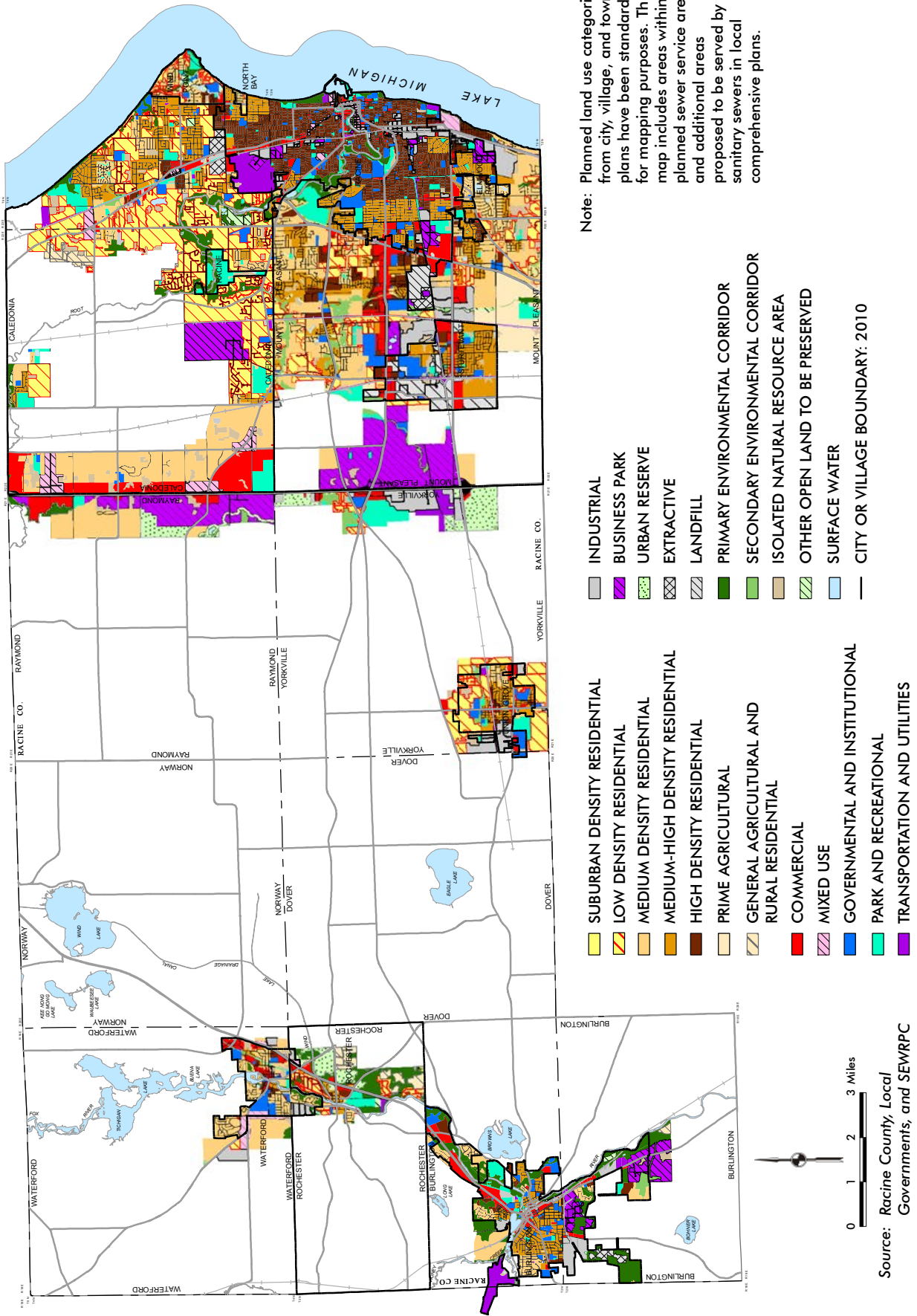


Map B.7
Land Use Plan Map for the Racine County Planning Area: 2035

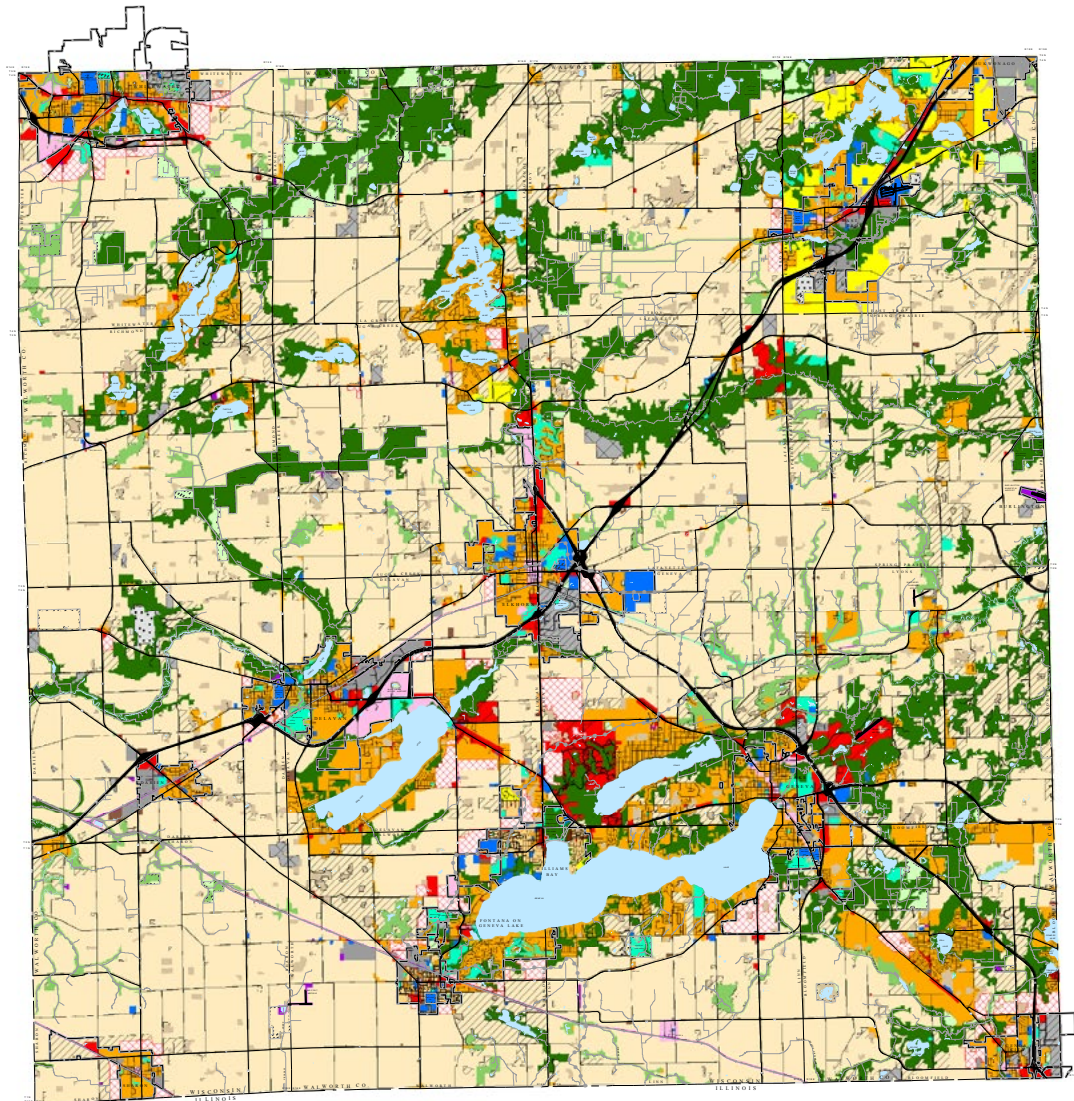


Map B.8

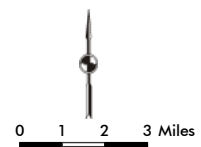
Land Use Plan Maps Adopted as Part of Comprehensive Plans by Sewered Communities in Racine County: 2035



Map B.9 Land Use Plan Map for Walworth County: 2035



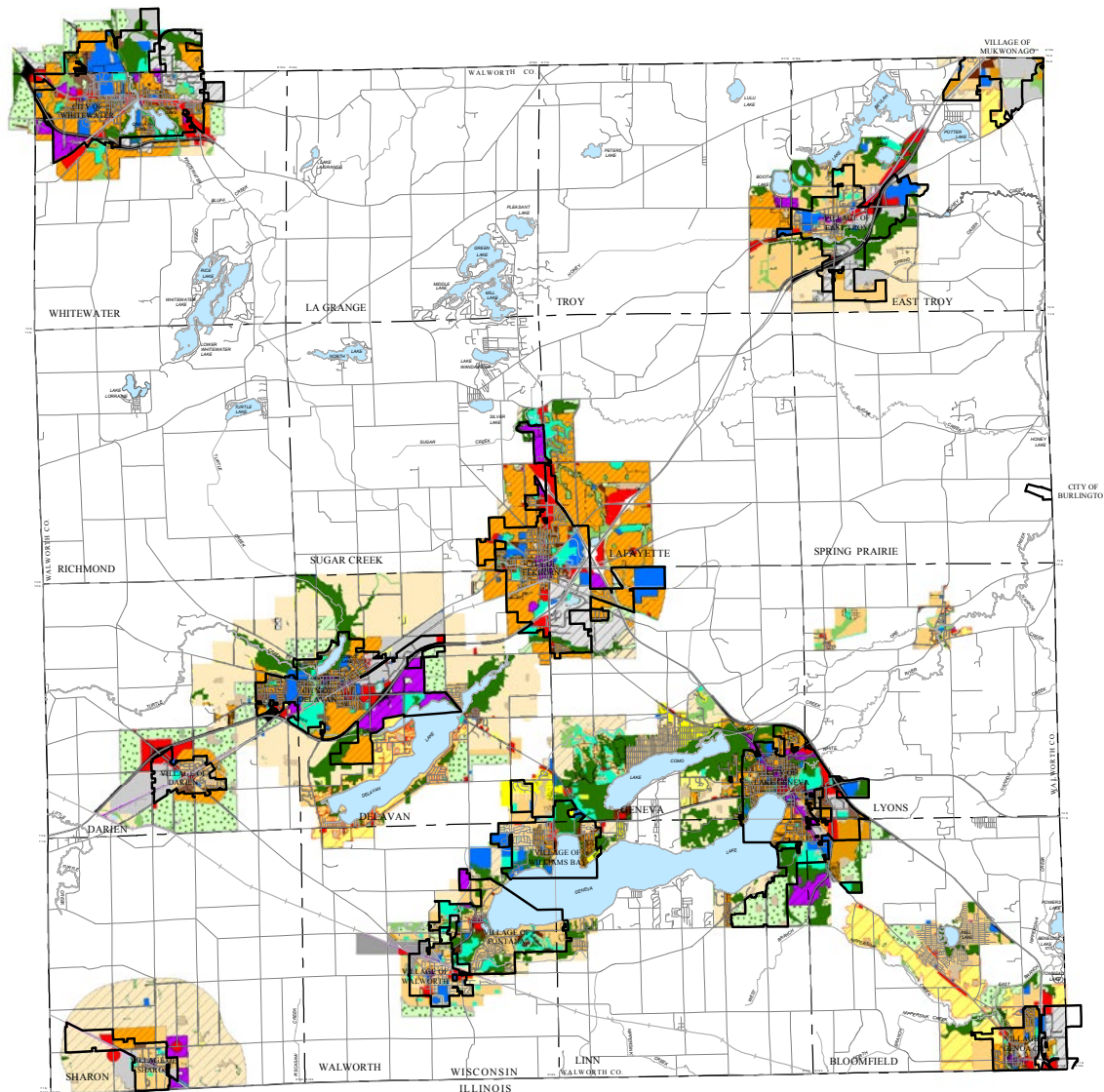
- | | |
|--|---|
| URBAN DENSITY RESIDENTIAL (LESS THAN 5.0 ACRES PER DWELLING) | URBAN RESERVE |
| RURAL DENSITY RESIDENTIAL (AT LEAST 5.0 ACRES PER DWELLING) | EXTRACTIVE |
| COMMERCIAL | SANITARY LANDFILL |
| COMMERCIAL/RECREATIONAL | PRIME AGRICULTURAL (MINIMUM PARCEL SIZE: 35 ACRES) |
| MIXED USE | OTHER AGRICULTURAL, RURAL RESIDENTIAL, AND OTHER OPEN LAND (5 TO 34 ACRES PER DWELLING) |
| INDUSTRIAL | PRIMARY ENVIRONMENTAL CORRIDOR |
| BUSINESS/INDUSTRIAL PARK | SECONDARY ENVIRONMENTAL CORRIDOR |
| GOVERNMENTAL AND INSTITUTIONAL | ISOLATED NATURAL RESOURCE AREA |
| RECREATIONAL | DNR/DOT LAND OUTSIDE ENVIRONMENTAL CORRIDORS |
| TRANSPORTATION, COMMUNICATIONS, AND UTILITIES | OTHER OPEN LAND TO BE PRESERVED |
| STREETS AND HIGHWAYS | SURFACE WATER |
| AGRICULTURAL RELATED MANUFACTURING, WAREHOUSING, AND MARKETING | |



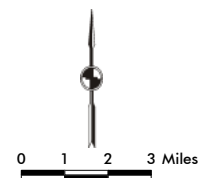
Source: Walworth County, Local Governments, and SEWRPC

Note: This map is a compilation of the land use plan map for unincorporated areas adopted by the Walworth County Board as part of the Multi-Jurisdictional Comprehensive Plan for Walworth County, and the land use plan maps adopted by village boards and common councils as part of village and city comprehensive plans. City and village land use plan maps are shown only for those areas within existing corporate boundaries. Planned land uses in the Village of Walworth are based on the Village master plan adopted in 2001. The Village had not adopted a comprehensive plan under Section 66.1001 of the Wisconsin Statutes as of March 13, 2013. This is not the land use plan map adopted by the county board or by cities, towns, and villages in the county.

Map B.10 **Land Use Plan Maps Adopted as Part of Comprehensive Plans** **by Sewered Communities in Walworth County: 2035**



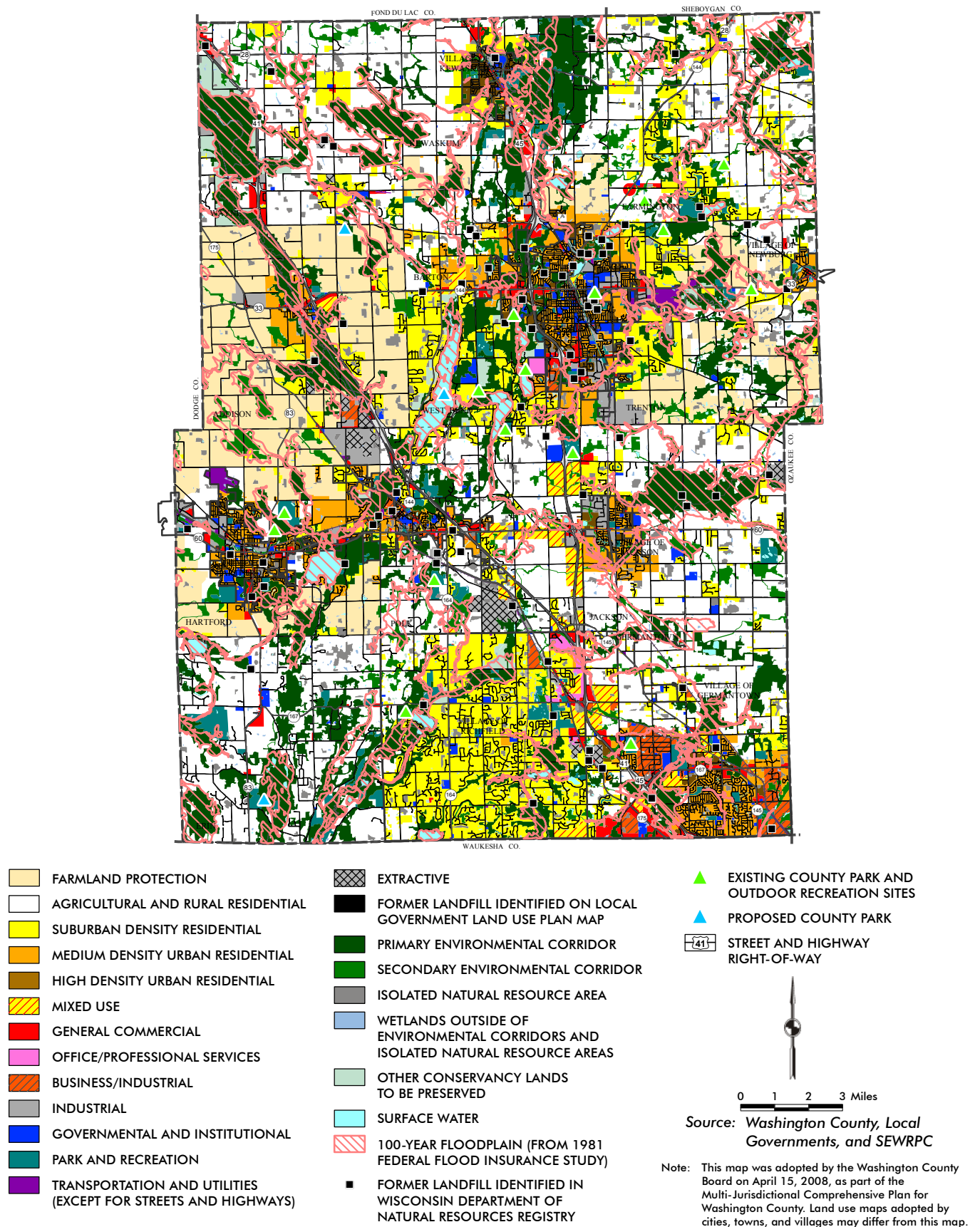
- | | |
|--|----------------------------------|
| SUBURBAN DENSITY RESIDENTIAL | PARK AND RECREATIONAL |
| LOW DENSITY RESIDENTIAL | TRANSPORTATION AND UTILITIES |
| MEDIUM-LOW DENSITY RESIDENTIAL | INDUSTRIAL |
| MEDIUM DENSITY RESIDENTIAL | BUSINESS PARK |
| MEDIUM-HIGH DENSITY RESIDENTIAL | URBAN RESERVE |
| HIGH DENSITY RESIDENTIAL | EXTRACTIVE |
| PRIME AGRICULTURAL | PRIMARY ENVIRONMENTAL CORRIDOR |
| GENERAL AGRICULTURAL AND RURAL RESIDENTIAL | SECONDARY ENVIRONMENTAL CORRIDOR |
| COMMERCIAL | ISOLATED NATURAL RESOURCE AREA |
| COMMERCIAL/RECREATIONAL | OTHER OPEN LAND TO BE PRESERVED |
| MIXED USE | SURFACE WATER |
| GOVERNMENTAL AND INSTITUTIONAL | CITY OR VILLAGE BOUNDARY: 2010 |



Source: Walworth County, Local Governments, and SEWRPC

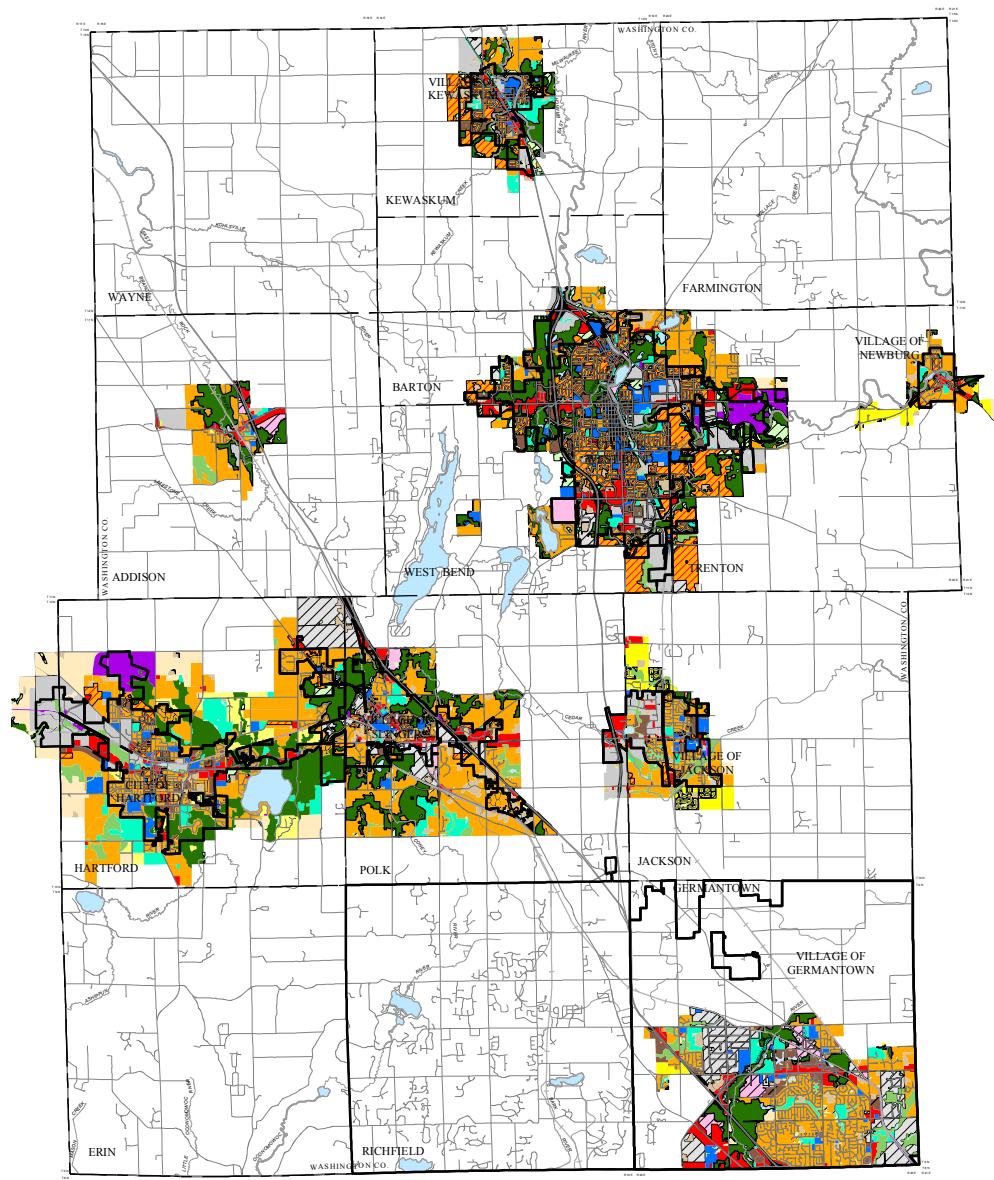
Note: Planned land use categories from city, village, and town plans have been standardized for mapping purposes. This map includes areas within planned sewer service areas and additional areas proposed to be served by local comprehensive plans.

Washington County Land Use Plan Map: 2035

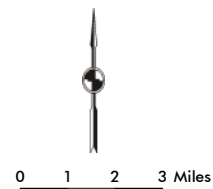


Map B.12

Land Use Plan Maps Adopted as Part of Comprehensive Plans by Sewered Communities in Washington County: 2035



- | | |
|---------------------------------------|---|
| AGRICULTURAL AND RURAL RESIDENTIAL | PARK AND RECREATIONAL |
| SUBURBAN DENSITY RESIDENTIAL | TRANSPORTATION AND UTILITIES |
| MEDIUM DENSITY URBAN RESIDENTIAL | REDEVELOPMENT AREA (OVERLAY) |
| MEDIUM-HIGH DENSITY URBAN RESIDENTIAL | FORMER LANDFILL |
| HIGH DENSITY URBAN RESIDENTIAL | PRIMARY ENVIRONMENTAL CORRIDOR |
| HOUSING FOR THE ELDERLY | SECONDARY ENVIRONMENTAL CORRIDOR |
| MIXED USE | ISOLATED NATURAL RESOURCE AREA |
| GENERAL COMMERCIAL | SURFACE WATER |
| OFFICE / PROFESSIONAL SERVICES | OTHER OPEN LAND TO BE PRESERVED (INCLUDES WETLANDS OUTSIDE OF ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS) |
| BUSINESS / INDUSTRIAL | CITY OR VILLAGE BOUNDARY: 2010 |
| INDUSTRIAL | |
| GOVERNMENTAL AND INSTITUTIONAL | |

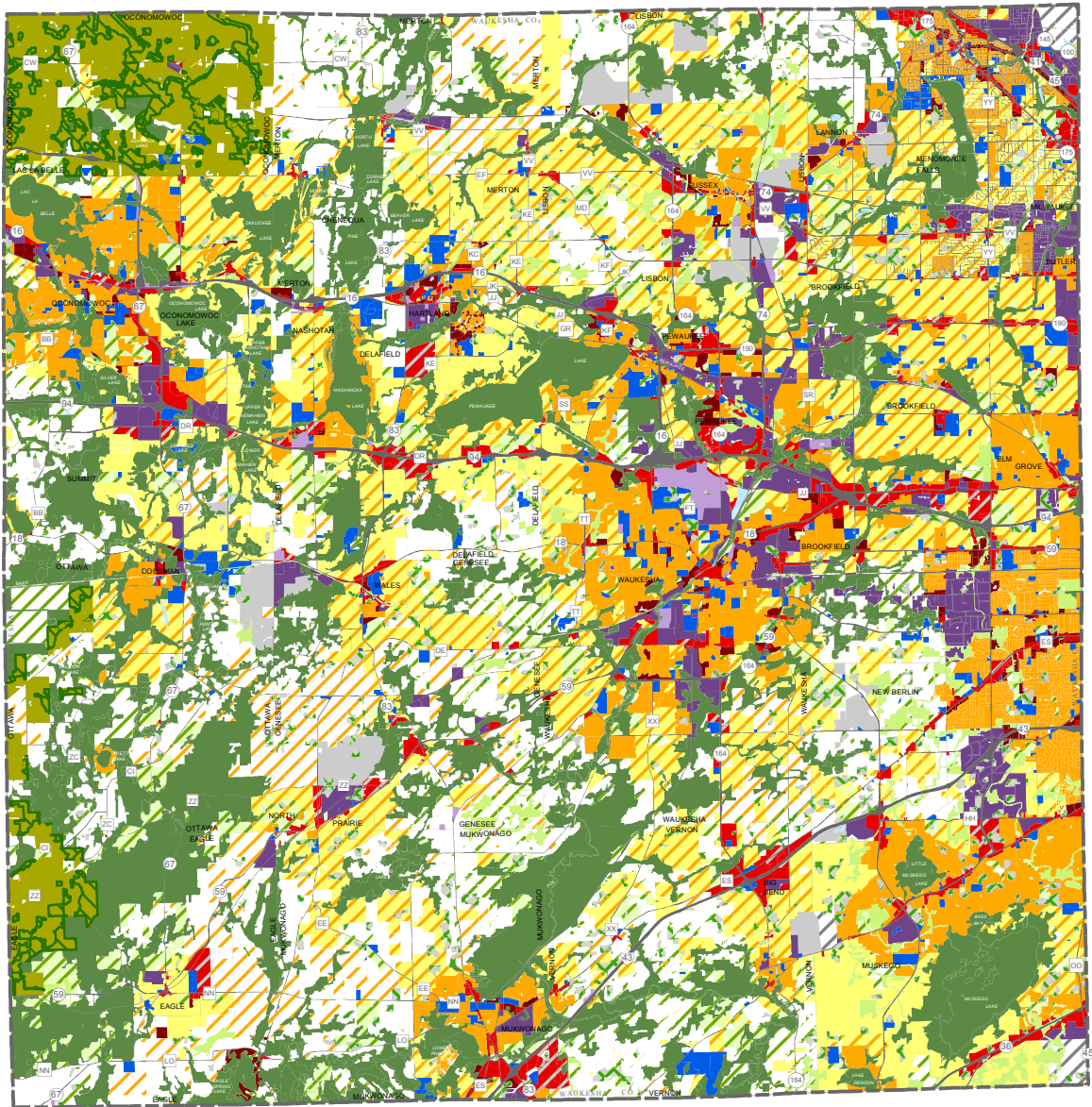


Source: Washington County, Local Governments, and SEWRPC

Note: Planned land use categories from city, village, and town plans have been standardized for mapping purposes. This map includes areas within planned sewer service areas and additional areas proposed to be served by sanitary sewers in local comprehensive plans.

Map B.13

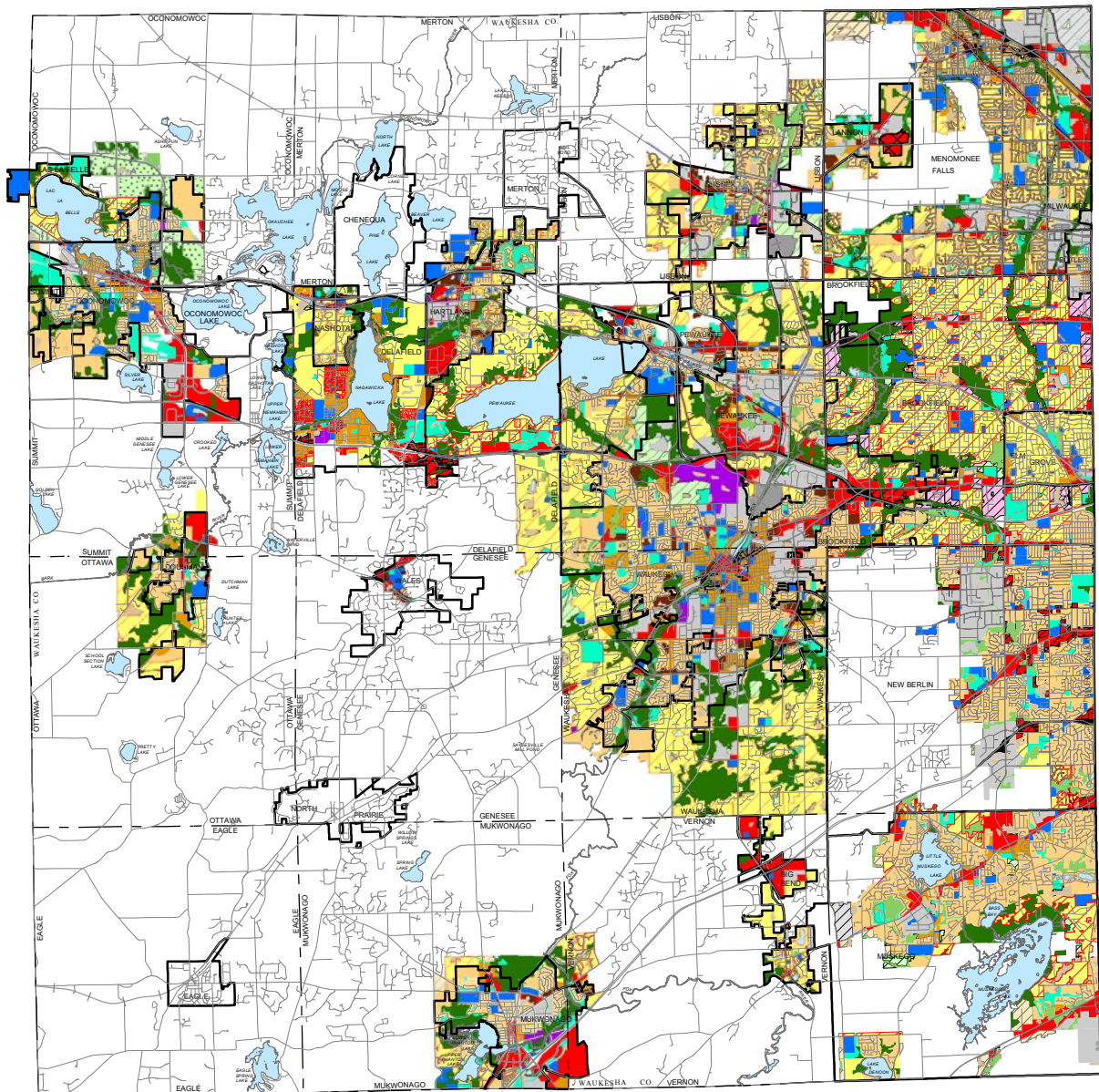
Land Use Plan Map for Waukesha County: 2035



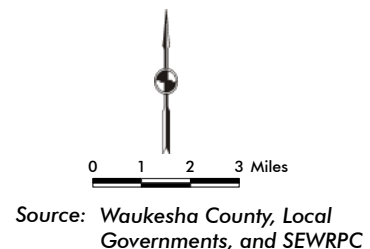
LAND USE PLAN CATEGORIES

| | | | | | |
|--|--|--|--|---|--|
| | HIGH DENSITY RESIDENTIAL (Less than 6,000 square feet of area per dwelling unit) | | OTHER OPEN LANDS TO BE PRESERVED | | HIGHWAY AND RAILWAY RIGHTS OF WAY |
| | MEDIUM DENSITY RESIDENTIAL (6,000-19,999 square feet of area per dwelling unit) | | RECREATIONAL | | LANDFILL |
| | LOW DENSITY RESIDENTIAL (20,000 square feet to 1.4 acres of area per dwelling unit) | | PRIMARY ENVIRONMENTAL CORRIDOR | | EXTRACTIVE |
| | SUBURBAN I DENSITY RESIDENTIAL (1.5 to 2.9 acres of area per dwelling unit) | | SECONDARY ENVIRONMENTAL CORRIDOR | Note: Environmental Corridor information from SEWRPC Environmental Corridor Inventory: 2000. Adopted by the Waukesha County Board of Supervisors February 24, 2009. Updated and Prepared by the Waukesha County Department of Parks and Land Use December 1, 2011. | |
| | SUBURBAN II DENSITY RESIDENTIAL (3.0 to 4.9 acres of area per dwelling unit) | | ISOLATED NATURAL RESOURCE AREA | | |
| | RURAL DENSITY AND OTHER AGRICULTURAL LAND* (5.0 to 34.9 acres of area per dwelling unit or equivalent density) | | SURFACE WATER | * Refer to Town of Ottawa, Town of Mukwonago, and Village of Menomonee Falls Land Use Plans, and Town of Delafield Land Use Plan Unit Determination for permissible rural densities. | |
| | FARMLAND PRESERVATION (>35 acres of area per dwelling unit) | | GOVERNMENTAL & INSTITUTIONAL | | |
| | FARMLAND PRESERVATION W/EC OVERLAY (>35 acres of area per dwelling unit) | | COMMERCIAL AND OFFICE PARK | | |
| | | | MIXED USE | | |
| | | | INDUSTRIAL | 0 1 2 3 Miles Source: Waukesha County | |
| | | | TRANSPORTATION, COMMUNICATION & UTILITIES | | |

Map B.14 **Land Use Plan Maps Adopted as Part of Comprehensive Plans** **by Sewered Communities in Waukesha County: 2035**



- | | |
|--|----------------------------------|
| SUBURBAN DENSITY RESIDENTIAL | INDUSTRIAL |
| LOW DENSITY RESIDENTIAL | TRANSPORTATION AND UTILITIES |
| MEDIUM DENSITY RESIDENTIAL | SANITARY LANDFILL |
| MEDIUM-HIGH DENSITY RESIDENTIAL | EXTRACTIVE |
| HIGH DENSITY RESIDENTIAL | PARK AND RECREATIONAL |
| HOUSING FOR THE ELDERLY | PRIMARY ENVIRONMENTAL CORRIDOR |
| GENERAL AGRICULTURAL AND RURAL RESIDENTIAL | SECONDARY ENVIRONMENTAL CORRIDOR |
| GOVERNMENTAL AND INSTITUTIONAL | ISOLATED NATURAL RESOURCE AREA |
| COMMERCIAL AND BUSINESS PARK | OTHER OPEN LAND TO BE PRESERVED |
| MIXED USE (RESIDENTIAL AND COMMERCIAL) | SURFACE WATER |
| MIXED USE (BUSINESS AND LIGHT INDUSTRIAL) | URBAN RESERVE |
| | REDEVELOPMENT AREA (OVERLAY) |
| | CITY OR VILLAGE BOUNDARY: 2010 |



Note: Planned land use categories from city, village, and town plans have been standardized for mapping purposes. This map does not include unrefined sewer service areas or sewer service areas that serve isolated lake areas. Areas within other adopted sewer service areas are shown on this map.

town comprehensive plans in the extraterritorial areas⁴⁹ of cities and villages, because towns have the primary zoning authority⁵⁰ within extraterritorial areas unless the area is subject to extraterritorial zoning regulations.

In addition, the land use plan maps adopted by communities that provide sanitary sewer service, or plan to provide such service in the future, were compiled in the sewer community maps to identify areas that may support significant residential or job supporting land uses. These maps show planned land uses for areas within adopted (refined) sanitary sewer service areas and additional areas proposed to be provided with sewer service in local comprehensive plans. These maps also include planned land uses from city and village comprehensive plans for their extraterritorial areas, because cities and villages typically require land to be annexed before extending sanitary sewers to serve urban development.

Quantitative Analysis

This section draws on an analysis of comprehensive plans adopted by communities with sewer service that was undertaken by the Commission during preparation of the year 2035 regional housing plan.⁵¹ The findings of this analysis provide an understanding of the amount of residential and job supporting development that could potentially be accommodated by local government comprehensive plans compared to the regional projected increases in households and employment to the year 2050.

Basis for Analysis

The land use plan map included in sewer community comprehensive plans was the basis for determining the potential jobs and housing units that could be accommodated in each community. The categories shown on the community maps were converted to uniform categories for each county as part of the analysis. In some cases the existing zoning map was used in combination with the land use plan map where a community used very broad land use categories or used categories based on structure type.

Housing and Employment Growth

Table B.1 shows that local comprehensive plans in sewer communities would accommodate substantial growth in housing and employment levels in the Region. It is estimated that comprehensive plans for sewer communities could potentially accommodate a total of about 1,052,000 housing units and 2,091,000 jobs under full development, or “buildout,” conditions. In comparison, the year 2035 regional land use plan, which has the same design year as many local comprehensive plans, indicates that sewer communities in the Region may be expected to accommodate a total of 864,000 housing units and 1,327,000 jobs by the year 2035.

Community comprehensive plans call for significantly more housing units (1,052,000 compared to 864,00) and jobs (2,091,000 compared to 1,327,000) than reasonably expected under the 2035 regional land use plan.

⁴⁹ Under the Wisconsin Statutes, cities of the first, second, and third class may exercise specified extraterritorial platting and planning authority within three miles of their boundary, and cities of the fourth class and villages may exercise extraterritorial authority within 1.5 miles of their boundary. Cities and villages may also adopt extraterritorial zoning regulations if such regulations are approved by a joint committee composed of representatives of the city or village and the affected town. Extraterritorial zoning is uncommon within the Region.

⁵⁰ Towns regulated under a general County zoning ordinance share primary zoning authority with the County. General County zoning ordinances are in effect in the towns shown in blue on Map B.15.

⁵¹ Many of the Region’s communities used a design year of 2035 to be consistent with the fifth generation regional land use and transportation plans.

Table B.1**Housing and Employment Accommodated by Sewered Community Comprehensive Plans and the Year 2035 Regional Land Use Plan^a**

| County | Housing Units | | | Jobs | | |
|---------------|---|--|-------------------|---|--|-------------------|
| | Year 2035 Regional Land Use Plan^b | Community Comprehensive Plans | Difference | Year 2035 Regional Land Use Plan | Community Comprehensive Plans | Difference |
| Kenosha | 79,000 | 84,100 | 5,100 | 86,200 | 306,200 | 220,000 |
| Milwaukee | 427,400 | 448,000 | 20,600 | 628,000 | 787,000 | 159,000 |
| Ozaukee | 34,800 | 61,900 | 27,100 | 59,800 | 99,800 | 40,000 |
| Racine | 77,500 | 92,300 | 14,800 | 101,100 | 186,300 | 85,200 |
| Walworth | 43,800 | 77,900 | 34,100 | 62,300 | 153,700 | 91,400 |
| Washington | 46,400 | 61,600 | 15,200 | 68,900 | 144,900 | 76,000 |
| Waukesha | 155,100 | 225,800 | 70,700 | 320,000 | 412,900 | 92,900 |
| Region | 864,000 | 1,051,600 | 187,600 | 1,327,200 | 2,090,800 | 763,600 |

^a Limited to areas planned by local governments to be provided with sanitary sewer service.

^b Refers to the number of occupied housing units, or households, under the regional land use plan.

Source: SEWRPC

Table B.1 also shows that sewerer communities have planned for more housing and significantly more jobs than forecasted in the year 2035 regional land use plan when compared by County. The difference between housing units that could be accommodated by sewerer community comprehensive plans and the regional land use plan ranges from 5,100 units in Kenosha County to 70,700 units in Waukesha County. The difference between jobs that could be accommodated by sewerer community comprehensive plans and the regional land use plan ranges from 40,000 jobs in Ozaukee County to 220,000 jobs in Kenosha County.

The higher level of growth associated with the comprehensive plans is primarily due to the practice of many communities to plan for the full buildout of the community and adjacent areas that may be annexed over a relatively long period of time. In many cases these conditions would not likely materialize until long after the stated plan design year (typically 2035). In a number of communities, planned future growth areas extend beyond the long-range planned sewer service areas embodied in the regional land use plan.

Local comprehensive plans were carefully considered in the VISION 2050 planning process.

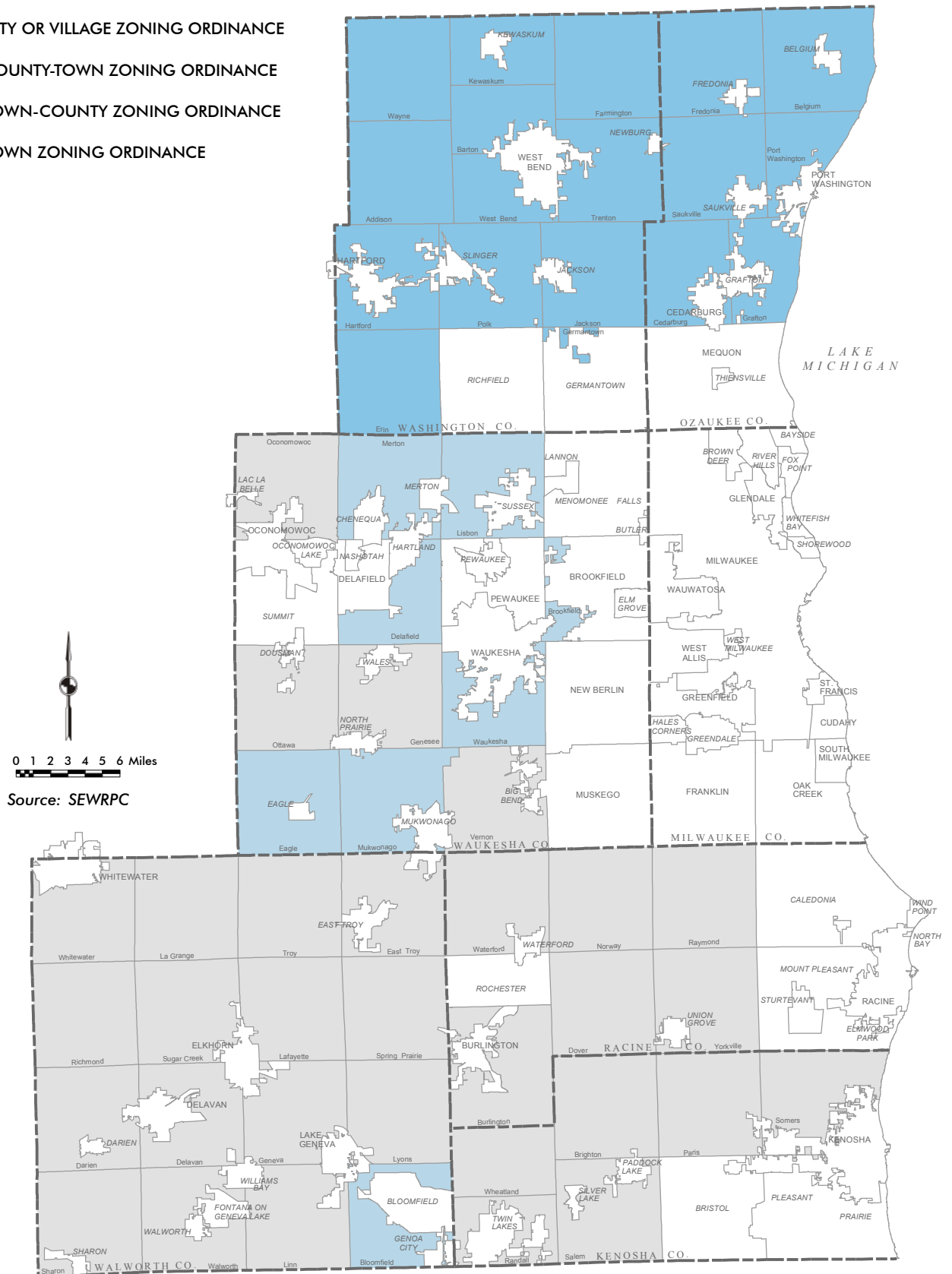
Consideration of Comprehensive Plans in VISION 2050

The VISION 2050 planning process resulted in a systems level regional land use plan. It includes generalized boundaries for urban service areas; allocations of population, households, employment, and associated land uses to urban and rural areas; and recommended density ranges for urban service areas. It provides an overall regional land use planning framework for consideration, refinement, and detailing through community planning, which is done through local government comprehensive plans. Currently adopted local government comprehensive plans were carefully considered in the VISION 2050 planning process. Major considerations in the development of VISION 2050 with respect to comprehensive plans were:

1. Commission regional land use plans have historically included recommendations for preserving and protecting environmentally significant lands and prime agricultural lands. VISION 2050 carries forward those recommendations. Local comprehensive plans have typically included plan recommendations with respect to such areas consistent with regional plans, particularly with respect to environmentally significant lands.

Map B.15 General Zoning Ordinances in the Region: 2014

- CITY OR VILLAGE ZONING ORDINANCE
- COUNTY-TOWN ZONING ORDINANCE
- TOWN-COUNTY ZONING ORDINANCE
- TOWN ZONING ORDINANCE



Local comprehensive plans could potentially accommodate 8% more households and 50% more jobs regionwide than projected for the year 2050 by the Commission.

VISION 2050 land use alternatives may allocate development to TOD areas at higher densities than identified in local comprehensive plans.

2. VISION 2050 would propose less development regionwide than could potentially be accommodated under comprehensive plans. The number of households in the Region is projected to increase to 970,000 households under the Commission's year 2050 intermediate-growth projection.⁵² As shown in Table B.1, local comprehensive plans for seweraged communities could potentially accommodate about 1.05 million households, about 8 percent higher than the 2050 projection. Similarly, the number of jobs in the Region is projected⁵³ to increase to about 1.4 million jobs under the intermediate-growth projection. As shown in Table B.1, local comprehensive plans for seweraged communities could potentially accommodate a total of about 2.1 million jobs, about 50 percent higher than the 2050 projection.
3. VISION 2050 considered the types of land uses and densities set forth in local comprehensive plans.
4. VISION 2050 identified and evaluated the implications of a series of future alternative regional development patterns extending to the year 2050. These alternatives include transit-oriented developments (TOD) and other regionally significant land uses that may not be included in local comprehensive plans. TODs are compact, mixed-use, higher-density development focused around fixed-guideway transit stations. VISION 2050 land use alternatives may allocate residential development to TOD areas at somewhat higher densities than identified in local comprehensive plans. In addition, the identification of TOD areas may result in the allocation of other land uses and associated jobs in these areas that are not identified in local comprehensive plans. VISION 2050 land use alternatives generally included less land development, population, and jobs than identified in some community comprehensive plans as a result of local government comprehensive plans cumulatively providing for more development, population, and jobs than can reasonably be expected within the Region by the year 2050, and because VISION 2050 proposed and examined the implications of alternative regional development patterns not necessarily included in all local comprehensive plans.
5. The 2035 regional transportation system plan served as the basis for the transportation element of local comprehensive plans. VISION 2050 is a major reevaluation of the 2035 regional plan and an extension of the plan design year to 2050.
6. The final recommended VISION 2050 regional land use and transportation plan includes recommendations for changes with respect to both land use and transportation for consideration in local plans as local comprehensive plans are updated in the future.

⁵² As documented in SEWRPC Technical Report No. 11 (5th Edition), The Population of Southeastern Wisconsin.

⁵³ As documented in SEWRPC Technical Report No. 10 (5th Edition), The Economy of Southeastern Wisconsin.