

A LAND USE AND TRANSPORTATION SYSTEM PLAN FOR THE VILLAGE OF MENOMONEE FALLS: 2010

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**COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 162**

**A LAND USE AND TRANSPORTATION SYSTEM PLAN
FOR THE VILLAGE OF MENOMONEE FALLS: 2010**

Prepared by the
Southeastern Wisconsin Regional Planning Commission
P. O. Box 1607
Old Courthouse
916 N. East Avenue
Waukesha, Wisconsin 53187-1607

April 1990

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Outside Region \$20.00

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SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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April 15, 1990

The Honorable Robert J. Steliga
President of the Village of Menomonee Falls
and Members of the Village Board and
Members of the Village Plan Commission
W156 N8480 Pilgrim Road
P. O. Box 100
Menomonee Falls, Wisconsin 53051

Ladies and Gentlemen:

By letter dated August 20, 1987, the Village of Menomonee Falls requested that the Southeastern Wisconsin Regional Planning Commission assist the Village in the preparation of a new land use plan for the Village. The necessary planning effort was initiated in January 1988, and the Regional Planning Commission staff, working with village officials, has now completed the requested plan, which is presented in this report.

In addition to setting forth land use plan recommendations, the report presents pertinent information on the present stage of development of the Village, including information on population and employment levels; on existing land use; on transportation system development; and on existing natural resource features and environmental corridors of the Village, all of which constitute important considerations in any local planning effort. Based upon stated assumptions concerning future population and employment levels, the report sets forth a new land use plan for the design year 2010. The plan is intended to serve as a point of departure for the making of day-to-day development decisions by village officials and as the basis for developing more detailed plans and plan implementation devices over time.

The Regional Planning Commission is appreciative of the assistance provided by the Village Board, the Village Plan Commission, and the Director of Community Development and other city staff in the preparation of this report. The Commission staff stands ready to assist the Village in presenting and utilizing the information contained in this report and in implementing the plan set forth herein over time. Such implementation should contribute materially to maintaining the Village as an attractive, healthful, safe, and efficient place in which to live and work.

Sincerely



Kurt W. Bauer
Executive Director

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Chapter I

INTRODUCTION

BACKGROUND

On August 20, 1987, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), acting on the request of the Village of Menomonee Falls, undertook the task of updating the land use element of the Village of Menomonee Falls "master"—or comprehensive—plan prepared in 1973. The scope and content of the comprehensive plan extends to many aspects of the physical development of the community. The land use element is, however, the most basic element of the comprehensive plan since it provides the basis for the sound preparation of all of the other elements, such as the transportation system, sanitary sewerage, water supply, park and open space, and stormwater management plan elements. The land use element of the comprehensive plan—like the comprehensive plan itself—should seek to guide and promote the coordinated and harmonious development of the municipality, in accordance with existing and future needs, so as to best promote the public health, safety, morals, order, prosperity, and general welfare, as well as efficiency and economy in the process of community development.

This report sets forth the updated land use plan element and a related transportation system plan. The findings of inventories and analyses of the factors and conditions affecting land use development within the Village are reported, including probable future population and employment levels. A set of village land use and transportation system development objectives is presented. The land use and transportation system plans are designed to attain a spatial distribution of the various land uses and a supporting transportation system which will achieve those objectives over time.

PURPOSE OF THE PLANNING EFFORT

Village of Menomonee Falls officials and the Greater Menomonee Falls Committee have recognized that conditions have changed from those prevailing during the preparation of the 1973 master plan, and that the land use and transportation elements of the plan should be revised and updated to reflect those changes.

Accordingly, the primary purpose of the requested planning effort is to reevaluate the land use and transportation system plans adopted by the Village in 1973. This timely effort is not only in response to the significant changes that have occurred in population and economic activity levels over the past 15 years, but also in response to the need to reexamine various community development objectives and the degree to which these objectives have been realized through plan implementation.

The most current information available—such as the 1985 regional land use inventory compiled by the Regional Planning Commission—was used in the preparation of the land use and transportation elements of the local plan. In conducting this planning effort, an attempt was made to identify the physical development constraints imposed upon, and the development opportunities open to, the Village in order to better assess both the probable future population and economic activity levels and related land use requirements.

THE PLANNING AREA

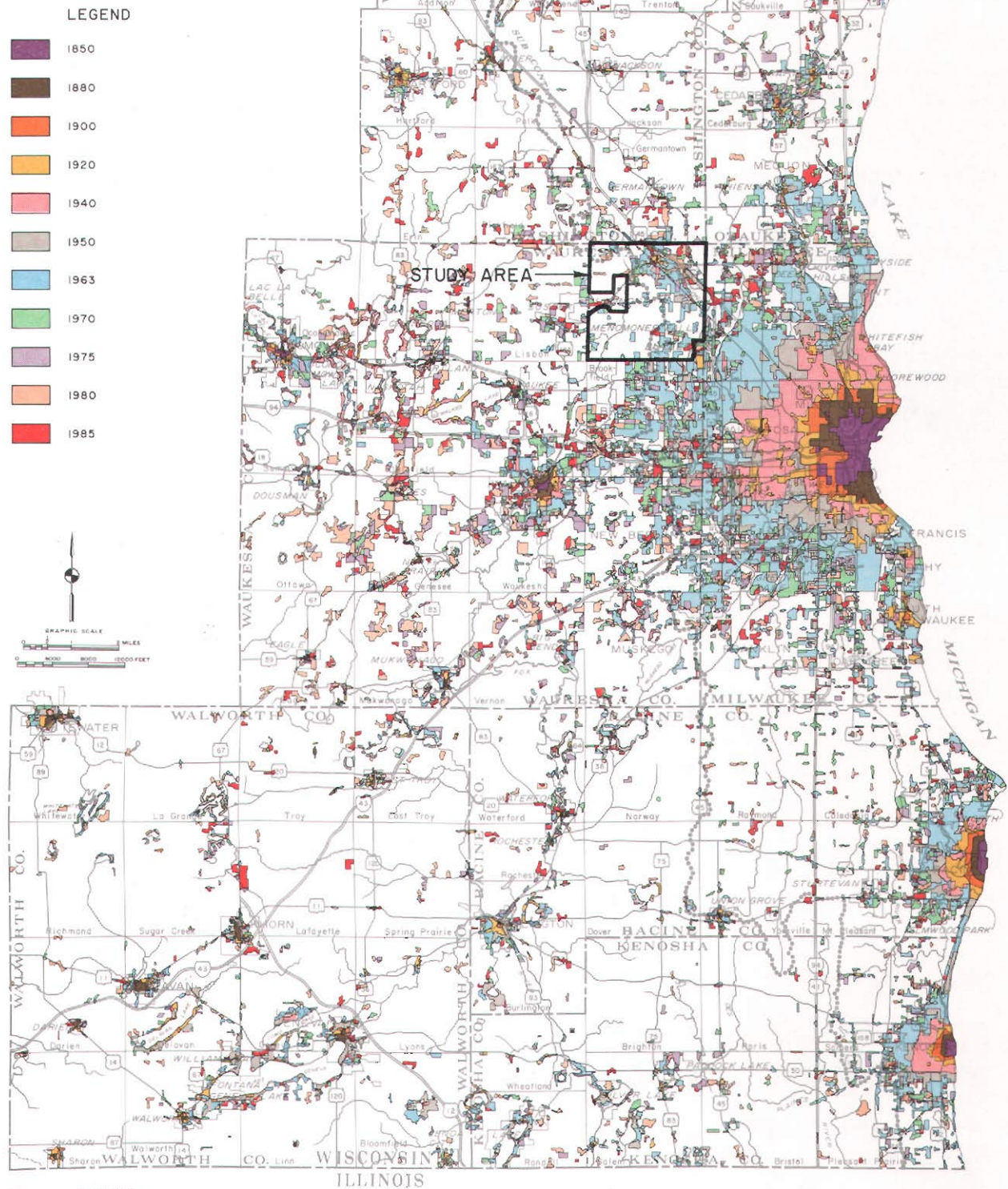
The planning area considered consists of the area within the corporate limits of the Village of Menomonee Falls. The Village is located in northeastern Waukesha County. As shown on Map 1, the Village is bounded on the north by the Village of Germantown; on the south by the City of Brookfield; on the east by the City of Milwaukee and the Village of Butler; and on the west by the Village of Lannon and the Town of Lisbon. The Village of Menomonee Falls consists of U. S. Public Land Survey Sections 1 through 7, Sections 9 through 16, and Sections 21 through 35 in Township 8 North, Range 20 East. The Village encompasses an area of approximately 21,374 acres, or about 33.4 square miles.

REGIONAL INFLUENCES

Sound planning practice dictates that local plans be prepared within the framework of adopted areawide plans. The Southeastern Wisconsin Regional Planning Commission is the

Map 1

**LOCATION OF THE VILLAGE OF
MENOMONEE FALLS IN THE
SOUTHEASTERN WISCONSIN
REGION AND THE HISTORIC URBAN
GROWTH IN THE AREA: 1850-1980**



Source: SEWRPC.

official areawide planning agency for the seven-county Southeastern Wisconsin Region, which includes Waukesha County and the Village of Menomonee Falls. The Commission has, since its creation in 1960, pursued the preparation of an advisory plan for the physical development of the Region through the systematic formulation of those elements of such a plan most important to the units and agencies of government operating within the Region.

The adopted regional land use plan, as set forth in SEWRPC Planning Report No. 25, A Regional Land Use and a Regional Transportation Plan for Southeastern Wisconsin: 2000, Volume 1, April 1975, and Volume 2, May 1978, with related amendments, provides recommendations regarding the amount, spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and probable future resident population and economic activity levels in the Region. Particularly pertinent to the preparation of a land use plan for the Village of Menomonee Falls are the recommendations for the preservation of the primary environmental corridors and prime agricultural lands of the Region and for the encouragement of a more compact pattern of urban development. Such development is encouraged to occur in those areas of the Region which are covered by soils suitable for such use, which are not subject to special hazards such as flooding, and which can be readily served by such essential urban facilities as public sanitary sewerage and water supply. These three major recommendations of the regional land use plan elements provided the basic framework around which the recommended village land use plan was updated.

The adopted regional transportation system plan, as presented in SEWRPC Planning Report No. 25, describes how the regional land use plan can best be served by highway and transit facilities. It recommends a functional and jurisdictional system of arterial streets and highways to serve the Region through the design year 2000, together with a functional network of various types of transit lines. The regional transportation system plan was developed on the basis of careful quantitative analyses of existing and probable future traffic movements, and of existing highway and transit system capacity and use. The adopted regional airport system plan, as set forth in SEWRPC Planning

Report No. 38, A Regional Airport System Plan for Southeastern Wisconsin: 2010, May 1987, recommends a coordinated set of airport facility and service improvements intended to provide the Southeastern Wisconsin Region with an airport system able to serve the commercial and general aviation needs of the area in an efficient and cost-effective manner. The report thus identifies the airports required in southeastern Wisconsin to provide the Region with necessary air transportation services.

The adopted regional park, outdoor recreation, and related open space plan, as described in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000, November 1977, identifies the park and open space needs of the Region and recommends a system of facilities to meet those needs over time. The plan contains recommendations for open space reservation, for the provision of a system of large regional resource-oriented parks and recreational corridors, and for the provision of a system of smaller urban parks.

While recommendations contained in the adopted regional land use, transportation system, airport system, and park and open space plans were considered of primary importance in updating the land use plan and transportation elements of the village comprehensive plan, the adopted regional housing plan and the regional water quality management plan also provided guidance in the effort. The regional housing plan, set forth in SEWRPC Planning Report No. 20, A Regional Housing Plan for Southeastern Wisconsin, February 1975, identifies housing needs within the Region and recommends resources which would help meet those needs. The report includes data on the existing housing stock in the Region, the cost of buying and occupying new housing, housing financing and technology, governmental activity in housing, housing needs, constraints on the availability of housing, and alternative housing allocation strategies, and provides a recommended regional housing plan. In addition to considering the housing problems of the Region as a whole, the report addresses the housing problems and needs of the smaller, subregional areas as well. The updated land use plan herein presented reflects the specific housing recommendations for the Village contained in the regional housing plan.

The major findings and recommendations of the water quality management planning program

for southeastern Wisconsin are described in SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for the Southeastern Wisconsin Region: 2000, Volume 1, September 1978, Volume 2, February 1979, and Volume 3, June 1979. The plan documented in this report consists of a land use and sanitary sewer service area element, a wastewater sludge management element, and a water quality monitoring element. Certain of the water quality management plan recommendations, particularly those related to the delineation of a sanitary sewer service area for the Village of Menomonee Falls, are reflected in the updated land use plan herein presented.

In addition to the regional plan elements, there are two subregional plan elements of importance to the Village of Menomonee Falls. These plans are the plans for the Fox River and Menomonee River watersheds as documented in SEWRPC Planning Report No. 12, A Comprehensive Plan for the Fox River Watershed, Volume 1, April 1969, and Volume 2, February 1970, and SEWRPC Planning Report No. 26, A Comprehensive Plan for the Menomonee River Watershed, Volume 1 and Volume 2, October 1976. These subregional plans contain recommendations for floodland management, water pollution abatement, and water supply management which pertain to the Village of Menomonee Falls.

LOCAL PLANNING EFFORTS

A general plan for community development was prepared for the Village of Menomonee Falls in 1960 by Nelson-Ball Associates of Milwaukee, Wisconsin. The general plan, or comprehensive plan, consisted of several elements, including a land use plan, a sanitary sewerage system plan, a transportation system plan, and a central village area revitalization plan. The plan included information on the Village's geography, population and occupation characteristics, land uses and transportation system, parks, fire stations, sanitary sewer service and water supply, and economic base. The plan presented recommendations for residential, commercial, and industrial developments. A proposed transportation system, along with urban design standards for arterial, local, and collector streets, was also identified.

The 1960 plan called for the orderly and progressive development of its industry base over the 30-

year time period, extending to the year 1990. To achieve this goal, the plan recommended that the Village identify and reserve the appropriate land areas suitable for residential, commercial, and industrial development; provide the related services, such as public sanitary sewer and water facilities, and police and fire protection; develop high-capacity traffic facilities for both local and interregional circulation; and offer a high quality of life for the resident population.

The 1960 general plan presented specific recommendations pertaining to the development of a sanitary sewerage system plan. These recommendations in the planning effort included: the programmed connection of the Village to the Milwaukee Metropolitan Sewerage District; the creation of special assessment districts; the abandoning of the Village's sewage treatment facility; and the permanent retention of the Fox River watershed as a low-density, unsewered area in order to prevent pollution of the Fox River. In conducting this effort, the plan identified significant natural resource areas such as wetlands and floodplains, noting that these areas are generally not well suited to urban development, not only because of potential flood hazards, but also because of the presence of high water tables and of soils poorly suited to urban development.

The 1960 revitalization plan element of the general plan consisted of two separate, though closely related, functional area plans—a central business district plan and a community educational and administrative plan. The basic concept was the creation of a pedestrian-oriented center with through traffic rerouted around the Village's central area. By establishing a pedestrian-oriented environment, the planners aimed at creating colorful squares and malls around which a variety of urban land uses could be grouped.

While the plan contained many concepts still held valid in the community, the 1960 general plan was not formally adopted by either the Village Plan Commission or the Village Board.

The primary purpose of the requested planning effort was to update the existing village land use plan as set forth in the report entitled Village of Menomonee Falls Master Plan, prepared by Maynard W. Meyer & Associates of Milwaukee, Wisconsin, in 1973. This original plan, intended to assist the village officials in guiding and

directing development, was carefully designed to meet local development goals and objectives. The plan effort included information on the Village's natural features, public utilities, land use pattern, demographic conditions, transportation system, and historic growth.

The plan presented a recommended transportation plan, conservancy plan, and land use plan. As an "ultimate" plan, it was not targeted to a specific design year. The 1973 master plan is shown in graphic summary form on Map 2.

This master plan envisioned that the resident population of the Village could ultimately reach between 125,000 and 150,000 persons when the Village was fully developed for urban uses. Accordingly, the plan recommended that agricultural lands be considered as holding zones until such time that public sanitary sewerage and water supply facilities became available and the lands could be converted to urban uses. The 1973 master plan recommended that industrial development be given a high priority, along with commercial development, in order to enhance the tax base.

The 1973 master plan also indicated a need for, and was successful in attaining, more neighborhood parks and playgrounds and an additional elementary and high school to serve the community. In addition, the plan recommended development of a system of parkway trails along streams and through attendant floodplains and conservancy areas to accommodate pedestrian, equestrian, bicycle, and other nonmotorized recreational uses. In a recent effort to implement this recommendation, Waukesha County acquired the abandoned Chicago, Milwaukee, St. Paul & Pacific Railroad right-of-way from Appleton Avenue west to the Village of Lannon for use as a scenic trail and cross-country skiing facility.

The 1973 master plan recommended improvement and expansion of the Village's transportation system, endorsing the construction of the once proposed Bay Freeway as well as improvements to a number of surface arterial streets. The once proposed freeway facilities were removed from the approved transportation system plan in 1978, when strong opposition to the then proposed construction developed. Improvements to the surface arterial system of the Village have been made in accordance with the 1973 plan, including the improvement of

STH 74 to a divided arterial from the county line westward to USH 41; the improvement of Pilgrim Road at the USH 41 interchange; the improvement of Silver Spring Road to a four-lane divided major arterial from the county line to Pilgrim Road; and the improvements of CTH Q and Lannon Road.

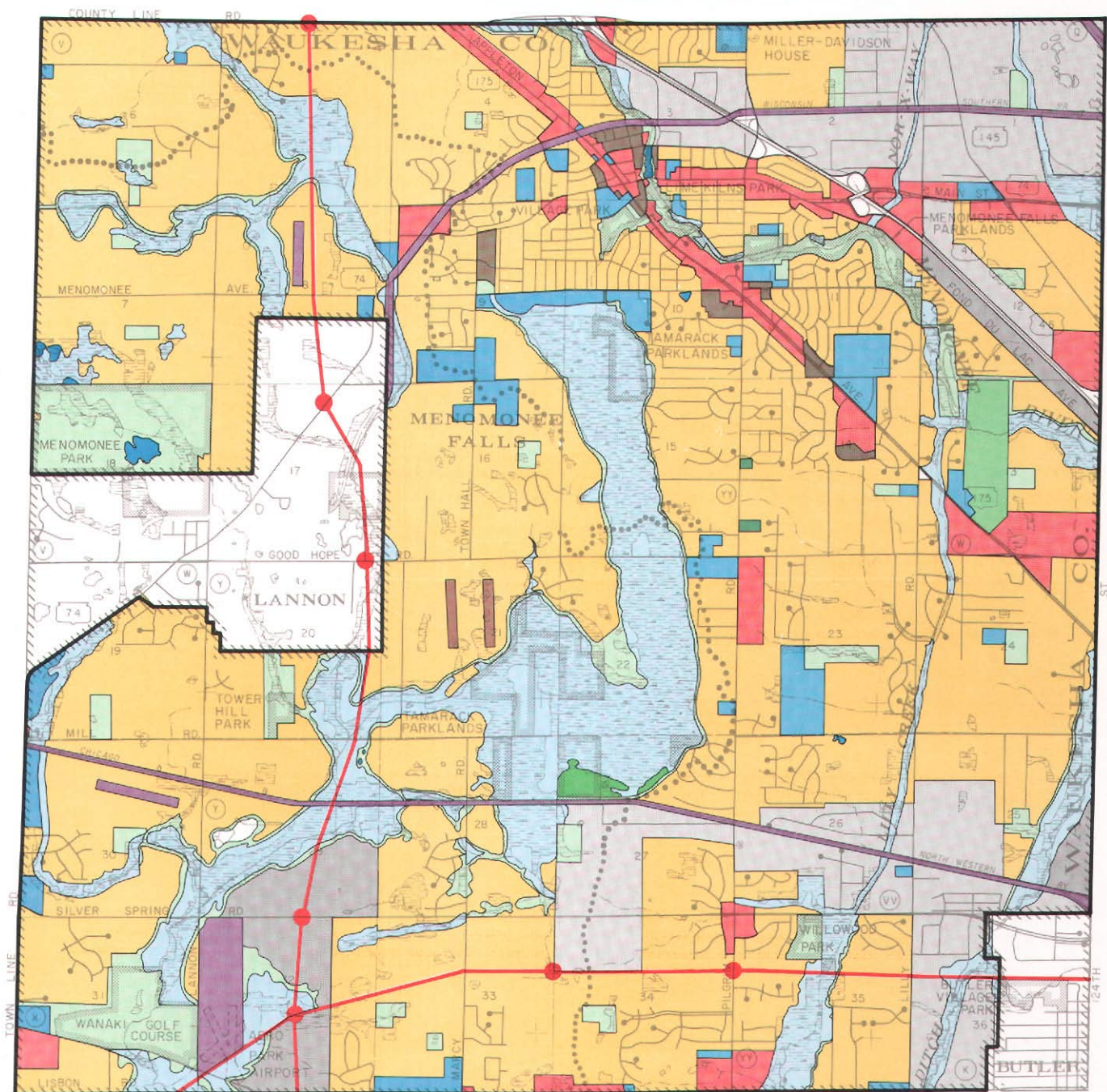
The 1973 master plan also envisioned that the Village would be served by freeway flyer bus routes centered on the Milwaukee central business district and operated by Milwaukee County. Based upon these recommendations, two publicly owned carpool and freeway flyer parking lots and terminals were constructed, one at the USH 41 and Pilgrim Road, and the other at the USH 45 and Good Hope Road. The USH 41 and Pilgrim Road lot provides 70 parking spaces. On an average weekday during 1986, 73 percent of the spaces were utilized by commuters. The USH 45 and Good Hope Road lot provides 135 parking spaces. Public transit service to this lot was not provided during 1986, resulting in only 8 percent of the spaces being utilized by carpools on an average day in 1986.

The 1973 master plan was recommended by the Village Plan Commission for Village Board adoption on March 3, 1975. The plan was formally adopted by the Village Board on March 10, 1975. The plan contained much information and many recommendations of value and, while now obsolete, was carefully reviewed as a part of the current planning effort in order to incorporate into the effort those recommendations held to be still valid.

In 1980, a park plan was prepared for the Village by the firm of Stiefvater Associates Landscape Architects, Inc. The plan is documented in a report entitled: A Comprehensive Plan for Parks and Recreation for the Village of Menomonee Falls, January 1980. The plan was intended to qualify the Village of Menomonee Falls for federal and state assistance in acquiring and developing land and water areas and facilities for outdoor recreation. The study on which the plan was based inventoried and categorized existing physical features and existing park facilities based upon their intrinsic values; applied recommended park and recreation standards to identify park and recreation needs; and determined priorities for park and recreation development and acquisition. The plan recommended development priorities for the existing parklands and school recreation facilities

Map 2

MASTER PLAN LAND USE MAP FOR THE VILLAGE OF MENOMONEE FALLS: 1973

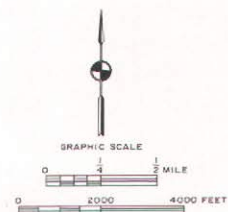


LEGEND

- SINGLE - FAMILY RESIDENTIAL
- MULTI - FAMILY RESIDENTIAL
- COMMERCIAL
- OFFICE PARK
- INDUSTRIAL
- INSTITUTIONAL

- TRANSPORTATION
- PARK AND RECREATION - PUBLIC
- PARK AND RECREATION - PRIVATE
- CONSERVANCY - WETLANDS
- FLOODLANDS
- WATER

- PROPOSED FREEWAY
- PROPOSED FREEWAY INTERCHANGE



Source: Maynard W. Meyer & Associates.

between 1980 and 1985 and for the year 2000. In an effort to provide for the preservation of important natural resource features in the Village, parcels of land have been acquired in the Menomonee River Parkway Corridor and in the Tamarack Bog, in accordance with the plan. However, very few of the proposed park and recreation area development projects identified in the plan have been implemented.

The adopted countywide economic development plan described in SEWRPC Community Assistance Planning Report No. 118, Waukesha County Overall Economic Development Program Plan, December 1985, identifies historic economic development and related activities in the County, inventories and analyzes economic development-related physical, social, and economic characteristics of the County; and identifies the initial elements of an economic development program designed to help improve economic conditions in the County. This plan was intended to meet the U. S. Department of Commerce, Economic Development Administration, requirements for designation of Waukesha County as a "redevelopment area." Such designation has made the County and the local units of government within the County eligible to apply for federal grants in support of public works and other facility development which would result in the creation of permanent jobs. In addition, the designation of the County as a redevelopment area enables private businesses to apply to the Economic Development Administration through local financial institutions for business loan guarantees.

The adopted countywide overall economic development plan was refined and detailed by the Regional Planning Commission in response to a request from the Village of Menomonee Falls in July 1986. The resulting economic development plan, prepared in cooperation with the Village of Menomonee Falls Economic Development Study Advisory Committee, is documented in SEWRPC Memorandum Report No. 15, Overall Economic Development Program Plan, Village of Menomonee Falls, Waukesha County, Wisconsin, September 1987. The Village's economic development program plan identifies the need for various economic development activities in

the Village; identifies constraints on, and potentials for, economic development in the Village; and recommends certain specific economic development program activities designed to improve economic conditions in the Village.

The findings and recommendations of these regional, subregional, county, and local plans have important implications for any land use and transportation system planning effort for the Village of Menomonee Falls, and were therefore carefully reviewed in preparing this land use and transportation system plan element update.

ORGANIZATION OF THE REPORT

This community assistance planning report, which describes the updated land use plan and the attendant transportation system plan, is organized into eight chapters. Chapter I, "Introduction," provides a brief historical background of the planning request; provides the purpose of the planning effort; defines the planning area, and identifies regional, county, and local plan elements affecting the land use plan update. Chapter II, "Demographic and Economic Inventories, Analyses, and Forecasts," provides pertinent data on historic, existing, and probable future employment levels, and on certain population characteristics, such as age, sex, and household size. Chapter III, "Inventory of Existing Land Use and Environmental Corridors," presents pertinent data on the historical and existing land use pattern of the Village. Chapter IV, "Objectives, Principles, and Standards," presents a set of recommended land use and transportation system development objectives and supporting principles and standards for the Village. Chapter V, "Community Land Use and Transportation System Requirements," presents the key requirements to meet the updated land use and attendant transportation system plan elements. Chapter VI, "Initially Recommended and Locally Preferred Land Use and Transportation System Plans: 2010," describes the preliminary and final land use and transportation system plan elements for the Village. Chapter VII, "Plan Implementation," presents recommendations for implementing the final plans. Chapter VIII, "Summary," provides an overview of the planning report.

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Chapter II

DEMOGRAPHIC AND ECONOMIC INVENTORIES, ANALYSES, AND FORECASTS

INTRODUCTION

Information on the size and pertinent characteristics of the resident population, on economic activity, and on changes in these factors over time is essential to the sound preparation of any community land use and transportation system plan. Information concerning these factors not only contributes to the understanding of some of the most basic characteristics of a community, but directly influences land use needs. The primary purpose of these plans is to meet those needs in an environmentally sound and efficient manner.

The population, employment, and land use forecasts selected for use in the land use plan and transportation system update for the Village of Menomonee Falls were based upon careful consideration of a range of alternative population and employment levels for the Southeastern Wisconsin Region, Waukesha County, and the Village of Menomonee Falls, as shown in Table 1. This range was based upon a set of alternative futures developed by the Regional Planning Commission and used by that Commission for both regional and local planning purposes. The range is believed to represent the reasonable extremes likely to occur within the Region, as well as within Waukesha County and the Village of Menomonee Falls.

As already noted, three alternative futures were developed by the Regional Planning Commission for the Southeastern Wisconsin Region: an optimistic future scenario, an intermediate future scenario, and a pessimistic future scenario. As indicated in Table 1, the optimistic future scenario envisions that the number of jobs available in the Region will increase from about 872,000 in 1985 to about 1,252,000 by the year 2010, an increase of about 380,000 jobs, or about 44 percent; and that the resident population of the Region will increase from about 1,743,000 in 1985 to about 2,316,000 in the year 2010, an increase of about 573,000 persons, or about 33 percent. In Waukesha County, the optimistic future scenario envisions the number of jobs available in the County increasing from about 124,000 in 1985 to about 232,000 jobs by the year

2010, an increase of about 108,000 jobs, or about 87 percent; and the resident population increasing from about 286,000 persons in 1985 to about 469,000 persons in the year 2010, an increase of about 183,000 persons, or about 64 percent. For the Village of Menomonee Falls, it envisions the number of jobs available increasing from about 16,900 in 1985 to about 22,700 in the year 2010, an increase of about 5,800 jobs, or about 34 percent; and the resident population increasing from about 27,000 in 1985 to about 45,700 persons in the year 2010, an increase of about 18,700 persons, or about 69 percent.

The optimistic future scenario envisions that as population and economic growth takes place, most new urban development will occur at medium densities contiguous to and outward from the existing urban centers of the Region; and that urban development will be served by a full range of facilities such as public water and sanitary sewerage. The future assumes that the Region as a whole will experience only a slight decline in household size, with a return to more conventional lifestyles and with increased birth rates and family sizes. This future also assumes that the Region will be competitive with other areas of the United States over the next three decades, and that the pattern of out-migration of population and of economic activities and jobs experienced in the recent past will subside. This greater attractiveness would be due to such factors as the availability of ample supplies of high-quality water; the availability of certain raw materials, particularly agriculturally related materials; the presence of a well-maintained transportation network; low-cost public utilities, including sanitary sewerage, public water supply, and electric power; a high-quality environment; ample recreational opportunities; a high-quality labor force; an improved tax structure; and receptive community attitudes toward the needs of business and industry.

The intermediate future scenario envisions that the number of jobs in the Region will increase from about 872,000 in 1985 to about 1,051,000 by the year 2010, an increase of about 179,000 jobs, or about 21 percent; and that the resident population will increase from about 1,743,000

Table 1

**ALTERNATIVE FUTURES FOR SOUTHEASTERN WISCONSIN,
WAUKESHA COUNTY, AND THE VILLAGE OF MENOMONEE FALLS: 2010**

Demographics	Existing Year 1985	Year 2010 Projection		
		Pessimistic Scenario	Intermediate Scenario	Optimistic Scenario
Region ^a				
Population	1,742,700	1,517,100	1,872,100	2,316,000
Jobs	871,900	870,900	1,051,300	1,251,600
Waukesha County				
Population	285,900	253,600	364,300	469,400
Jobs	124,100	164,600	196,600	231,500
Village of Menomonee Falls				
Population	27,000	24,400	35,600	45,700
Jobs	16,900	15,800	19,000	22,700

^aRegion includes Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

Source: SEWRPC.

persons in 1985 to about 1,872,000 persons in 2010, an increase of about 129,000 persons, or about 7 percent. The intermediate future scenario envisions that the total number of jobs in Waukesha County will increase from about 124,000 in 1985 to about 197,000 jobs by the year 2010, an increase of about 73,000 jobs, or about 58 percent; and that the resident population will increase from about 286,000 persons in 1985 to about 364,000 persons by the year 2010, an increase of about 92,000, or about 32 percent. For the Village of Menomonee Falls, the total number of jobs under the intermediate future scenario will increase slightly from about 16,900 in 1985 to about 19,000 in the year 2010, an increase of about 2,100 jobs, or about 12 percent.

This future assumes that even though some out-migration of population and jobs will continue, the relative attractiveness of the area will result in a stabilization of the population and employment. The assumptions underlying this future include replacement level birthrates and a continued decline in household size. Even though there would be some decrease in the younger age groups, the retirement-age population would be expected to show an increase under this alternative future.

The pessimistic future scenario, on the other hand, envisions that the total number of jobs in the Region will experience a slight decrease from about 872,000 total jobs to about 871,000 total jobs by the year 2010, a decrease of about 0.1 percent. This future envisions that the resident population will also decrease by the year 2010 to about 1,517,000 persons, a decrease of about 226,000 persons, or about 13 percent. In Waukesha County, however, the pessimistic future scenario envisions that the number of jobs will continue to increase from about 124,000 to about 165,000 jobs in the year 2010, an increase of about 41,000 jobs, or about 33 percent; and that the resident population of Waukesha County will decrease somewhat from about 286,000 persons in 1985 to about 254,000 persons in the year 2010, a decrease of about 32,000 persons, or about 11 percent. For the Village of Menomonee Falls, the pessimistic future scenario envisions that the number of jobs will decrease slightly from about 16,900 to about 15,800 by the year 2010, a decrease of about 1,100 jobs, or about 7 percent; and that the resident population will decrease from about 27,000 persons in 1985 to about 24,400 persons in 2010, a decrease of about 2,600 persons, or about 10 percent.

The pessimistic future scenario envisions continued out-migration of population and jobs from the Region. This would be due, in part, to a decline in the ability of the Region to compete with other regions of the United States for economic activity, and in part to a growth in nontraditional lifestyles, including lower than replacement level birthrates, continuing declines in household size, and increasing female participation in the labor force.

The centralized development pattern was used in developing all three alternative future scenarios. With respect to the development pattern, the optimistic alternative future scenario projects modest development for the Region and significant development for Waukesha County and the Village of Menomonee Falls over the planning period. The intermediate alternative future scenario projects slight development for the Region and modest development for Waukesha County and the Village of Menomonee Falls. The pessimistic alternative future scenario projects a decline in development for the Region, Waukesha County, and the Village of Menomonee Falls. Thus, under the three alternative future scenarios presented, the future resident population of the Village of Menomonee Falls could range from a low of about 24,400 persons to a high of about 45,700 persons by the year 2010. Economic activity levels in the Village could range from a low of about 15,800 jobs to a high of about 22,700 jobs by the year 2010.

The intermediate future scenario, within the framework of a centralized development pattern, was selected by the Regional Planning Commission as the basis for the preparation of the recommended or "intermediate future scenario" land use plan element for the Village of Menomonee Falls. In order to set this future scenario into perspective, the historical population levels of the State, the Region, Waukesha County, and the Village of Menomonee Falls are presented in Table 2 and graphically illustrated in Figure 1. This table and the accompanying illustration indicate that the Village experienced a very slow, but steady increase in resident population from 1900 to 1950 and a very rapid increase from 1950 to 1970. The Village experienced an actual decline in population from 1970 to 1980 and a stable population level from 1980 to 1985. Figure 1 graphically shows the historical and forecast future population levels for the Village

of Menomonee Falls based upon the pessimistic, intermediate, and optimistic alternative future scenarios.

HISTORICAL AND PROBABLE FUTURE AGE DISTRIBUTION

The historical and probable future population distribution by age group for the Southeastern Wisconsin Region, Waukesha County, and the Village of Menomonee Falls is set forth in Table 3 for the years 1980 and 2010. The population forecasts shown for the year 2010 are based upon the centralized development pattern, and the table provides population projections for the pessimistic, intermediate, and optimistic future scenarios, thereby representing three different population levels that may be expected for the various age groups.

Within the Region, the population of the age group under 5 years of age, representing the preschool population, may be expected to change from about 128,000 in 1980 to between 80,000 and 151,000 by the year 2010. There would be a decrease in this age group of about 48,000 persons, or about 38 percent, under the pessimistic future scenario, and an increase of about 23,000 persons, or about 18 percent, under the optimistic future scenario. In Waukesha County, the population of this age group may be expected to change from about 20,000 in 1980 to between 13,000 and 28,000 by the year 2010. There would be a possible decrease in this age group of about 7,000 persons, or 35 percent, under the pessimistic future scenario, and an increase of 8,000 persons, or 40 percent, under the optimistic future scenario. In the Village of Menomonee Falls, the population of this age group may be expected to change from 1,400 in 1980 to between 1,200 and 2,700 persons by the year 2010. There would be a possible decrease in this age group of about 200 persons, or 14 percent, under the pessimistic scenario and an increase of 1,300 persons, or 93 percent, under the optimistic future scenario.

The population within the Region of the 5 to 14 year age group, representing the elementary school-age population, may be expected to change from 274,000 in 1980 to between 172,000 and 298,000 by the year 2010. There would be a decrease in this age group of about 102,000 persons, or about 37 percent, under the pessimis-

Table 2

HISTORIC POPULATIONS FOR THE STATE OF WISCONSIN, THE SOUTHEASTERN WISCONSIN REGION, WAUKESHA COUNTY, AND THE VILLAGE OF MENOMONEE FALLS: 1850-1985

Year	Wisconsin		Southeastern Wisconsin Region		Waukesha County		Village of Menomonee Falls	
	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period
1850	305,391	--	113,389	--	19,258	--	--	--
1860	775,881	154.1	190,409	67.9	26,831	39.3	--	--
1870	1,054,670	35.9	223,546	17.4	28,274	5.4	--	--
1880	1,315,497	24.4	277,119	24.0	28,957	2.4	--	--
1890	1,693,330	28.7	386,774	39.6	33,270	14.9	--	--
1900 ^a	2,069,042	22.2	501,808	29.7	35,229	5.9	687	--
1910	2,333,860	12.8	631,161	25.8	37,100	5.3	919	33.8
1920	2,632,067	12.8	783,681	24.2	42,612	14.9	1,019	10.9
1930	2,939,006	11.7	1,006,118	28.4	52,358	22.9	1,291	26.7
1940	3,137,587	6.8	1,067,699	6.1	62,744	19.8	1,469	13.8
1950	3,434,575	9.5	1,240,618	16.2	85,901	36.9	2,469	68.1
1960	3,952,771	15.1	1,573,620	26.8	158,249	84.2	18,276 ^b	640.2
1970	4,417,933	11.8	1,756,086	11.6	231,338	46.2	31,697	73.4
1980	4,689,055	6.1	1,764,919	0.5	280,326	21.2	27,845	-12.2
1985 ^c	4,779,021	1.9	1,742,742	-1.3	285,904	2.0	27,039	-2.9

^aThe Village of Menomonee Falls was incorporated in 1892.

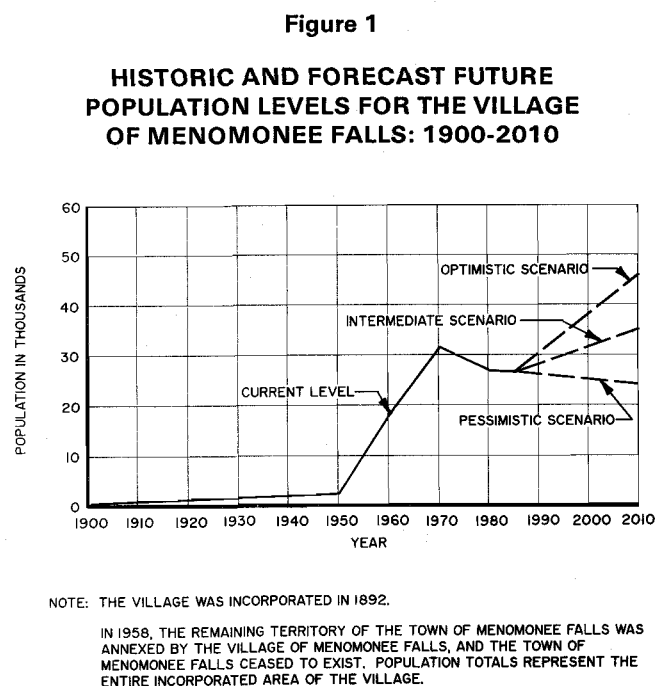
^bIn 1958, the remaining territory of the Town of Menomonee Falls was annexed by the Village of Menomonee Falls, and the Town of Menomonee Falls ceased to exist. Population totals represent the entire incorporated area of the Village of Menomonee Falls.

^cData based upon Wisconsin Department of Administration population estimates.

Source: SEWRPC.

tic future scenario and an increase of about 24,000 persons, or about 9 percent, under the optimistic scenario. In Waukesha County, the population of this age group may be expected to change from about 51,000 in 1980 to between 32,000 and 62,000 by the year 2010. This range represents a decrease in this age group of about 19,000 persons, or about 37 percent, under the pessimistic future scenario and an increase of about 11,000 persons, or about 22 percent, under the optimistic future scenario. In the Village of Menomonee Falls, the population of this age group may be expected to change from about 4,500 in 1980 to between 3,100 and 6,000 by the year 2010. This would represent a decrease in this age group of about 1,400 persons, or 31 percent, under the pessimistic future scenario, and an increase of about 1,500 persons, or about 33 percent, under the optimistic future scenario.

The population within the Region of the 15 to 19 year age group, representing the high school-age population, may be expected to decrease from



Source: SEWRPC.

Table 3

**HISTORIC AND ALTERNATIVE FUTURE COMPOSITION OF THE RESIDENT
POPULATION BY AGE GROUP AND SEX IN THE SOUTHEASTERN WISCONSIN
REGION, WAUKESHA COUNTY, AND THE VILLAGE OF MENOMONEE FALLS: 1980**

Age Group	Southeastern Wisconsin Region: 1980					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	65,588	7.7	62,497	6.9	128,085	7.3
5 to 14	139,738	16.3	134,348	14.8	274,086	15.5
15 to 19	84,952	10.0	83,945	9.2	168,897	9.6
20 to 64	487,407	57.0	511,150	56.1	998,557	56.4
65 and Older	76,440	9.0	118,854	13.0	195,294	11.2
All Ages	854,125	100.0	910,794	100.0	1,764,919	100.0

Alternative Forecast Range: 2010						
Age Group	Pessimistic Future Scenario					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	40,789	5.6	39,322	5.0	80,111	5.3
5 to 14	87,444	12.0	84,580	10.7	172,024	11.3
15 to 19	50,540	6.9	49,184	6.2	99,724	6.6
20 to 64	464,603	63.8	482,585	61.2	947,188	62.4
65 and Older	84,964	11.7	133,171	16.9	218,035	14.4
All Ages	728,240	100.0	788,842	100.0	1,517,082	100.0

Alternative Forecast Range: 2010						
Age Group	Intermediate Future Scenario					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	56,481	6.2	54,347	5.6	110,828	5.9
5 to 14	113,654	12.6	109,487	11.3	223,141	11.9
15 to 19	63,740	7.0	61,308	6.3	125,048	6.7
20 to 64	566,745	62.7	581,495	60.1	1,148,234	61.3
65 and Older	103,771	11.5	161,056	16.7	262,833	14.2
All Ages	904,391	100.0	967,693	100.0	1,872,084	100.0

Alternative Forecast Range: 2010						
Age Group	Optimistic Future Scenario					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	76,709	6.8	73,831	6.2	150,540	6.5
5 to 14	151,724	13.5	145,845	12.2	297,569	12.8
15 to 19	82,371	7.3	79,282	6.7	161,653	7.0
20 to 64	686,009	61.0	696,770	58.5	1,382,779	58.7
65 and Older	128,041	11.4	195,503	16.4	323,544	14.0
All Ages	1,124,854	100.0	1,191,231	100.0	2,316,085	100.0

Table 3 (continued)

Age Group	Waukesha County: 1980					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	10,370	7.4	9,684	6.9	20,054	7.2
5 to 14	26,057	18.6	24,870	17.6	50,857	18.1
15 to 19	15,305	10.9	14,227	10.1	29,532	10.5
20 to 64	79,410	57.0	79,559	56.7	158,969	56.7
65 and Older	8,584	6.1	12,330	8.7	20,914	7.5
All Ages	139,726	100.0	140,600	100.0	280,326	100.0

Alternative Forecast Range: 2010						
Age Group	Pessimistic Future Scenario					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	6,627	5.4	6,386	4.9	13,013	5.1
5 to 14	16,255	13.1	15,719	12.1	31,974	12.6
15 to 19	8,599	6.9	8,366	6.4	16,965	6.7
20 to 64	75,172	60.8	75,471	58.1	150,643	59.4
65 and Older	17,017	13.8	23,988	18.5	41,005	16.2
All Ages	123,670	100.0	129,930	100.0	253,600	100.0

Alternative Forecast Range: 2010						
Age Group	Intermediate Future Scenario					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	10,333	5.8	9,932	5.4	20,265	5.6
5 to 14	23,953	13.4	23,006	12.4	46,959	12.9
15 to 19	12,594	7.1	12,114	6.5	24,708	6.8
20 to 64	107,648	60.3	106,679	57.4	214,327	58.8
65 and Older	24,025	13.4	34,016	18.3	58,041	15.9
All Ages	178,553	100.0	185,474	100.0	364,300	100.0

Alternative Forecast Range: 2010						
Age Group	Optimistic Future Scenario					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	14,183	6.1	13,642	5.7	27,825	5.9
5 to 14	31,416	13.6	30,117	12.6	61,533	13.1
15 to 19	16,357	7.1	15,658	6.6	32,015	6.8
20 to 64	138,298	60.0	135,970	57.0	274,268	58.8
65 and Older	30,485	13.2	43,270	18.1	73,755	15.7
All Ages	230,739	100.0	238,657	100.0	469,396	100.0

Table 3 (continued)

Age Group	Village of Menomonee Falls: 1980					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	744	5.4	686	4.5	1,430	5.2
5 to 14	2,380	17.2	2,170	15.6	4,550	16.4
15 to 19	1,921	13.8	1,805	7.5	3,726	13.4
20 to 64	8,101	58.4	7,241	52.2	16,307	58.8
65 and Older	722	5.2	997	7.2	1,719	6.2
All Ages	13,868	100.0	13,864	100.0	27,732	100.0

Alternative Forecast Range: 2010						
Age Group	Pessimistic Future Scenario					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	638	5.4	614	4.9	1,252	5.1
5 to 14	1,564	13.1	1,513	12.1	3,077	12.6
15 to 19	827	6.9	805	6.4	1,632	6.7
20 to 64	7,232	60.8	7,260	58.1	14,492	59.4
65 and Older	1,636	13.8	2,308	18.5	3,944	16.2
All Ages	11,897	100.0	12,500	100.0	24,397	100.0

Alternative Forecast Range: 2010						
Age Group	Intermediate Future Scenario					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	1,010	5.8	971	5.3	1,981	5.6
5 to 14	2,341	13.4	2,249	12.4	4,590	12.9
15 to 19	1,231	7.1	1,184	6.5	2,415	6.8
20 to 64	10,520	60.3	10,427	57.5	20,947	58.8
65 and Older	2,348	13.4	3,324	18.3	5,672	15.9
All Ages	17,450	100.0	18,155	100.0	35,605	100.0

Alternative Forecast Range: 2010						
Age Group	Optimistic Future Scenario					
	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Under 5	1,381	6.1	1,328	5.7	2,709	5.9
5 to 14	3,059	13.6	2,932	12.6	5,991	13.1
15 to 19	1,592	7.1	1,524	6.6	3,116	6.8
20 to 64	13,465	59.9	13,237	57.0	26,702	58.5
65 and Older	2,968	13.2	4,212	18.1	7,180	15.7
All Ages	22,465	100.0	23,333	100.0	45,698	100.0

Source: SEWRPC.

about 169,000 in 1980 to between 100,000 and 162,000 by the year 2010. In Waukesha County, the population of this age group may be expected to change from 30,000 in 1980 to between 17,000 and 32,000 by the year 2010. This range represents a decrease in this age group of about 13,000 persons, or 76 percent, under the pessimistic scenario, and an increase of about 2,000 persons, or about 7 percent, under the optimistic scenario. In the Village of Menomonee Falls, the population of this group may be expected to change from 3,700 in 1980 to between 1,600 and 3,100 by the year 2010, a decrease in this age group of about 2,100 persons, or about 57 percent, under the pessimistic scenario, and of about 600 persons, or about 16 percent, under the optimistic future scenario.

The population in the Region of the 20 to 64 year age group, representing the working-age population, may be expected to change from about 999,000 in 1980 to between 947,000 and 1,383,000 in 2010, representing a decrease of 52,000 persons, or about 5 percent, under the pessimistic future scenario, and an increase of 384,000, or about 38 percent, under the optimistic scenario. In Waukesha County, the population of this age group may be expected to change from 159,000 in 1980 to between 151,000 and 274,000 in the year 2010, a decrease in this age group of about 8,000 persons, or about 5 percent, under the pessimistic future scenario, and an increase of about 115,000 persons, or about 72 percent, under the optimistic future scenario. The population of this age group is also expected to change in the Village of Menomonee Falls, from 16,300 in 1980 to between 14,500 and 26,700 in the year 2010, a decrease in this age group of about 1,800, or about 11 percent, under the pessimistic scenario, and an increase of about 10,400 persons, or about 64 percent, under the optimistic future scenario.

The Region's population older than 65 years of age, representing the elderly population, may be expected to increase under all three alternative future scenarios, from about 195,000 in 1980 to between 218,000 and 324,000 in the year 2010, a possible increase of between 23,000 and 129,000, or about 12 to 66 percent. In Waukesha County, the population in this age group may be expected to increase from 21,000 in 1980 to between 41,000 and 74,000 in the year 2010, an increase of between 20,000 and 95,000, or about 95 to 252 percent. In the Village of Menomonee Falls, this

Table 4

COMPARISON OF HISTORIC AND PROBABLE FUTURE POPULATION PER OCCUPIED HOUSING UNIT IN THE SOUTHEASTERN WISCONSIN REGION, WAUKESHA COUNTY, AND THE VILLAGE OF MENOMONEE FALLS: 1960, 1970, 1980, 1985, 2010

Year	Region	Waukesha County	Village of Menomonee Falls
1960 ^a	3.30	3.66	3.87
1970 ^a	3.20	3.66	3.97
1980 ^a	2.75	3.11	3.15
1985 ^b	2.64	3.02	2.98
2010 ^c	2.35	2.66	2.69

^aU. S. Bureau of the Census population data utilized.

^bWisconsin Department of Administration 1985 population estimate.

^cForecast based upon the intermediate future scenario-centralized development pattern.

Source: U. S. Bureau of the Census and SEWRPC.

age group is forecast to increase dramatically from the 1980 level of 1,700 to between 3,900 and 7,200 persons, an increase between 2,200 and 5,500 persons, or about 129 to 324 percent.

The potential changes in the age composition of the population of the Village of Menomonee Falls have important implications for land use planning in the Village. If the future population reaches the higher end of the forecast range, there may be a need for additional elementary schools, as well as the ancillary recreational facilities for children between the ages of 5 and 14. The labor force in the Village is also expected to increase substantially; accordingly, the Village's employment rate may be expected to increase, along with the size and age of the work force. Finally, the changes indicate that a general aging of the population may occur which would significantly affect the demand for additional elderly housing, special transportation services, and health care facilities within the community.

HISTORICAL AND PROBABLE FUTURE HOUSEHOLD SIZE

Table 4 compares the historical and probable future household sizes in the Southeastern Wisconsin Region, Waukesha County, and the

Table 5

**HISTORIC POPULATION AND HOUSING CHARACTERISTICS
OF THE SOUTHEASTERN WISCONSIN REGION, WAUKESHA COUNTY,
AND THE VILLAGE OF MENOMONEE FALLS: 1960-1980**

Characteristic	Southeastern Wisconsin Region					Waukesha County					Village of Menomonee Falls				
	Year			1970-1980		Year			1970-1980		Year			1970-1980	
	1960	1970	1980	Change	Percent	1960	1970	1980	Change	Percent	1960	1970	1980	Change	Percent
Total Population	1,573,620	1,756,083	1,764,919	8,836	0.5	158,249	231,335	280,326	48,991	21.2	18,276	31,697	27,845	-3,852	-12.2
Total Housing Units ^a	500,761	566,756	664,973	98,217	17.3	47,301	65,249	92,622	27,373	42.0	5,039	8,092	9,067	975	12.0
Persons per Occupied Housing Unit	3.30	3.20	2.75	-0.45	14.1	3.66	3.66	3.11	-0.55	-15.0	3.87	3.97	3.15	-0.85	-21.7
Owner-Occupied Year- Round Housing Units	284,707	331,339	389,381	58,042	17.5	33,322	49,597	69,154	19,557	39.4	3,939	6,792	7,162	370	5.4
Renter-Occupied Year- Round Housing Units	181,206	205,147	238,574	33,427	16.3	9,072	12,338	19,398	7,060	57.2	762	1,162	1,633	471	40.5
Vacant Year-Round Housing Units	19,438	20,100	27,791	7,691	38.3	2,076	1,719	2,814	1,095	63.7	338	138	272	134	97.1

^aIncludes seasonal and migratory housing units.

Source: U. S. Bureau of Census and SEWRPC.

Village of Menomonee Falls under the intermediate future scenario-centralized development pattern from 1960 to the year 2010. This table indicates that in 1985, the average number of persons per household in the Village was 2.98, compared to 3.02 in the County and 2.64 in the Region.

Based on the intermediate future scenario, Table 4 also indicates that the average household size in the Region, the County, and the Village may be expected to decline somewhat between 1985 and 2010. These changes in average household size have particularly important implications for housing and residential land use planning, since average household size is a basic factor used to convert a future resident population level to the number of dwelling units needed over a planning period—in this case, to the design year 2010. Based upon a decrease in average household size from 2.98 persons per household in 1985 to 2.69 persons per household in the year 2010 in the Village of Menomonee Falls, a need for a minimum of 3,760 additional housing units may be expected by the year 2010 to meet the housing needs of a forecast resident population of 35,600 persons.

HOUSING CHARACTERISTICS

As shown in Table 5, in 1980 the total number of housing units in the Southeastern Wisconsin Region totaled 664,973 units, an increase of

98,217 housing units, or about 17 percent, between 1970 and 1980. In 1980, there were 92,622 housing units in Waukesha County and 9,067 housing units in the Village of Menomonee Falls, representing increases of 27,373 and 975 total housing units, or 42 percent and 12 percent respectively, during the 1970 to 1980 period.

Table 5 also shows the total number of owner-occupied, year-round housing units; renter-occupied, year-round housing units; and vacant, year-round housing units. In 1980, about 80 percent of the occupied housing units in the Village of Menomonee Falls were owner-occupied, about 18 percent renter-occupied, and 2 percent vacant, as compared to about 59 percent of the housing units in the Region which were owner-occupied, 37 percent renter-occupied, and 4 percent vacant. In Waukesha County, about 76 percent of the occupied housing units were owner-occupied, about 21 percent renter-occupied, and 3 percent vacant.

In 1980, the median monthly mortgage cost in southeastern Wisconsin was \$549, in Waukesha County \$462, and in the Village of Menomonee Falls \$391, indicating that the 1980 mortgage cost per unit in the Village was comparatively lower than that of the Region or the County. In 1980 the median monthly rent paid for renter-occupied housing was \$252 in the Southeastern Wisconsin Region, \$292 in Waukesha County, and \$285 in the Village of Menomonee Falls.

In 1980, the overall vacancy rate for owner-occupied housing in the Village—that is, for the vacant, once owner-occupied housing units that were for sale—was about 3.2 percent. The Region reported 1.1 percent, and Waukesha County 3.0 percent. The overall vacancy rate for rental units in 1980 in the Village of Menomonee Falls was 2.3 percent. In the Region the same rate was 4.3 percent, and in Waukesha County it was 3.4 percent. Regional Planning Commission standards recommend that housing vacancy rates be maintained at a minimum of 1 percent and a maximum of 2 percent for owner-occupied units, and a minimum of 4 percent and a maximum of 6 percent for renter-occupied units. The 1980 Village of Menomonee Falls vacancy rate for owner-occupied housing, 3.2 percent, is higher than the recommended vacancy rate. The Village of Menomonee Falls vacancy rate for renter-occupied housing, 2.3 percent, is lower than the recommended vacancy rate. According to an analysis of building permits issued in the Village, 70 additional single-family housing units were constructed, 32 additional two-family housing units were constructed, and 305 multi-family housing units were constructed between 1980 and 1985. These data indicate that there is a perceived need to achieve a better balance between single-family, two-family, and multi-family residential development in order to provide both a greater choice of housing types in the Village and an adequate supply of housing units in the renter-occupied categories.

EMPLOYMENT FORECASTS

Table 6 provides data on employment levels for the Village of Menomonee Falls from 1972 to the design year 2010 based upon the intermediate future scenario-centralized development pattern for the following six employment categories for the Village: retail; service; industry; government and education; transportation, communication, and utilities; and agriculture. Employment levels in each of these categories can be directly related to the various land use needs. Forecasts of employment in these categories are used in the land use planning process to assist in the allocation of land to the various land use categories such as commercial, industrial, and governmental uses as presented in Chapter V. Overall, employment for the Village of Menomonee Falls under the intermediate future scenario may be expected to increase from about 16,900

jobs in 1985 to about 19,000 jobs by the year 2010, an increase of about 2,100 jobs, or 13 percent. The distribution of jobs may be expected to be as follows: a total of about 3,700 jobs, representing an increase of 1,000 jobs, or 37 percent, in retail; a total of 5,200 jobs, representing an increase of 27 jobs, or 1 percent, in service; a total of 6,800 jobs, representing an increase of about 200 jobs, or 3 percent, in industry; a total of about 2,900 jobs, representing an increase of 1,400 jobs, or 93 percent, in government and education; a total of about 350 jobs, representing a decrease of about 150 jobs, or 30 percent, in transportation, including communications and utilities; and a total of about 80 jobs, representing a decrease of about 350 jobs, or 82 percent, in agriculture. The forecast increase in jobs in the Village of Menomonee Falls between 1985 and 2010 is based, in part, upon an analysis of the historical trends of selected characteristics for industry groups and an extrapolation of the employment trends from the year 2000 projections.

SUMMARY

Future Population and Employment Levels

The population and employment forecasts which were utilized in the Village of Menomonee Falls land use planning effort were based upon consideration of a range of alternative future scenarios. Under a centralized development pattern, three alternative futures were developed: an optimistic, an intermediate, and a pessimistic future. In the Village of Menomonee Falls, the population levels under these futures may be expected to range from about 24,400 persons to about 45,700 persons, a decrease of about 2,600 persons, or about 10 percent, under the pessimistic future scenario, and an increase of about 18,700 persons, or 69 percent, under the optimistic future scenario.

In 1972 employment in the Village of Menomonee Falls totaled about 9,200 jobs. Employment levels in the community in the year 2010 may be expected to range from about 15,800 jobs to 22,700 jobs—or a decrease of 500 jobs, or about 3 percent, under the pessimistic future scenario, to an increase of about 6,400 jobs, or about 39 percent, under the optimistic future scenario. Based upon the intermediate future scenario—centralized development pattern—overall employment for the Village may be expected to increase

Table 6

**ESTIMATED AND FORECAST EMPLOYMENT BY TYPE IN THE
VILLAGE OF MENOMONEE FALLS: 1972, 1980, 1985, AND 2010**

Year	Retail	Service	Industry	Institutional, Governmental, and Educational	Transportation, Communications, and Utilities	Agriculture	Total
1972	1,490	1,650	4,150	1,320	180	370	9,160
1980	2,580	4,600	6,450	1,490	430	230	15,780
1985 ^a	2,699	5,129	6,583	1,517	502	426	16,856
2010 ^b	3,716	5,156	6,789	2,938	350	78	19,027

^aEstimated by the Wisconsin Department of Industry, Labor and Human Relations and SEWRPC.

^bBased upon the regional intermediate future scenario-centralized development pattern land use plan forecast.

Source: SEWRPC.

from about 9,200 jobs in 1972 to about 19,000 jobs by the year 2010, an increase of about 9,800 jobs, or about 107 percent. Using this scenario as a basis for the plan, forecasts indicate an increase in employment in the Village in four employment categories—retail, service, industry, and government and education—and a decrease in two employment categories—transportation, communications, and utilities; and agriculture.

Should the actual population and economic levels in the community be less than are forecast, the design year of the plan could be set back without significantly affecting the substance of the plan. Should the actual growth in population and economic activity levels be substantially more than forecast, the plan may have to be revised. Consequently, periodic reevaluation and reexamination of the plan to ensure that it continues to properly reflect the current conditions and trends is an important aspect of land use plan implementation.

Age Distribution

The potential changes in the age composition of the population of the Village of Menomonee Falls have important implications for land use planning in the community. The extremes in the range of potential change envisioned are those projected under the optimistic future scenario-centralized development pattern, and the pessimistic future scenario-centralized development pattern. If the future population reaches the higher end of the forecast range, there may be

a need, as has been mentioned, for additional elementary schools and ancillary recreational facilities for children between the ages of 5 and 14. The labor force in the Village may be expected to increase and, accordingly, the number of persons seeking work within the Village and surrounding areas may be expected to increase. The forecasts indicate that a dramatic change in the general age distribution of the population will occur which may result in a demand for additional elderly housing units, special transportation services, and health care within the Village.

Household Size

In 1985, the average household size in the Village of Menomonee Falls was 2.98 persons per household. The average household size in the Village may be expected to decrease somewhat by the plan design year. Such changes in average household size have particularly important implications for housing and residential land use planning because the average household size is a basic factor used to convert the future resident population level to the number of dwelling units needed to the year 2010. Assuming a slight decline in the average household size in the Village from 2.98 persons per household in 1985 to 2.69 persons per household by the year 2010, an additional 3,760 housing units may be expected to be needed by the year 2010 to meet the housing needs of the forecast resident population of 35,600 persons.

Housing Characteristics

In 1980, about 80 percent of the occupied housing units in the Village of Menomonee Falls were owner-occupied, about 18 percent were renter-occupied, and 2 percent were vacant. Regional Planning Commission standards recommend that housing vacancy rates be maintained at a minimum of 1 percent and a maximum of 2 percent for owner-occupied units; and a minimum of 4 percent and a maximum of 6 percent for renter-

occupied units. The 1980 Village of Menomonee Falls vacancy rate for owner-occupied housing, 3.2 percent, is higher than the recommended vacancy rate. The Village of Menomonee Falls vacancy rate for renter-occupied housing, 2.3 percent, is lower than the recommended vacancy rate. According to village building permit data, 70 single-family units, 32 two-family units, and 305 multi-family housing units were constructed from 1980 to 1985.

Chapter III

INVENTORY OF EXISTING LAND USE AND ENVIRONMENTAL CORRIDORS

INTRODUCTION

The proper formulation of a new land use plan for the Village of Menomonee Falls required that factual data be acquired on the existing land use pattern, on the potential demand for each of the various major land use categories, on the major determinants of these demands, and on local development objectives and constraints, as well as on the underlying natural resource and public utility bases and their ability to support land use development. The necessary inventory and analysis not only provided data describing existing conditions but also provided a basis for identifying existing and potential problems in the planning area, as well as opportunities and potential for desirable land use development. The inventory data were also crucial to forecasting community land use needs and to formulating and evaluating alternative land use plans.

EXISTING LAND USE

The Regional Planning Commission inventories existing land use within the Region approximately every five years, the first inventory having been conducted in 1963 and the latest inventory in 1985. In 1963, urban land uses occupied about 6,170 acres, or about 29 percent, of the total village area; rural land uses occupied 15,204 acres, or about 71 percent, of the total village area. The 1963 land uses in the Village of Menomonee Falls are graphically shown on Map 3 and the amount of land devoted to each type of land use in the Village is set forth in Table 7. Figures 2 and 3 graphically illustrate the total percentage of urban and rural land uses and the percentage distribution of each urban land use in the Village of Menomonee Falls in 1963, respectively.

Approximately 21,374 acres, or about 33.4 square miles, were contained within the corporate limits of the Village of Menomonee Falls in 1985. In 1985, urban land uses occupied about 8,050 acres, or about 38 percent of the total village area. Rural land uses, which include water, wetlands and woodlands, agricultural and other open lands, and farmsteads, totaled about 13,324

acres, or about 62 percent of the village area. Figures 4 and 5 graphically illustrate the total percentage of urban and rural land uses and the percentage distribution of each urban land use in the Village of Menomonee Falls in 1985, respectively. It should also be noted that between 1963 and 1985, the conversion of land to urban use accounted for a loss of 1,880 acres of rural land.

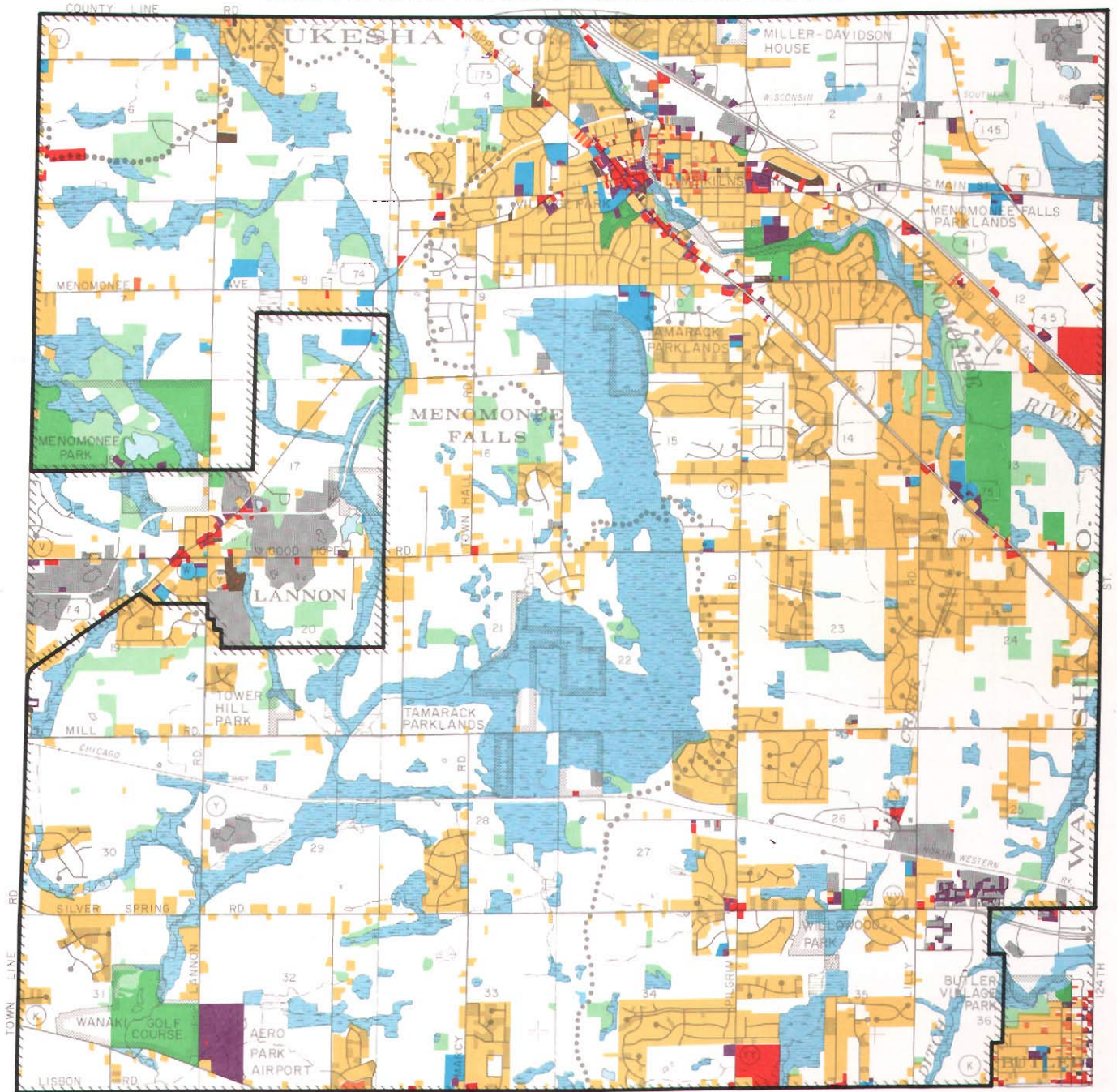
Several important elements of the 1985 village land use pattern are noted in Table 7 and on Map 4. The largest single land use in the Village was still agricultural and other open land, representing about 46 percent of the total area of the Village. Natural areas, including water, wetlands, and woodlands, occupied about 27 percent of the village area. Urban single-family residential land uses constituted about 19 percent of the village area, the largest urban use.

Residential Land Use

The nature and extent of residential land use development is a major determinant of the level of community facilities and services needed to serve local residents. It is for this reason that this type of land use must be given particularly careful and thoughtful consideration when projecting future land uses. In 1963, there were about 3,205 acres of residential land developed, with about 427 acres of land under development for residential use in the Village. In 1963, single-family residential land uses occupied only about 3,156 acres, or about 87 percent of the total residential land and about 51 percent of the urban land uses in the Village, and about 15 percent of the total area of the Village. By comparison, in 1985, residential land use accounted for approximately 4,376 acres, or over 54 percent, of the urban land uses in the Village, and, as already noted, about 21 percent of the total area of the Village. Single-family residential land uses occupied 4,096 acres, or about 94 percent of the total residential land, about 51 percent of the urban land uses in the Village, and about 19 percent of the total area of the Village. Approximately 157 acres of residential land, or about 4 percent of the total residential land in the Village, was under development.

Map 3

LAND USE IN THE VILLAGE OF MENOMONEE FALLS: 1963



LEGEND

	SINGLE - FAMILY RESIDENTIAL		GOVERNMENTAL AND INSTITUTIONAL
	TWO - FAMILY RESIDENTIAL		PARKS AND RECREATIONAL
	MULTI - FAMILY RESIDENTIAL		WETLANDS
	RESIDENTIAL LAND UNDER DEVELOPMENT		WOODLANDS
	COMMERCIAL		WATER
	MANUFACTURING AND EXTRACTIVE		AGRICULTURAL AND OTHER OPEN LAND
	TRANSPORTATION, COMMUNICATION AND UTILITIES		

Source: SEWRPC.

Table 7

SUMMARY OF LAND USE IN THE VILLAGE OF MENOMONEE FALLS: 1963 AND 1985

Land Use Category	1963 Land Use			1985 Land Use			Difference	
	Total Acres	Percent of Village Area	Percent of Urban Subtotal	Total Acres	Percent of Village Area	Percent of Urban Subtotal		
							Acres	Percent
Urban								
Residential								
Single-Family	3,156	14.8	51.2	4,096	19.2	50.9	940	29.8
Two-Family	30	0.1	0.5	37	0.2	0.5	7	23.3
Multi-Family	19	0.1	0.3	86	0.4	1.1	67	352.6
Under Development	427	2.0	6.9	157	0.7	2.0	-270	-63.2
Subtotal	3,632	17.0	58.9	4,376	20.5	54.4	744	20.5
Commercial	161	0.8	2.6	256	1.2	3.2	95	59.0
Industrial	209	1.0	3.4	472	2.2	5.9	263	125.8
Transportation and Utilities								
Freeways, Arterial Streets, and Expressways	602	2.8	9.8	525	2.5	6.5	-77	-12.8
Local and Collector Streets	623	2.9	10.1	870	4.1	10.8	247	39.6
Trucking and Busing Terminals	2	0.0	0.0	5	0.0	0.1	3	150.0
Railroad, Communications, Utilities, and Other ^a	315	1.5	5.1	579	2.7	7.2	264	83.8
Subtotal	1,542	7.2	25.0	1,979	9.3	24.6	437	28.3
Governmental and Institutional	150	0.7	2.4	253	1.2	3.1	103	68.7
Parks and Recreational	476	2.2	7.7	714	3.3	8.9	238	50.0
Urban Land Use Subtotal	6,170	28.9	100.0	8,050	37.7	100.0	1,880	30.5
Rural								
Natural Areas								
Water	36	0.2	0.2	70	0.3	0.5	34	94.4
Wetlands	2,871	13.4	18.9	2,787	13.0	20.9	-84	-2.9
Woodlands	789	3.7	5.2	731	3.4	5.5	-58	-7.4
Subtotal	3,696	17.3	24.3	3,588	16.8	26.9	-108	-2.9
Agricultural and Other Open Lands	11,523 ^b	53.8	75.7	9,736	45.6	73.1	-1,772	-15.4
Rural Land Use Subtotal	15,204	71.1	100.0	13,324	62.3	100.0	-1,880	-12.4
Total	21,389	100.0	--	21,374	100.0	--	--	--

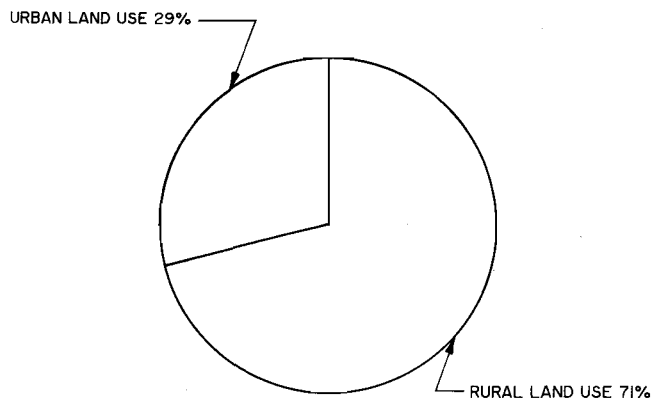
^aIncludes off-street parking areas.

^bAcreage includes approximately 15 acres that was detached from the Village of Menomonee Falls and incorporated as a part of the Village of Butler in 1969.

Source: SEWRPC.

Figure 2

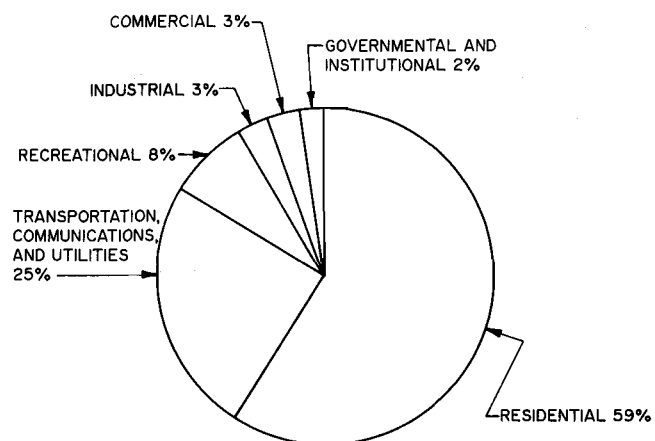
TOTAL URBAN AND RURAL LAND USES BY PERCENTAGE IN THE VILLAGE OF MENOMONEE FALLS: 1963



Source: SEWRPC.

Figure 3

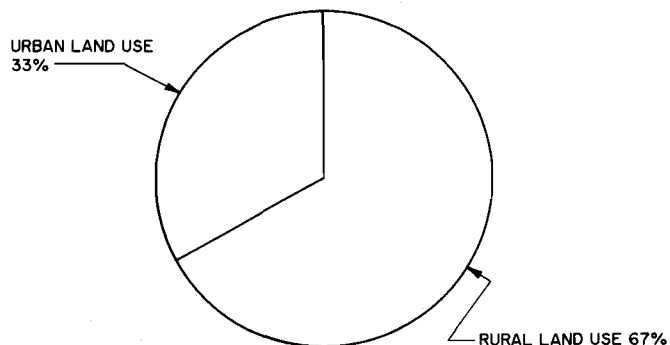
DISTRIBUTION OF URBAN LAND USES BY PERCENTAGE IN THE VILLAGE OF MENOMONEE FALLS: 1963



Source: SEWRPC.

Figure 4

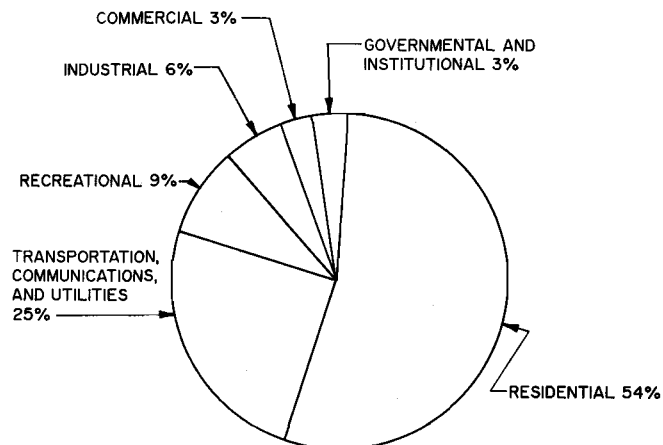
TOTAL URBAN AND RURAL LAND USES BY PERCENTAGE IN THE VILLAGE OF MENOMONEE FALLS: 1985



Source: SEWRPC.

Figure 5

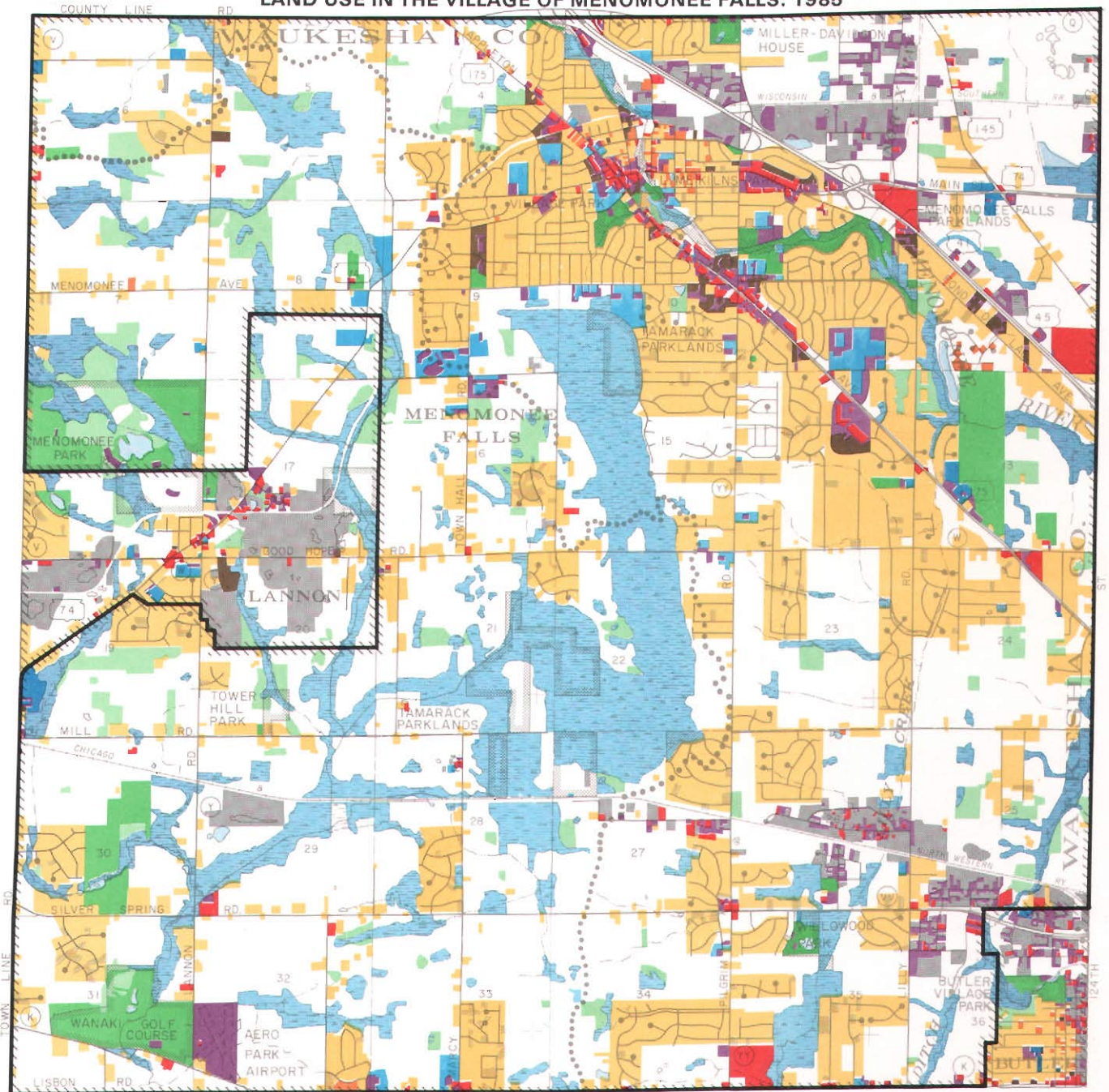
DISTRIBUTION OF URBAN LAND USES BY PERCENTAGE IN THE VILLAGE OF MENOMONEE FALLS: 1985



Source: SEWRPC.

Map 4

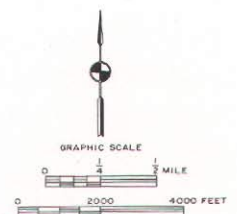
LAND USE IN THE VILLAGE OF MENOMONEE FALLS: 1985



LEGEND

	SINGLE - FAMILY RESIDENTIAL		GOVERNMENTAL AND INSTITUTIONAL
	TWO - FAMILY RESIDENTIAL		PARKS AND RECREATIONAL
	MULTI - FAMILY RESIDENTIAL		WETLANDS
	RESIDENTIAL LAND UNDER DEVELOPMENT		WOODLANDS
	COMMERCIAL		WATER
	MANUFACTURING AND EXTRACTIVE		AGRICULTURAL AND OTHER OPEN LAND
	TRANSPORTATION, COMMUNICATION AND UTILITIES		

Source: SEWRPC.



Commercial Land Use

In 1963, there were about 161 acres of land in commercial uses, or about 3 percent of the urban land uses and about 1 percent of the total area of the Village. In 1985, commercial, retail sales, and service land uses occupied about 256 acres, or only about 3 percent of the urban land uses and about 1 percent of the total area of the Village. This figure represents an increase of about 95 acres, or about 59 percent, from 1963 to 1985. In 1985, commercial land uses, as indicated on Map 4, were primarily located in several small- and medium-sized open commercial malls developed in strips along the entire length of Appleton Avenue (STH 175) between County Line Road and Good Hope Road and along Main Street (STH 74) between Maple Road and Lilly Road.

Industrial Land Use

In 1963, there were about 209 acres of land in industrial uses, or about 3 percent of the urban land uses and about 1 percent of the total area of the Village. In 1985, industrial land uses accounted for about 472 acres, or about 6 percent, of the urban land uses within the Village and about 2 percent of the total area of the Village. This change represents an increase of about 263 acres, or about 126 percent, over the 1963 total industrial land use. In 1985, industrial land uses, as shown on Map 4, were concentrated north of USH 41 and USH 45, in the northeastern section of the Village. Scattered uses of industrial use were also located south of USH 41 and USH 45 from County Line Road to Pilgrim Road. In addition, some industrial uses were located adjacent to the Chicago & North Western Transportation Company railway right-of-way in the southeastern corner of the Village between Marcy Road and 124th Street.

Governmental and Institutional Land Use

In 1963, there were about 150 acres of land in governmental and institutional land uses, or about 2 percent of the urban land uses and about 1 percent of the total area of the Village. In 1985, governmental and institutional land uses accounted for about 253 acres of land, or about 3 percent of the urban land uses within the Village and about 1 percent of the total area of the Village. Major governmental and institutional land uses in 1985 in the Village included the Municipal Building, Community Memorial Hospital, the village garage, three fire stations, Menomonee Falls High School, North Middle

School, Ben Franklin Elementary School, Shady Lane Elementary School, Valley View Elementary School, Marcy Elementary School, Board of Education and Administration Building, Bethlehem Evangelical Lutheran School, Calvary Baptist School, Falls Baptist Academy, Grace Evangelical Lutheran School, Saint Anthony Grade School, Saint James Catholic School, Saint Mary Grade School, and Zion Lutheran Grade School, plus a number of smaller governmental and institutional land uses located throughout the Village, as shown on Map 4.

Recreational Land Use

In 1963, there were about 476 acres of land devoted to recreational land uses, or about 8 percent of the urban land uses and about 2 percent of the total area of the Village. In 1985, recreational land uses occupied approximately 714 acres of land, or about 9 percent of the urban land uses within the Village and about 3 percent of the total area of the Village. The major recreational areas in the Village in 1985 included the Tamarack Parklands, Menomonee Park, Wanaki Golf Course, Willowood Park, and a number of smaller park sites and open lands located throughout the Village, as shown on Map 4.

Transportation and Utilities

In 1963, there were about 1,542 acres of land in the transportation, communications, and utilities land use category, representing about 25 percent of the urban land uses and about 7 percent of the total area of the Village. In 1985, transportation and utility land uses, including arterial streets and highways, collector streets, minor land access streets, railways, utilities, communications, and public and private trucking and transportation services, occupied approximately 1,979 acres of land, or about 25 percent of the urban land uses within the Village, and about 9 percent of the total area of the Village. Within this category in 1985, streets and highways occupied 1,395 acres, or about 17 percent of the urban land uses in the Village, and about 7 percent of the total area of the Village; and transportation, including railways and airports, communications, and utilities occupied 584 acres, or about 7 percent of the urban land uses in the Village and about 3 percent of the total area of the Village.

Rural Land Use

Rural land uses include surface water, wetlands, woodlands, unused land, other open lands, and

agricultural lands. In 1985, surface water areas occupied only 70 acres in the Village, or about 0.3 percent of the total village area. In 1985, wetlands occupied about 2,787 acres in the Village, or about 13 percent of the total area of the Village. In 1985, woodlands occupied 731 acres of land, or only about 3 percent of the total area of the Village.

In 1963, agricultural and related open lands totaled about 11,523 acres, or about 54 percent of the total area of the Village. In 1985, agricultural and other open lands accounted for about 9,736 acres, or about 46 percent of the total area of the Village, a net loss of about 1,772 acres in this category since 1963. This decrease is due to the conversion of rural land to urban uses. All farmsteads and other farm buildings were included in the agricultural land use category.

NATURAL RESOURCE BASE

Environmental corridors, as defined by the Regional Planning Commission, are linear areas in the landscape containing concentrations of high-value natural resource and resource-related amenities. These corridors generally lie along the major stream valleys, around major lakes, and in the Kettle Moraine area of southeastern Wisconsin. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodlands and shorelands are contained within these corridors. In addition, significant groundwater recharge and discharge areas, many of the most important recreational and scenic areas, and some of the best remaining potential park sites are located within the environmental corridors. Such environmental corridors are, in effect, a composite of the most important individual elements of the natural resource base in southeastern Wisconsin and have immeasurable environmental, ecological, and recreational value.

Preservation of these corridors in essentially natural, open uses is considered essential to the protection and wise use of the natural resource base and to the preservation of the cultural heritage and natural beauty of the Region and its constituent communities. Such preservation is also important to the enhancement of the physical, intellectual, and spiritual development of the resident population, as well as to the prevention of new and the reclassification of

existing environmental problems such as flooding and water pollution. The topography, soils, and flood hazards existing in these corridors, moreover, make these areas poorly suited to intensive urban development of any kind, but well suited to recreational and conservancy uses. The intrusion of urban uses into these corridors may be expected to result in costly environmental and developmental problems such as flooding; water pollution; failing building foundations and pavements; wet basements; excessive operation of sump pumps; and excessive infiltration of clear water into sanitary sewers.

Accordingly, the regional land use plan recommends that lands identified as environmental corridors not be developed for intensive urban uses. The plan, however, recognizes that sanitary sewers may be properly located through the corridors, or in corridors which serve as park and outdoor recreational facilities or certain institutional uses. In some cases, very low-density residential development on five-acre lots, compatible with the preservation of the corridors in essentially natural, open uses, may also be permitted to occupy corridor lands, and it may be desirable to extend sewers into corridors to serve such uses. Basically, though, the adopted regional land use plan seeks to ensure that the primary environmental corridor lands are not destroyed through conversion to intensive urban uses.

One of the steps in updating the Village of Menomonee Falls land use plan was mapping in detail the environmentally significant lands in the Village. Accordingly, the Commission inventories were reviewed with respect to the following elements of the natural resource base: lakes, streams, and associated shorelands and floodlands; wetlands; woodlands; wildlife habitat areas; areas of rugged terrain and high-relief topography; wet, poorly drained, and organic soils; and remnant prairies. In addition, inventories were reviewed and updated as necessary with respect to such natural resource-related features as existing parks, potential park sites, sites of historic and archaeological value, areas possessing scenic vistas or viewpoints, and areas of scientific value.

Each of these natural resource and resource-related elements was mapped on one inch equals 400 feet scale, ratioed and rectified aerial photographs. A point system for value rating the various elements of the resource base was

established. These point values, ranging between one and 20, were assigned to each natural resource and natural resource-related element having intrinsic natural resource values. Those elements demonstrating a high degree of natural diversity were assigned relatively high point values, whereas natural resource-related elements having only implied natural values were assigned relatively low point values. The present values used for each element comprising the corridors are given in Table 8.

Table 9 sets forth the criteria used for the classification of environmentally significant lands in the Village of Menomonee Falls. As indicated in Table 9, to qualify for inclusion in a primary environmental corridor, an area has to have an assigned point value of 10 or more; be at least 400 acres in size; be at least two miles long; and have a minimum width of 200 feet. The primary environmental corridors so identified and delineated in the Village are shown on Map 5.

In addition, Map 5 identifies secondary environmental corridors. The secondary environmental corridors, while not as significant as the primary environmental corridors in terms of overall resource value, should be considered for preservation as the process of urban development proceeds within the Village, particularly when the opportunity is presented to incorporate such corridors into urban stormwater detention areas and associated drainageways, and for portions of neighborhood parks. To qualify for inclusion in a secondary environmental corridor, an area must exhibit a point value of 10 or more, with such a corridor having a minimum area of 100 acres and a minimum length of one mile. There is no minimum width requirement for a secondary environmental corridor.

Also identified on Map 5 are isolated natural areas. Isolated natural areas generally consist of those natural resource base elements that have an "inherent natural" value, such as wetlands, woodlands, wildlife habitat areas, and surface water areas, but that are separated physically from the primary and secondary environmental corridors by intensive urban or agricultural land uses. Isolated natural areas, which must be at least five acres in size, may provide good sites for neighborhood parks and nature study areas, and can provide aesthetic character and natural diversity to an area. Therefore, isolated natural

Table 8

VALUES ASSIGNED TO NATURAL RESOURCE BASE AND RESOURCE BASE-RELATED ELEMENTS IN THE PROCESS OF DELINEATING PRIMARY AND SECONDARY ENVIRONMENTAL CORRIDORS

Resource Base or Related Element	Point Value
Natural Resource Base	
Lake	
Major (50 acres or more)	20
Minor (5-49 acres)	20
Rivers or Streams (perennial)	10
Shoreland	
Lake or Perennial River or Stream	10
Intermittent Stream	5
Floodland (100-year recurrence interval)	3
Wetland	10
Wet, Poorly Drained, or Organic Soil	5
Woodland	10
Wildlife Habitat	
High Value	10
Medium Value	7
Low Value	5
Steep Slope	
20 Percent or More	7
13-19 Percent	5
Prairie	10
Natural Resource Base-Related	
Existing Park or Open Space Site	
Rural Open Space Site	5
Other Park and Open Space Sites	2
Potential Park Site	
High Value	3
Medium Value	2
Low Value	1
Historic Site	
Structure	1
Other Cultural	1
Archaeological	2
Scenic Viewpoint	5
Scientific Area	
State Scientific Area	15
State Significance	15
County Significance	10
Local Significance	5

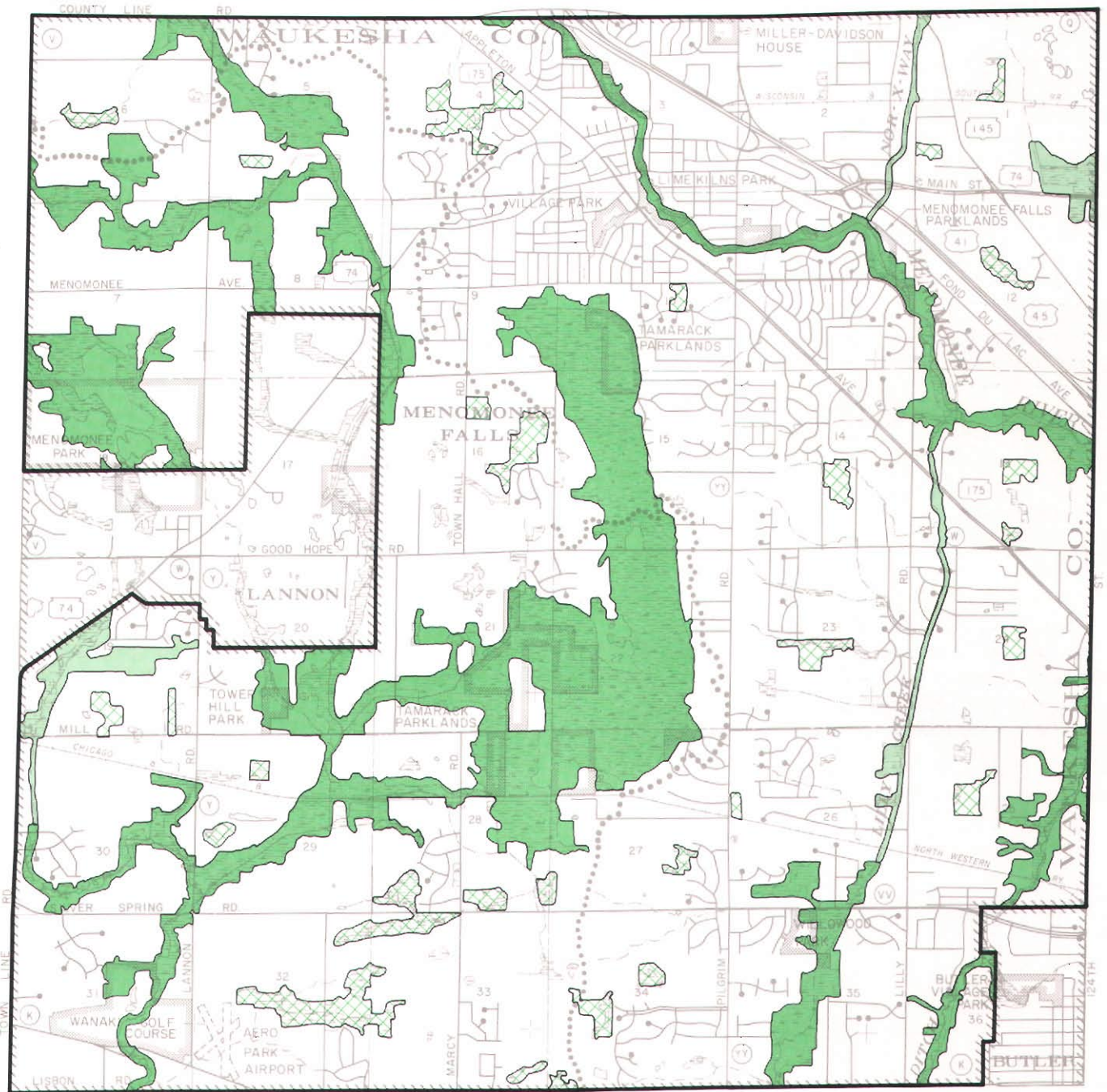
Source: SEWRPC.

areas, like secondary environmental corridors, should be considered for preservation as the process of urban development proceeds in the Village.

In 1985, lands encompassed within the primary environmental corridors of the Village totaled about 3,340 acres, or about 16 percent of the total

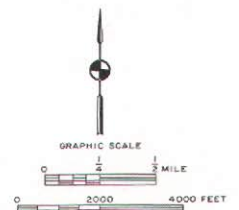
Map 5

ENVIRONMENTALLY SIGNIFICANT LANDS IN THE VILLAGE OF MENOMONEE FALLS STUDY AREA



LEGEND

- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL AREAS



Source: SEWRPC.

Table 9

**MINIMUM REQUIREMENTS FOR CLASSIFICATION OF PRIMARY ENVIRONMENTAL CORRIDORS,
SECONDARY ENVIRONMENTAL CORRIDORS, AND OTHER ENVIRONMENTALLY SIGNIFICANT LANDS**

Classification	Minimum Cumulative Point Value	Minimum Area (acres)	Minimum Length (miles)
Primary Environmental Corridor	10	400	2
Secondary Environmental Corridor ^a	10	100	1
Isolated Natural Area	10	5	--

^aSecondary environmental corridors may serve to connect primary corridor segments or be linked to primary environmental corridor segments, particularly when such corridors are related to surface drainage (no minimum area or length requirements).

Source: SEWRPC.

area of the Village. Lands encompassed within the secondary environmental corridors totaled about 230 acres, or about 1 percent of the total area of the Village. Lands encompassed within isolated natural areas totaled about 470 acres, or

about 2 percent of the total area of the Village. Thus, environmentally significant lands in the Village of Menomonee Falls encompass a total of about 4,040 acres, or about 19 percent of the total area of the Village.

Chapter IV

OBJECTIVES, PRINCIPLES, AND STANDARDS

INTRODUCTION

Planning is a rational process for formulating and meeting objectives. Therefore, the formulation of objectives is an essential task which must be undertaken before the preparation of a land use plan can proceed. Accordingly, a set of recommended land use and attendant transportation system development objectives was formulated as a part of the plan update effort. This chapter sets forth the resulting set of land use and transportation system development objectives, together with supporting principles and standards. The land use development objectives relate to the amount and to the allocation and distribution of the various land uses and the provision of supporting facilities and services to meet the needs of the existing and probable future resident population of the Village. The transportation system development objectives relate to the spatial distribution of land uses needed to support the transportation, utility, and public facility systems in order to assure economical provision of these services.

THE GREATER MENOMONEE FALLS COMMITTEE MASTER PLAN ACTION GROUP

The Greater Menomonee Falls (GMF) Committee was organized in June 1983 by the Menomonee Falls Chamber of Commerce and endorsed by the Menomonee Falls Village Board to provide broad-based citizen input into the identification of community development problems in the Village and the identification and implementation of activities and programs to solve those problems. In 1984 the Committee, with the assistance of the Waukesha County Technical Institute, undertook a communitywide survey of citizen attitudes concerning the future development of the Village. Following completion of the survey, a number of GMF Committee task forces were organized in 1985 to review the survey findings and to provide recommendations for development efforts in the Village. The task forces included: 1) an arts task force; 2) a roads and traffic task force; 3) a villagescape task force; 4) a parks and recreation task force; 5) a governmental service and village structure task

force; 6) a water and waste task force; 7) an environmental planning task force; 8) a marketing task force; 9) an industrial development task force; 10) a housing task force; 11) an education task force; and 12) an elder-care and home-care task force. The Committee also organized a "master plan" task force to evaluate the recommendations developed by the 12 individual task forces with a view toward updating the village master plan.

Specific land use and transportation system plan recommendations identified by the master plan task force and considered in this plan included: reviewing, updating, and implementing the Village's master plan; revising the zoning ordinance to make zoning a more effective tool for implementing existing and proposed land uses; implementing certain improvements to arterials and collector streets identified in the adopted regional transportation system plan; preserving the individual elements of the natural resource base, including woodlands, wetlands, and other environmentally significant areas; improving existing neighborhood parks and recreational facilities; and identifying the need for multi-family housing to accommodate the elderly residents in the community. The task forces also identified a number of urban design and related traffic congestion problems facing the community to be addressed by the Village Plan Commission in subsequent studies.

In 1986, the executive committee of the Greater Menomonee Falls Committee created 13 action committees to further review the task force reports and recommendations; to identify strategic issues in these reports; and to implement these strategies through action plans over the next several years. The action committees involved in these ongoing activities include: 1) an arts committee; 2) a call to action committee; 3) a celebrations committee; 4) a communications committee; 5) an economic development committee; 6) an education committee; 7) an elder-care committee; 8) a finance committee; 9) a human resources committee; 10) an image committee; 11) a leadership committee; 12) a marketing committee; and 13) a master plan committee.

The work of the master plan task force was carefully reviewed and, as applicable to land use and attendant transportation system planning, incorporated into the development of the objectives, principles, and standards presented in this chapter, and thereby reflected in the recommended plans.

BASIC CONCEPTS AND DEFINITIONS

Definitions of the term "objective," "principle," "standard," "design criteria," "plan," "policy," and "program" have been provided by the Regional Planning Commission in order to clarify the concepts involved. These definitions are particularly needed because these terms are subject to a wide range of interpretation and application and are closely linked to other terms often used in planning which are equally subject to a wide range of interpretation and application. These definitions are set forth below:

1. Objective: a goal or end toward the attainment of which plans and policies are directed.
2. Principle: a fundamental, primary, or generally accepted tenet used to support objectives and prepare standards and plans.
3. Standard: a criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.

4. Plan: a design which seeks to achieve agreed-upon objectives.
5. Policy: a rule or course of action used to ensure plan implementation.
6. Program: a coordinated series of policies and actions to carry out a plan.

An understanding of the interrelationship of these terms and the basic concepts they represent is essential to a good understanding of the land use and transportation system development objectives, principles, and standards set forth as a basis for the preparation of these plans for the Village of Menomonee Falls.

OBJECTIVES, PRINCIPLES, AND STANDARDS

The land use development objectives, principles, and standards, as set forth in this document, deal primarily with the amount and spatial distribution of the various land uses in the community, land use compatibility, natural resource base protection, and accessibility. Each objective, together with its supporting principles and standards, follows.

LAND USE OBJECTIVES, PRINCIPLES, AND STANDARDS FOR THE VILLAGE OF MENOMONEE FALLS

OBJECTIVE NO. 1

A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the population.

PRINCIPLE

The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use.

STANDARD

The amount of land area set aside for accommodating forecast population and economic activity growth in the Village of Menomonee Falls should be determined by the application of the land use standards set forth in Table 10.

OBJECTIVE NO. 2

A spatial distribution of the various land uses which will result in a compatible arrangement of land uses.

PRINCIPLE

The proper allocation of uses to land can avoid or minimize hazards and dangers to health, safety, and welfare and maximize amenity and convenience in terms of accessibility to supporting land uses.

Table 10

LAND USE STANDARDS FOR THE VILLAGE OF MENOMONEE FALLS

Land Use Category	Development Standard (gross area) ^a
Residential (single-family dwellings) ^b	
Rural Estate (5-acre lots or greater)	588 acres per 100 dwelling units
Suburban (1.0- to 5-acre lots)	205 acres per 100 dwelling units
Low-Density Urban (20,000-square-foot to 1.0-acre lots)	72 acres per 100 dwelling units
Medium-Density Urban (7,200- to 19,999-square-foot lots)	30 acres per 100 dwelling units
Residential (two-family dwellings)	
High-Medium-Density Urban (6.0 to 9.1 dwelling units per net residential acre)	14 acres per 100 dwelling units
Residential (multi-family dwellings)	
High-Density Urban (9.2 to 18.3 dwelling units per net residential acre)	10 acres per 100 dwelling units
Commercial	6.0 acres per 100 commercial employees
Industrial	9.0 acres per 100 industrial employees
Governmental/Institutional ^c	12.0 acres per 1,000 persons
Public Outdoor Recreation	
Regional	As recommended in the regional park and open space plan
Community	
Park Sites	2.2 acres per 1,000 persons
Middle School or High School Sites	0.9 acre per 1,000 persons
Neighborhood	
Park Sites	1.7 acres per 1,000 persons
Elementary School Sites	1.6 acres per 1,000 persons

^aGross area includes associated street rights-of-way and off-street parking for each land use category. These standards have been based upon the land use studies of the Southeastern Wisconsin Region and are reasonably responsive to expected future, as well as present, conditions.

^bBased upon the year 2010 intermediate growth scenario forecast of 2.69 persons per occupied housing unit in the Village of Menomonee Falls, along with adopted regional land use plan standards.

^cBased upon the governmental/institutional regional land use plan standard.

Source: SEWRPC.

STANDARDS

1. Urban residential uses should be located in areas which are served with centralized public sanitary sewerage and water supply facilities and contain, within a reasonable walking distance, necessary supporting local service uses, such as neighborhood parks, neighborhood commercial areas, and elementary school facilities, and should have reasonable access through the appropriate component of the transportation system to employment, commercial, cultural, and governmental centers and secondary school and higher educational facilities.
2. Rural and suburban residential uses should have reasonable access through the appropriate component of the transportation system to local services, employment, commercial, cultural, and governmental centers, as well as local educational facilities.
3. Industrial areas should be located so as to have direct access to arterial street and highway facilities and reasonable access through an appropriate component of the transportation system to residential areas and should not be intermixed with commercial, residential, governmental, recreational, or institutional uses.
4. Neighborhood and community level commercial uses should be located in centers of concentrated activity on only one side of an arterial street and should have direct access to the arterial street system.

OBJECTIVE NO. 3

The location of facilities offering goods and services so as to afford maximum convenience to the population of the Village.

PRINCIPLE

The location and extent of commercial facilities, educational facilities, transportation facilities, recreation facilities, and employment opportunities are important determinants of the quality of life in the Village of Menomonee Falls and therefore should be preserved and expanded, as required, to meet the needs of the population.

STANDARD

Sites for neighborhood and community service facilities should be provided in accordance with standards set forth in Table 11.

OBJECTIVE NO. 4

A spatial distribution of the various land uses which will result in the protection and wise use of the natural resources of the area, including soils, lakes and streams, wetlands, woodlands, and wildlife.

PRINCIPLE

The proper allocation of land uses can assist in maintaining an ecological balance between the activities of man and the natural environment which supports him.

A. SOILS

PRINCIPLE

The proper relation of urban and rural land use development to soil type and distribution can serve to avoid costly environmental and developmental problems, aid in the establishment of better settlement patterns, and promote the wise use of an irreplaceable resource.

STANDARDS

1. Sewered urban development should not be located in areas covered by soils identified in the regional detailed operational soil survey as having severe or very severe limitations for such development.
2. Unsewered suburban and rural, including agricultural, residential development should not be located in areas covered by soils identified on the regional detailed operational soil survey as having severe or very severe limitations for such development.

Table 11

**COMMUNITY FACILITY SITE AREA AND SERVICE RADIUS
STANDARDS FOR THE VILLAGE OF MENOMONEE FALLS**

Type	Number of Persons Served	Required Site Area (gross acres)	Maximum One-Way Travel Time (minutes)	
			Automobile at 25 Miles per Hour	Transit Facility Total Elapsed Time
Commercial Facilities				
Neighborhood Retail and Service Center	4,000-8,000	6.5 minimum	3	--
Community Retail and Service Center	10,000-25,000	15-40	15	20
Community Industrial Facility	300-5,000	20-640	15	20
Educational Facilities				
Public Elementary School (grades K-6)	550 students	11	--	--
Public Middle School (grades 7-8)	900 students	19	15	20
Public Senior High School (grades 9-12)	2,300 students	48	20	30
Outdoor Recreational Facilities				
Subneighborhood	--	--	--	--
Neighborhood	6,500	10	--	--
Community	--	25-99	20	--

Source: SEWRPC.

B. LAKES AND STREAMS

PRINCIPLE

Inland lakes and streams contribute to the atmospheric water supply through evaporation; provide a suitable environment for desirable and sometimes unique plant and animal life; provide the population with opportunities for certain scientific, cultural, and educational pursuits; constitute prime recreational areas; provide a desirable aesthetic setting for certain types of land use development; serve to store and convey floodwaters; and provide certain water withdrawal requirements.

STANDARDS

1. Floodlands should not be allocated to any urban development which would cause, or be subject to, flood damage.
2. The floodwater storage capacity of floodlands should not be reduced by urban or rural development.
3. The flow capacity of perennial stream channels and associated floodlands should not be reduced by urban or rural development.

C. WETLANDS

PRINCIPLE

Wetlands support a wide variety of desirable and sometimes unique plant and animal life; assist in the stabilization of lake levels and streamflow; trap and store plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and obnoxious weed and algae growth; contribute to the atmospheric oxygen supply; reduce stormwater runoff by providing areas for floodwater impoundment and storage; trap soil particles suspended in runoff and thus reduce stream sedimentation; and provide the population with opportunities for certain scientific, educational, and recreational pursuits.

STANDARD

All wetland areas adjacent to streams and lakes, all wetlands within areas having special wildlife and other natural values, and all wetlands having an area in excess of 50 acres should not be allocated to any urban development except limited recreation and should not be drained or filled. Under State law, all wetlands five acres or more in size in floodland and shoreland areas must be preserved, pursuant to Chapter NR 117 of the Wisconsin Administrative Code.

D. WOODLANDS

PRINCIPLE

Woodlands assist in maintaining unique natural relationships between plants and animals; reduce stormwater runoff; contribute to the atmospheric oxygen supply; contribute to the atmospheric water supply through transpiration; aid in reducing soil erosion and stream sedimentation; provide the resource base for the forest product industries; provide the population with opportunities for certain scientific, educational, and recreational pursuits; and provide a desirable aesthetic setting for certain types of land use development.

STANDARDS

1. High- and medium-value woodlands having a minimum area of five acres should not be allocated to urban development except for rural estate and suburban residential uses and limited recreational uses.
2. A minimum community aggregate of five acres of woodland per thousand population should be maintained for recreational and environmental protection purposes.

E. WILDLIFE

PRINCIPLE

Wildlife, when provided with a suitable habitat, supplies the population with opportunities for certain scientific, educational, and recreational pursuits; comprises an integral component of the life systems which are vital to beneficial natural processes, including the control of harmful insects and other noxious pests and the promotion of plant pollination; provides food sources; offers an economic resource for the recreation industries; and serves as an indication of the environmental health.

STANDARD

The most suitable habitat for wildlife—that is, the area wherein fish and game can best be fed, sheltered, and reproduced—is a natural habitat. Since the natural habitat for fish and game can best be achieved by preserving or maintaining in a wholesome state other resources such as soil, air water, wetlands, and woodlands, the standards for each of these other resources, if met, would ensure the preservation of a suitable wildlife habitat and population.

OBJECTIVE NO. 5

The preservation of sufficient high-quality open space lands for protection of the underlying and sustaining natural resource base and enhancement of the social and economic well being and environmental quality of the area.

PRINCIPLE

Ecological balance and natural beauty are primary determinants of the Village's ability to provide a pleasant and habitable environment for all forms of life and to maintain social and economic well-being. Preservation of the most significant aspects of the natural resource base—that is, primary environmental corridors and prime agricultural lands—contributes to the maintenance of the ecological balance, natural beauty, and economic well-being of the Village.

A. PRIMARY AND SECONDARY ENVIRONMENTAL CORRIDORS

PRINCIPLE

The primary and secondary environmental corridors are a composite of the best individual elements of the natural resource base, including lakes, rivers, and streams and their associated floodlands; wetlands; woodlands; wildlife habitat areas; rugged terrain consisting of slopes 12 percent or greater; wet, poorly drained, or organic soils; and significant geological formations. By protecting these elements of the natural resource base, flood damage can be reduced, soil erosion abated, water supplies protected, air cleansed, and wildlife population enhanced, and continued opportunities can be provided for scientific, educational, and recreational pursuits.

STANDARDS

1. All remaining undeveloped lands within the designated primary environmental corridors of the Village should be preserved in essentially natural, open uses.
2. All remaining undeveloped lands within the designated secondary environmental corridors and isolated natural areas of the Village should be considered for preservation as urban development proceeds for use as drainageways, floodwater retention areas, and neighborhood parks.

B. PRIME AGRICULTURAL LANDS

PRINCIPLE

Prime agricultural lands, as designated by the U. S. Department of Agriculture, Soil Conservation Service, constitute the most productive farmlands of an area, and, in addition to providing food and fiber, contribute significantly to maintaining the ecological balance between plants and animals; provide locations close to urban centers for the production of certain food commodities which may require nearby population concentrations for an efficient production-distribution relationship; provide open spaces which give form and structure to urban development; and serve to maintain the natural beauty and unique cultural heritage of the village area.

STANDARDS

1. All prime agricultural areas remaining within the Village and not required to meet the land use needs of the forecast design year resident population and economic activity levels should be kept in agricultural use through the plan design year.
2. The location of nonfarm residential development in prime agricultural areas should be discouraged, but, if permitted, should be limited to densities equivalent to a lot area of five acres or greater per dwelling unit provided all locations are covered by soils suitable for the use of onsite sewage disposal systems.

OBJECTIVE NO. 6

A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services.

PRINCIPLE

The transportation and public utility facilities and the land use pattern which these facilities serve and support are mutually interdependent in that the land use pattern determines the demand for, and loadings upon, transportation and utility facilities; and these facilities, in turn, are essential to, and form a basic framework for, land use development.

STANDARDS

1. Urban development should be located so as to maximize the use of existing transportation and utility systems.
2. The transportation system should be located and designed to provide good access not only to all land presently devoted to urban development, but also to lands proposed to be used for urban development.
3. All lands developed or proposed to be developed for urban residential use should be located in areas serviceable by an existing or proposed public sanitary sewerage system and, preferably, within the gravity drainage area tributary to such systems.
4. All land developed or proposed to be developed for urban residential use should be located in areas serviceable by an existing or proposed public water supply system.
5. Adequate stormwater drainage facilities should be provided for all urban development.
6. The transportation system should be functionally classified, and arterial streets should be located to minimize the penetration of existing and proposed residential areas by through traffic.
7. Transportation terminal facilities, such as off-street parking and off-street truck loading, should be located in proximity to the principle land uses to which they are accessory.

OBJECTIVE NO. 7

The preservation, development, and redevelopment of a variety of suitable industrial and commercial sites in terms of both physical characteristics and location.

PRINCIPLE

The production and sale of goods and services are among the principal determinants of the level of economic vitality in any society, and the important activities related to these functions require areas and locations suitable to their purpose.

STANDARDS

1. Local industrial development should be located in planned industrial districts which meet the following criteria:
 - a. Direct access to the arterial street and highway system.
 - b. Available adequate water supply.
 - c. Available adequate public sanitary sewer service.
 - d. Available adequate stormwater drainage facilities.
 - e. Available adequate electric power supply.
 - f. A site should be covered by soils identified in the regional soils survey as having very slight or moderate limitations for industrial development.
2. Local commercial development should be located only within the Menomonee Falls central business district (CBD) and within designated community and neighborhood business areas.

OBJECTIVE NO. 8

An integrated transportation system which, through its location, capacity, and design, will effectively serve the existing and proposed land use pattern and promote the implementation of the plan, meeting the anticipated travel demand generated by the existing and proposed land uses.

PRINCIPLE

An integrated area transportation system serves to freely interconnect the various land use activities within the neighborhoods, Village, and Region, thereby providing the attribute of accessibility essential to the support of these activities.

STANDARD

The transportation system should provide an orderly and functional hierarchy of arterial, collector, and land access streets, as well as pedestrian paths, to serve the area. All streets and highways in the Village should be placed into one of the following functional classifications.

Land Access Streets—conduct traffic to and from individual building sites.

Collector Streets—collect traffic from urban uses abutting land access streets and convey it to arterial streets and/or activity centers.

Arterial Streets—provide for the expeditious movement of through traffic into, out of, and within the community.

OBJECTIVE NO. 9

The provision of adequate locational choice of housing and a variety of housing types for varying age and income groups for different size households.

PRINCIPLE

Adequate choice in size, cost, and location of housing units will assure equal housing opportunity.

STANDARDS

1. Housing units within the Menomonee Falls area should be geographically well distributed and include a full range of housing by type, size, and cost, including detached single-family dwellings, attached two-family dwellings, attached multi-family townhouses, and attached multi-family garden apartments.

2. Vacant housing units of varying type, size, and cost should be made available in appropriate locations in the Village. The supply of vacant and available housing units should be sufficient to maintain and facilitate ready housing consumer turnover. Rental vacancy rates for the Village should be maintained at a minimum of 4 percent and a maximum of 6 percent for rental units. Homeowner vacancy rates should be maintained at a minimum of 1 percent and a maximum of 2 percent of the total homeowner units.

3. Incremental residential densities in the Village of Menomonee Falls should be provided in general accordance with the following guidelines.^{1,2}

- a. Existing vacant rural estate, suburban, and low-density platted residential lots larger than 20,000 square feet in area should be developed and infilled with single-family residential development. Approximately 10 percent of the total incremental dwelling units required to the plan design year should reflect these residential infill land uses.

¹The locally preferred residential density percentage distributions for the incremental residential dwelling units would provide for an incremental population of about 23,000 persons and would allow the Village to achieve a total resident population of about 48,300 persons by 2010. The incremental population would allow the Village to achieve residential dwelling unit proportions slightly higher than those forecast under the optimistic future scenario. These residential densities were applied to the locally preferred or "optimistic" land use plan. The selection of these percentages is due to previous commitments made to certain major sanitary sewer and water facility improvements and an attempt to direct resident population growth in the Village.

²Under the Regional Planning Commission recommended, or "intermediate," land use plan, incremental residential densities were provided in accordance with the following percentages: rural estate, suburban, and low-density, 7 percent; medium-density 51 percent; medium-high density 13 percent; and high-density 29 percent.

- b. Approximately 64 percent of the total incremental dwelling units required should consist of urban medium-density, single-family dwelling units on 7,200- to 20,000-square-foot-lots.
- c. Approximately 9 percent of the total incremental dwelling units required should consist of urban medium- to high-density, multi-family dwelling units at densities ranging from 6.0 to 9.1 dwelling units per net residential acre.
- d. Approximately 17 percent of the total incremental dwelling units required should consist of urban high-density, multi-family dwelling units at densities ranging from 9.2 to 18.3 dwelling units per net residential acre.

The objectives, principles, and standards set forth in this chapter are intended to express the physical development goals for the Village of Menomonee Falls. The standards perform a

particularly important function in the plan formulation in that they form the basis upon which future community land use needs are determined.

Chapter V

COMMUNITY LAND USE AND TRANSPORTATION SYSTEM REQUIREMENTS

INTRODUCTION

The objectives, principles, and standards set forth in Chapter IV express the physical development goals of the Village, the rationale supporting these goals, and the standards to be used as a basis for evaluating alternative land use plans and development proposals. The standards perform a particularly important function in the plan formulation process since they are utilized to identify future land use requirements. The standards adopted by the Village consist of two types: comparative and absolute. Comparative standards can be applied only through a comparison of alternative plan proposals, whereas absolute standards can be applied individually to each alternative plan proposal, since they are expressed in terms of maximum, minimum, or desirable values.

As part of the land use planning process, the standards set forth in Chapter IV were applied to the forecast resident population and economic activity levels to estimate the land use requirements to be met in the land use plan design. In addition, certain other general and specific requirements and recommendations contained in the regional plans prepared by the Regional Planning Commission were incorporated into the land use plan for the Village. The land use requirements for the Village used in the land use planning design process are described in the following paragraphs.

LAND USE REQUIREMENTS

The land use requirements of the probable future population of the Village in the year 2010 were determined by applying two basic types of standards. First, per capita standards, expressed as the number of acres of a given land use category per hundred, or per thousand, resident population, were used to help estimate the total number of acres of land needed to satisfy each basic land use requirement of the resident population by the year 2010. Second, accessibility standards, expressed as a maximum service area for public facilities, were used to assure that these facilities are spatially distributed in an efficient and convenient manner. It should be

recognized that in some situations, per capita area standards may be met, but a need may still exist for additional land because of the relative inaccessibility or distance of an existing use or facility to some of the resident population of the Village. The process used to determine the Village's year 2010 land use requirements is graphically shown in Figure 6.

Table 12 summarizes future urban land use requirements in the Village of Menomonee Falls through the year 2010 for the Regional Planning Commission-recommended, or "intermediate future scenario," land use plan. The table utilizes the land use standards set forth under land use development Objective No. 1 and Table 10 of Chapter IV for residential, commercial, industrial, governmental/institutional, and recreational development.

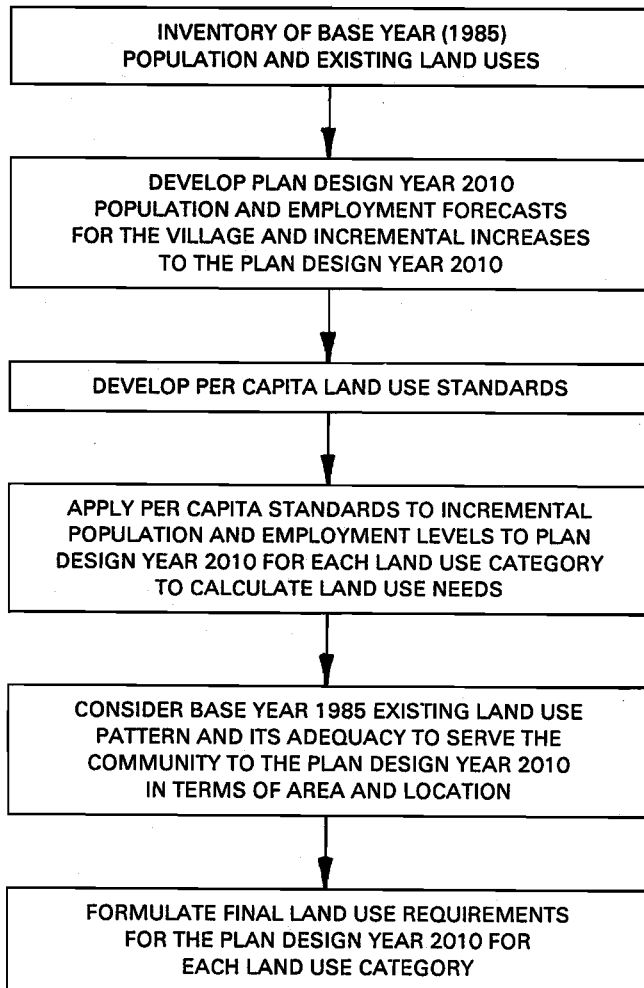
Land needs for each urban land use category shown in Table 12 were determined by applying the appropriate land use development standard for the year 1985 to the forecast population increment for the year 2010. Table 12 indicates that about 1,492 acres of rural land will need to be converted to urban use by the year 2010. Table 12 is expressed in terms of the gross area needed for each given land use category; this gross area includes all supporting street rights-of-way and off-street parking areas.

Residential Development

Table 12 indicates that an additional 1,044 acres of land will need to be converted from rural to urban use in the Village to accommodate the residential land use needs of the forecast resident population increase of about 8,600 persons by the year 2010 under the intermediate future scenario—centralized development pattern—or a total resident population of about 35,600 persons. To accommodate this population increase, about 3,760 additional dwelling units would be required. In order to provide reasonable flexibility for the operation of the urban land market in the Village, the required incremental land use areas, estimated on the basis of standards and forecasts, were increased, as shown in Table 12, by about 20 percent in the suburban, low-density, medium-density, medium-high density, and high-density incremental residential land use categories.

Figure 6

**PROCESS USED FOR DETERMINING
YEAR 2010 LAND USE REQUIREMENTS FOR
THE VILLAGE OF MENOMONEE FALLS**



Source: SEWRPC.

As shown in Table 12, the land use categories representing the number and types of dwelling units were broken down into six forecast residential density classifications for the design year 2010. The rural estate residential land uses (residential densities of 5.0-acre lots or greater) are included in the "Agricultural and Other Rural Lands" category. Therefore, no incremental acres were required in this urban residential land use category. A total of about 185 incremental acres, or about 75 dwelling units, are required in the suburban residential development urban land use category (residential densities of 1.0- to 5.0-acre lots), 12 percent of the total incremental urban residential land use requirements. A total

of about 162 incremental acres, or about 188 dwelling units, are required in low-density urban (20,000- to 43,560-square-foot lots) residential development, about 11 percent of the total incremental urban residential land use requirements. A total of about 700 acres, or about 1,918 dwelling units, are required in medium-density urban (7,200- to 19,999-square-foot lots) residential development, about 47 percent of the total incremental urban residential land use requirements. A total of about 80 acres, or about 489 dwelling units, are required in medium-high density urban (6.0 to 9.1 dwelling units per net residential acre) residential development, about 5 percent of the total incremental urban residential land use requirements. A total of about 127 acres, or about 1,090 dwelling units, are required in high-density urban (9.2 to 18.3 dwelling units per net residential acre) residential development, about 9 percent of the total incremental urban residential requirements.

A perceived need was indicated by the Greater Menomonee Falls Committee and the Menomonee Falls Overall Economic Development Committee to achieve a better balance of single-family, two-family, and multi-family residential development in order to provide a greater choice of housing types in the Village. The existing land use patterns provide very low amounts of both two-family and multi-family residential uses in the community. The land use allocations herein presented address this perceived need to provide a variety of housing types serving all resident populations of the community, including the renovation of former institutional and commercial properties into small apartments and the construction of multi-family housing units to serve the growing elderly population. This perceived need for medium-high density and high-density residential dwelling units is supported by the forecast increases in the elderly population, set forth in Chapter II.

Commercial (Retail) Development

As indicated in Table 12, to meet the forecast increase of about 9,100 jobs in retail and service employment within the Village, approximately 63 additional acres of commercial land will be needed. This represents an increase of about 16 percent over the 1985 level of 401 acres of commercial land use. These additional commercial lands should be located within the Village in accordance with the objectives and standards outlined in Chapter IV.

Table 12

**FUTURE URBAN LAND USE REQUIREMENTS FOR THE
RECOMMENDED VILLAGE OF MENOMONEE FALLS LAND USE PLAN**

Urban Land Use Category	1985 Gross Area (acres)	Percent of Total 1985 Gross Area	Estimated 1985 Population	1985 Development Ratios	Development Standards	Forecast Incremental Population 1985-2010 ^a	Required Incremental Land Use Acres per Development Standards	Required Incremental Urban Land Use After Consideration of 1985 Gross Acres ^b	Total Land Requirements 2010	
									Acres	Percent
Residential Rural Estate (5-acre lots or greater)	26 ^c	0.3	164	675.9 acres/100 dwelling units	588.3 acres/100 dwelling units	0.0	0.0	0.0	0.0 ^d	0.0
Suburban (1.0- to 5.0-acre lots)	569	2.6	505	335.8 acres/100 dwelling units	204.6 acres/100 dwelling units	75 dwelling units/202 persons	153.9	184.6 ^e	753.6	3.5
Low-Density Urban (20,000- to 43,560-square-foot lots)	2,414	11.3	8,930	80.6 acres/100 dwelling units	71.6 acres/100 dwelling units	188 dwelling units/506 persons	134.6	161.5	2,575.5	12.1
Medium-Density Urban (7,200- to 19,999-square-foot lots)	1,249	5.8	11,087	33.6 acres/100 dwelling units	30.4 acres/100 dwelling units	1,818 dwelling units/5,158 persons	583.0	699.5	1,948.5	9.1
Medium-High Density Urban (6.0 to 9.1 dwelling units/net residential acre)	107	0.5	983	32.5 acres/100 dwelling units	13.7 acres/100 dwelling units	489 dwelling units/1,315 persons	67.0	80.4	187.4	0.9
High-Density Urban (9.2 to 18.3 dwelling units/net residential acre)	184	0.8	5,370	10.1 acres/100 dwelling units	9.7 acres/100 dwelling units	1,090 dwelling units/2,933 persons	105.8	126.9	310.9	1.4
Subtotal	4,549 ^f	21.3	27,039	50.1 acres/100 dwelling units	--	3,760 dwelling units/10,114 persons ^g	1,044.3	1,252.9	5,775.9	27.0
Commercial	401 ^{h,i}	1.9	7,828 employees ^j	5 acres/100 employees	6.0 acres/100 employees	1,044 employees	62.6	62.6	393.6 ^k	1.9
Industrial	826 ^l	3.9	6,583 employees ^j	12 acres/100 employees	9.0 acres/100 employees	206 employees	18.5	18.5	844.5	4.0
Governmental and Institutional	352 ^f	1.6	27,039	13 acres/1,000 persons	12.0 acres/1,000 persons	8,561 persons	102.7	102.7	454.7	2.1
Recreational	781 ^f	3.6	27,039	29 acres/1,000 persons	6.4 acres/1,000 persons	8,561 persons	54.8	54.8	835.8	3.9
Agricultural and Other Rural Lands	14,466 ^m	67.7	--	--	--	--	--	--	13,069.5	61.1
Total	21,374	100.0	--	--	--	--	--	1,491.5	21,374.0	100.0

^aTo arrive at the forecast incremental population for each residential density classification, the following allocations were used: 7 percent infilling of existing vacant lots in the rural estate, suburban, and low-density urban areas; 51 percent in medium-density urban areas; 13 percent in medium-high density urban areas; and 29 percent in high-density urban areas. Using these residential density allocations for the forecast incremental population of 8,561 persons will allow the Village to achieve the following overall residential dwelling unit proportions in the year 2010 for the forecast village population of 36,500: infilling of dwelling units in existing vacant rural estate, suburban, and low-density urban lots; 1,918 dwelling units in medium-density urban areas; 489 dwelling units in medium-high density urban areas; and 1,090 dwelling units in high-density urban areas.

^bThis number includes 20 percent additional acreage in the suburban, low-density, medium-density, medium-high density, and high-density residential land use categories to allow for site suitability and market choice of housing type.

^cRepresents 52 occupied residential lots totaling 372 acres. However, only 26 developed acres are shown here; the other 320 acres are included in the "Agricultural and Other Rural Lands" category.

^dIncluded in the "Agriculture and Other Rural Lands" category.

^eIncludes the infilling of existing vacant rural estate, suburban, and low-density urban areas.

^fGross area includes associated street right-of-way, off-street parking, and communications and utilities.

^gAlthough the forecast incremental population increase is 8,561 by the year 2010, there will be a total increase of 3,760 dwelling units representing 10,114 persons within the community, resulting from the declining number of persons per dwelling unit from 2.98 persons in 1985 to 2.69 persons forecast for 2010.

^hGross area includes associated street right-of-way, off-street parking, bus terminals, and communications and utilities.

ⁱIncludes 70 acres of commercial land devoted to one existing and one abandoned drive-in theater.

^jWisconsin Department of Industry, Labor and Human Relations, and SEWRPC.

^kTotal commercial land use requirements exclude 70 acres of commercial land devoted to one existing and one abandoned drive-in theater.

^lGross area includes associated street right-of-way, off-street parking, truck terminals, and communications and utilities.

^mGross area includes associated street right-of-way and communications and utilities.

Source: SEWRPC.

Industrial Development

As indicated in Table 12, there will be a need for about 18 additional acres of industrial development in the Village by the year 2010. This represents an increase of about 2 percent over the 1985 level of 826 acres of industry-related land uses. This increase is a result of the anticipated increase in industrial employment from about 6,583 jobs in 1985 to 6,789 jobs in the year 2010, an increase of 206 jobs or about 3 percent. The objectives and standards call for about nine gross acres of industrial land for each 100 industrial employees to provide adequate space for primary industrial buildings, accessory buildings, and related off-street parking facilities. Generally, new industrial uses should be located near supporting transportation facilities and utilities, as indicated in the objectives and standards set forth in Chapter IV.

Governmental and Institutional Development

As indicated in Table 12, by the year 2010, the Village will need about 103 additional acres of governmental and institutional land uses, an increase of about 29 percent over the 1985 level of 352 acres. The additional land required for governmental and institutional uses may be expected to support new schools, churches, health-care facilities, day-care facilities, and other institutional uses.

Recreational Development

SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern

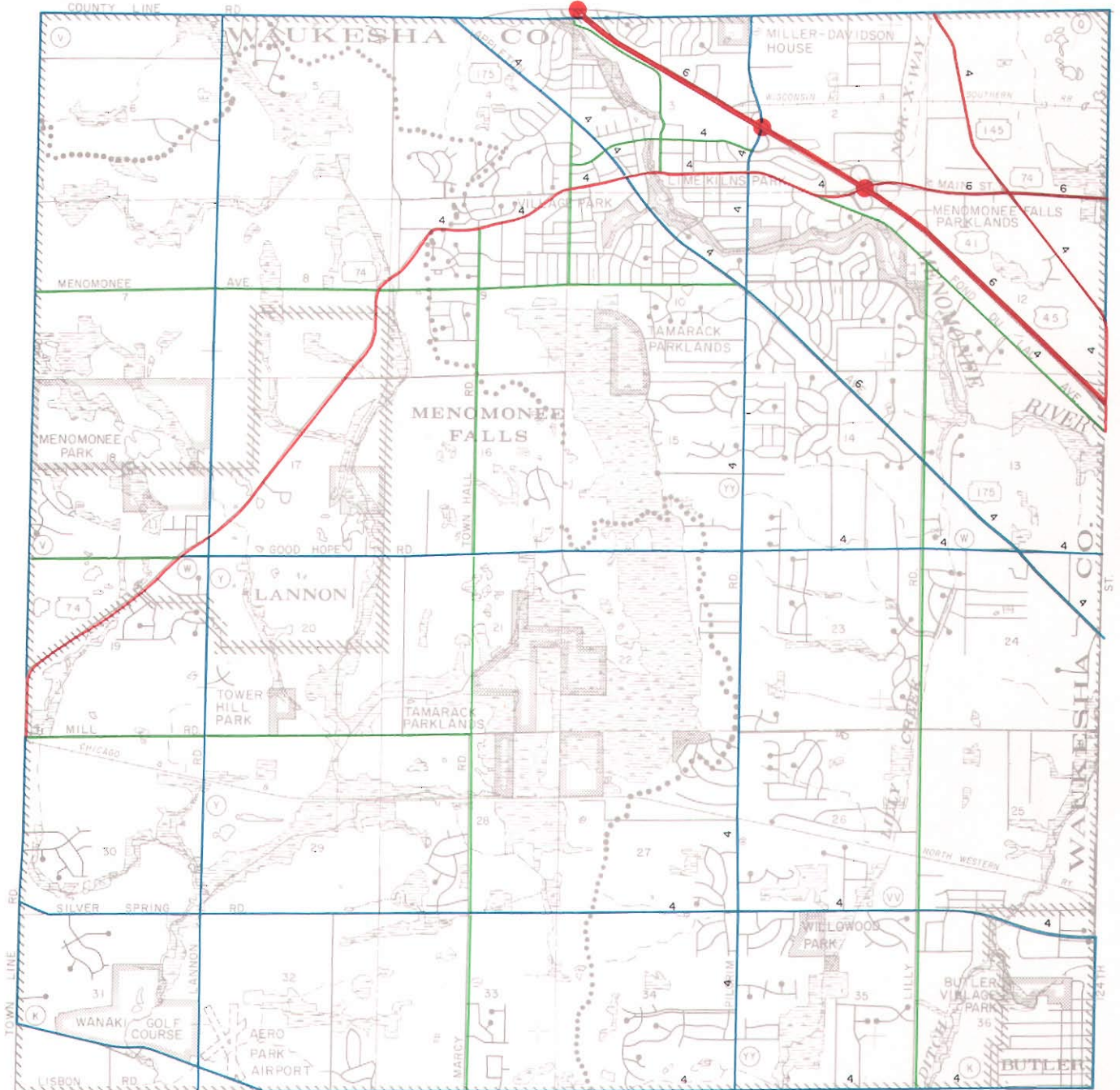
Wisconsin: 2000, contains recommendations concerning the preservation of primary and secondary environmental corridors and prime agricultural lands, and the provision of resource-oriented and nonresource-oriented recreational sites and facilities. A Comprehensive Plan for Parks and Recreation for the Village of Menomonee Falls, prepared by Stiefvater and Associates Landscape Architects, Inc., in 1980, also contains recommendations for park and open space preservation and development in the Village. Based upon the findings and recommendations of these reports, existing park and open space sites should be preserved and additional neighborhood parkland should be acquired and developed to accommodate recreational needs in the Village.

TRANSPORTATION SYSTEM REQUIREMENTS

The arterial street and highway facilities required to serve the probable future traffic demands within the Village, as recommended in the adopted regional transportation system plan, are shown on Map 6. State trunk highways are shown in red, county trunk highways in blue, and local trunk highways in green. The plan map also indicates the number of traffic lanes needed for each arterial street segment in the Village in order to carry the anticipated arterial traffic volumes through the design year 2000.

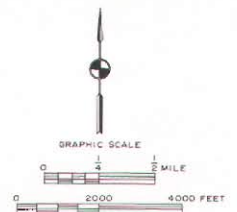
Map 6

TRANSPORTATION SYSTEM REQUIREMENTS FOR THE VILLAGE OF MENOMONEE FALLS: 2000



LEGEND

- STATE TRUNK HIGHWAY - FREEWAY
- STATE TRUNK HIGHWAY - NONFREEWAY
- COUNTY TRUNK HIGHWAY
- LOCAL TRUNK HIGHWAY
- FREEWAY - NONFREEWAY INTERCHANGE
- 4 NUMBER OF TRAFFIC LANES
(IF MORE THAN TWO)



Source: SEWRPC.

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Chapter VI

INITIALLY RECOMMENDED AND LOCALLY PREFERRED LAND USE AND TRANSPORTATION SYSTEM PLANS: 2010

INTRODUCTION

The land use plan and attendant transportation system plan for the Village of Menomonee Falls, as set forth in this report, consists of recommendations concerning the type, amount, and spatial location of the various land uses required to serve the needs of the resident population of the Village of Menomonee Falls to the year 2010, and recommendations concerning the location, configuration, and capacity of the arterial street and public transit systems required to serve the land use pattern. The plans are intended to be used as a tool to guide the physical development of the community into a more functional, healthful, efficient, and attractive pattern. In accordance with the broad objectives of local government, the plans are intended to promote the public health, safety, morals, order, convenience, prosperity, and general welfare of the community.

The land use plan and attendant transportation system plan should promote the public interest of the community as a whole, rather than the interests of individuals or special interest groups within the community. The very nature of the plan contributes to this purpose, for it facilitates consideration of the relationship of any development proposal, whether privately or publicly advanced, to the overall physical development of the entire community. The plan contributes to responsible democratic government by helping duly elected and appointed public officials to safeguard and promote the public interest. The plan also contributes to democratic government by providing a focus for citizen participation in the community planning and development process.

The plans are intended to assist in the political and technical coordination of the development of the community over time. Political coordination seeks to assure that the elected and appointed public officials concerned and that a majority of citizens within the community are in accord with and support the goals expressed in the plans. Technical coordination seeks to assure a logical relationship between private land use development and public works development so that the

planning and scheduling of public and private improvements will be efficient, avoiding conflict, duplication, and waste. Effective coordination of development requires a unified, integrated plan if the physical elements of the environment are to be continually managed without costly conflicts of function, and if the political forces of the community are to deal with controversial development issues, including the plan itself, in an equitable and constructive manner.

The land use and the transportation system plans should be long-range to provide a means of taking into account long-term development needs and objectives when considering short-range actions. These plans, then, are intended to achieve coordination of development through time, and to help ensure that decisions made as development issues arise will lead toward the attainment of the community development goals expressed in the plans adopted by the Village. In the case of Menomonee Falls, the land use plan and attendant transportation plan are designed for a planning period extending to beyond the turn of the century. In this way, the plans are intended to provide for the probable future, as well as present, needs of the Village. The plans, however, should not be considered as rigid and unchangeable, but rather as flexible guides to help village officials and concerned citizens in the review of development proposals as such proposals are advanced over time.

It is also important to note that the land use and attendant transportation system plans herein presented are generalized plans. Further detailed studies and plans conducted within the framework of these generalized plans will be required to address such matters as traffic congestion, detailed neighborhood development, and similar site-specific concerns.

The plans herein presented should be periodically reviewed to determine whether changing conditions require modification of the plans and whether the land use development objectives expressed in the plans are still held to be valid, as well as to determine the extent to which the various objectives are being realized through plan implementation.

The land use and attendant transportation system plans properly represent refinements of the adopted regional land use and transportation system plans, and therefore meet area-wide, as well as local, development objectives. The regional land use plan and, as a consequence, the initially recommended and locally preferred village land use plans recognize the importance of the urban land real estate market in shaping land use patterns and seek to influence the operation of that market in three ways in order to achieve a more healthful, attractive, and efficient settlement pattern. First, the plans recommend that development trends be shaped by encouraging intensive urban development to occur only in those areas which are covered by soils suitable for such development; which are not subject to special hazards such as flooding; and which can be readily served by essential municipal facilities and services, including centralized public sanitary sewer and water supply. Second, the plans recommend that development trends be shaped by discouraging urban development from occurring in delineated environmental corridors and on other environmentally significant lands. Third, the plans recommend that development trends be shaped by retaining in agricultural use the best remaining farmlands within the Village through the design year of the plan.

PLAN DETERMINANTS FOR THE INITIALLY RECOMMENDED LAND USE PLAN

The intermediate future scenario presented in Chapter II of this report envisions that the Village of Menomonee Falls will reach a resident population level of approximately 35,600 persons by the year 2010, an increase of about 8,600 persons, or about 32 percent, over the 1985 resident population of about 27,000. This forecast represents near maximum resident population levels which may reasonably be expected to occur within the Village over the 25-year plan design period. To accommodate this population increase, approximately 3,760 additional housing units would need to be added to the 1985 housing stock of 9,474 housing units. This would, in turn, require the conversion of approximately 1,508 acres of rural and open lands to urban residential use in the Village by the year 2010. In addition, the forecast population increase may be expected to be accompanied by

a need for additional land for commercial, industrial, institutional, and recreational uses, which would require the conversion of some additional lands from rural to urban use.

In order to effectively guide land use development and redevelopment within the Village into a more efficient, stable, safe, healthful, and attractive pattern, it is necessary to carefully consider the existing and probable future amount and spatial location of the various land uses as those uses relate to the natural resource base of the area. Natural conditions in the village planning area make it highly desirable, if not absolutely essential, to provide public sanitary sewer and water supply service to all future urban development. Natural conditions also indicate the need to protect the primary environmental corridors, as well as other environmentally significant areas, from intensive urbanization so that serious and costly environmental and developmental problems can be avoided.

INITIALLY RECOMMENDED LAND USE PLAN

The initially recommended land use plan is shown in graphic summary form on Map 7. The plan is quantitatively analyzed in Table 13 and compared to the 1985 land use pattern of the Village. The initially recommended plan described herein provides a design for the attainment of the development objectives based upon the land use requirements, as set forth in Chapters IV and V of this report.

Residential Land Use

The initially recommended plan map identifies six categories of residential land use based upon the residential density standards advanced in Chapter IV and the land requirements set forth in Chapter V. These categories are essentially single-family dwelling units—rural estate, with 5.0-acre lots or greater; suburban, with a 1.0- to 5.0-acre net lot area per dwelling unit; low-density urban, with a 20,000- to 43,560-square-foot net lot area per dwelling unit; medium-density urban, with a 7,200- to 19,999-square-foot net lot area per dwelling unit; medium-high density urban or two-family units, with 6.0 to 9.1 dwelling units per net residential acre; and high-density urban or multi-family units, with 9.2 to 18.3 dwelling units per net residential acre. Figures 7, 8, and 9 graphically

illustrate the total percentage of urban and rural land uses and the percentage distribution of each urban and rural land use in the Village of Menomonee Falls for plan design year 2010.

Any incremental areas proposed for rural estate residential development under the initially recommended land use plan would be identified under the "Other Rural and Open Lands" category. These areas, as shown on Map 7, are located throughout the Village and need not necessarily be served by sanitary sewer or public water supply facilities. To prevent harmful impacts to the environment, the unsewered rural estates should be located in areas where soils are suitable to support onsite sewage disposal systems.

The areas proposed for suburban residential development under the initially recommended land use plan would total about 762 acres by the year 2010, an increase of about 193 acres, or about 34 percent, over the 1985 level. Suburban residential development should be concentrated within the designated design year 2000 sewer service area of the Village. To avoid costly environmental and developmental problems, the location of nonfarm suburban residential development in unsewered areas should be discouraged, but, if permitted, should not be located in areas covered by soils identified in the regional detailed operational soil survey as having severe or very severe limitations for development.

The areas proposed for low-density urban residential development under the initially recommended land use plan would total about 2,861 acres of land by the year 2010, an increase of about 447 acres, or about 19 percent, over the 1985 level. These areas, as shown on Map 7, are proposed to be located throughout the Village, but primarily adjacent to existing residential development of this same, or a similar, density. This type of development has been used as a transitional land use between areas of suburban density and medium-density residential land uses. This type of development, as it occurs in the eastern half of the Village, would be served by public sanitary sewer and water supply facilities.

The areas proposed for medium-density urban residential development under the initially recommended land use plan would total about 2,157 acres of land by the year 2010, an increase of about 916 acres, or about 74 percent, over the 1985 level. Because of the lot size envisioned,

these areas are proposed to be served by public sanitary sewer and water supply facilities. These areas are generally located in the northeast quarter of the Village and in the far southeast portion of the Village.

The areas proposed for medium-high density urban residential development total about 236 acres of land under the initially recommended land use plan, as shown on Map 7—an increase of 129 acres, or 121 percent, over such land use in 1985. These areas are proposed to be served by public sanitary sewer and water supply and are generally located in the northeast quarter of the Village. These areas are typically located near and along arterial streets and highways, providing ease of vehicular access and also for the provision of mass transit service. In addition, this type of development can serve as a transitional land use between areas of medium-density and high-density urban residential development.

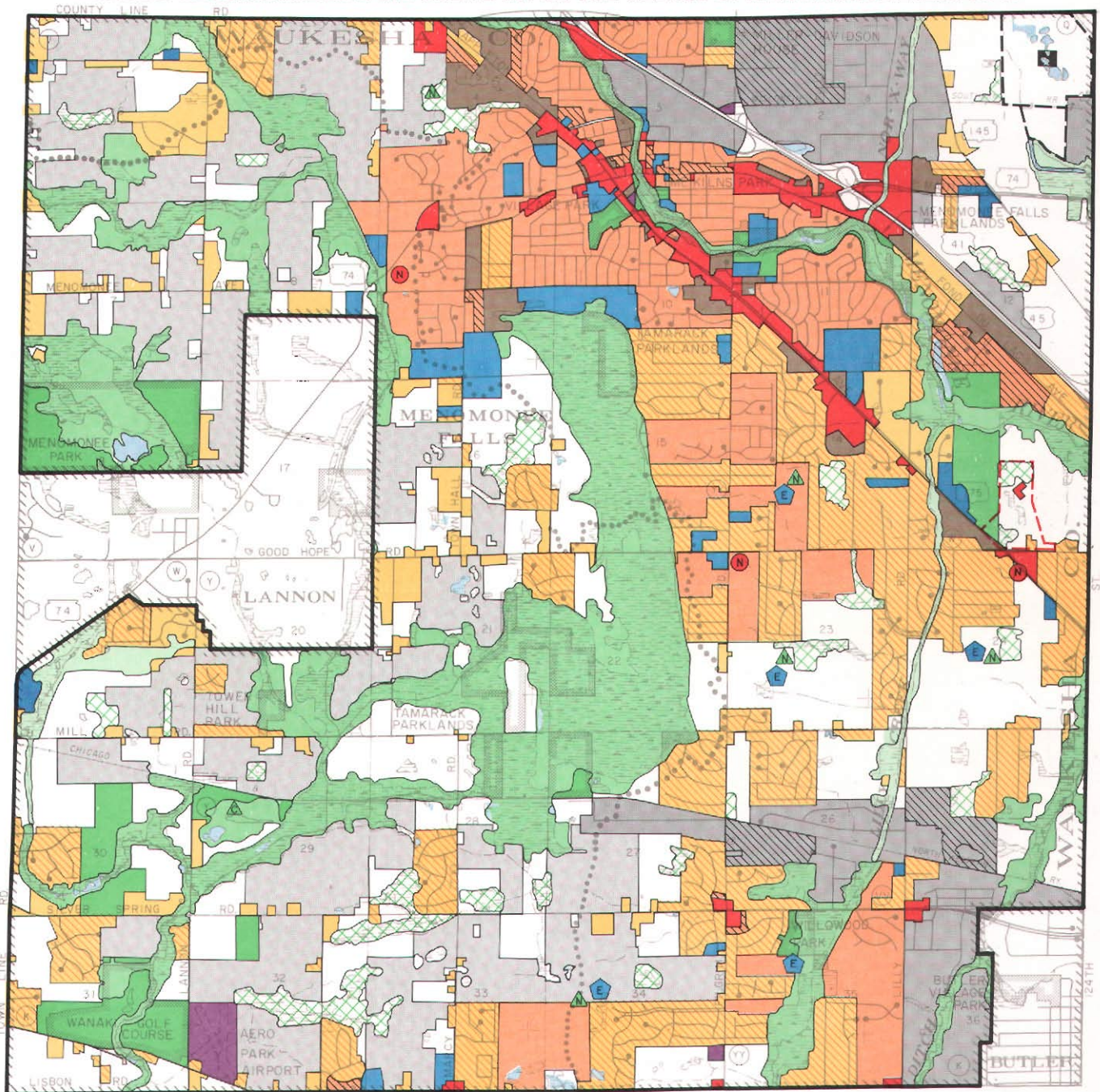
The areas proposed for high-density urban residential development under the initially recommended land use plan would total 322 acres of land by the year 2010, an increase of about 138 acres, or about 75 percent, over the 1985 level. These areas are also proposed to be served by public sanitary sewer and water supply, and are also generally located in the northeast quarter of the Village, near and along arterial streets and highways. These areas are also located in convenient proximity to commercial retail and service centers.

Commercial (Retail) Land Use

Under the initially recommended land use plan, commercial retail sales and service land uses would encompass about 488 acres of land by the year 2010, an increase of about 87 acres, or about 22 percent, over the 1985 level. The Appleton Avenue corridor from St. Francis Drive on the northwest to about Monroe Avenue on the southeast is proposed to remain a major commercial retail sales and service facility. Infilling of vacant lands in this segment with commercial uses is proposed. As a major arterial highway leading from the central area of Milwaukee generally through the most urbanized portion of the Village, Appleton Avenue is subject to a variety of development pressures which influence the efficiency and safety of the facility itself, and the viability of the adjacent land uses. Because of the present and potential deficiencies of this facility, its importance to the Village, and the necessity for its preservation as a high-

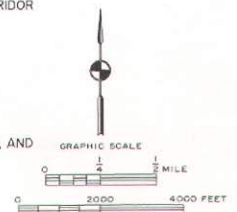
Map 7

INITIALLY RECOMMENDED LAND USE PLAN FOR THE VILLAGE OF MENOMONEE FALLS: 2010



LEGEND

- | | | |
|--|--|--|
| RURAL ESTATE RESIDENTIAL AND OTHER AGRICULTURAL LANDS (5-ACRE LOTS OR GREATER) | COMMERCIAL DEVELOPMENT | PARKS AND RECREATIONAL |
| SUBURBAN RESIDENTIAL DEVELOPMENT (1.0-ACRE TO 5.0-ACRE LOTS) | N PROPOSED NEIGHBORHOOD COMMERCIAL | C PROPOSED COMMUNITY PARK |
| LOW-DENSITY URBAN RESIDENTIAL DEVELOPMENT (20,000- TO 43,560-SQUARE-FOOT LOTS) | LIMITS OF COMMERCIAL LAND OWNERSHIP | N PROPOSED NEIGHBORHOOD PARK |
| MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (7,200- TO 20,000-SQUARE-FOOT LOTS) | GOVERNMENTAL AND INSTITUTIONAL | PRIMARY ENVIRONMENTAL CORRIDOR |
| MEDIUM-HIGH DENSITY URBAN RESIDENTIAL DEVELOPMENT (6.0 TO 9.1 DWELLING UNITS PER NET RESIDENTIAL ACRE) | E PROPOSED NEIGHBORHOOD SCHOOL | SECONDARY ENVIRONMENTAL CORRIDOR |
| HIGH-DENSITY URBAN RESIDENTIAL DEVELOPMENT (9.2 TO 18.3 DWELLING UNITS PER NET RESIDENTIAL ACRE) | LIGHT INDUSTRIAL DEVELOPMENT | ISOLATED NATURAL AREA |
| | LANDS TO BE USED FOR INDUSTRIAL-RELATED DEVELOPMENT BEYOND THE YEAR 2010 | PRIME AGRICULTURAL LANDS |
| | LANDFILL | TRANSPORTATION, COMMUNICATION, AND UTILITIES |
| | LIMITS OF LANDFILL OPERATIONS | WATER |



Source: SEWRPC.

Table 13

**SUMMARY OF EXISTING AND RECOMMENDED LAND USE
IN THE VILLAGE OF MENOMONEE FALLS: 1985-2010**

Land Use Category	Existing 1985 Land Use			Planned Increment		Initially Recommended Planned Land Use: 2010		
	Total Acres	Percent of Subtotal	Percent of Total	Total Acres	Percent Change 1985-2010	Total Acres	Percent of Subtotal	Percent of Total
Urban								
Residential								
Rural Estate (5.0-acre lots or greater)	26	0.4	0.1	-26	-100.0	--	--	--
Suburban (1.0- to 5.0-acre lots)	569	8.1	2.7	193	33.9	762	8.0	3.6
Low-Density Urban (20,000- to 43,560-square-foot lots)	2,414	34.2	11.3	447	18.5	2,861	30.0	13.4
Medium-Density Urban (7,200- to 19,999-square-foot lots)	1,241	17.6	5.8	916	73.8	2,157	22.6	10.1
Medium-High Density Urban (6.0 to 9.1 dwelling units per net residential acre)	107	1.5	0.5	129	120.6	236	2.5	1.1
High-Density Urban (9.2 to 18.3 dwelling units per net residential acre)	184	2.6	0.8	138	75.0	322	3.4	1.5
Subtotal	4,541	64.3	21.2	1,797	39.6	6,338	66.5	29.7
Commercial	401 ^b	5.7	1.9	87	21.7	488 ^c	5.1	2.3
Industrial	826	11.7	3.9	422	51.1	1,248 ^d	13.1	5.8
Governmental and Institutional	352	5.0	1.6	67	19.0	419	4.4	2.0
Parks and Recreational	781	11.1	3.7	107	13.7	888	9.3	4.1
Other Urban Related ^a	158	2.2	0.7	--	--	158	1.6	0.7
Subtotal	7,059	100.0	33.0	2,480	35.1	9,539	100.0	44.6
Rural								
Primary Environmental Corridor	3,340	23.3	15.6	--	--	3,340	28.2	15.6
Secondary Environmental Corridor	230	1.6	1.1	--	--	230	1.9	1.1
Other Environmentally Significant Lands	508	3.6	2.4	-13	-2.6	495	4.2	2.3
Prime Agricultural Lands	3,312	23.1	15.5	-485	-14.6	2,827	23.9	13.2
Other Rural and Open Lands	6,925	48.4	32.4	-1,982	-28.6	4,943 ^e	41.8	23.2
Subtotal	14,315	100.0	67.0	-2,480	-17.3	11,835	100.0	55.4
Total	21,374	100.0	100.0	--	--	21,374	--	100.0

^aIncludes existing communications, utilities, and railway rights-of-way.

^bIncludes 70 acres of commercial land formerly devoted to one existing and one abandoned drive-in theater.

^cExcludes 70 acres of commercial land formerly devoted to two drive-in theaters which are assumed to be phased out during the 25-year planning period.

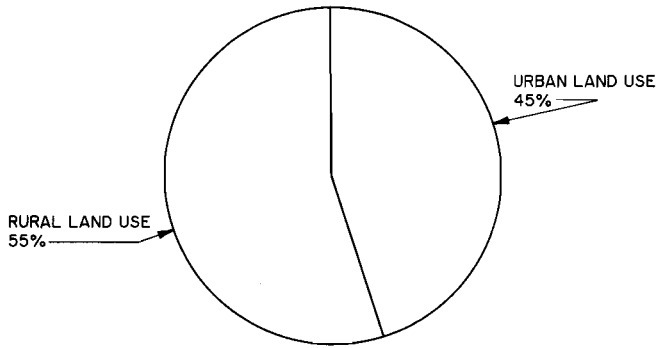
^dExcludes 297 acres of land to be developed for industrial uses beyond the year 2010 planning period.

^eIncludes 26 acres of land formerly devoted to rural estate residential development.

Source: SEWRPC.

Figure 7

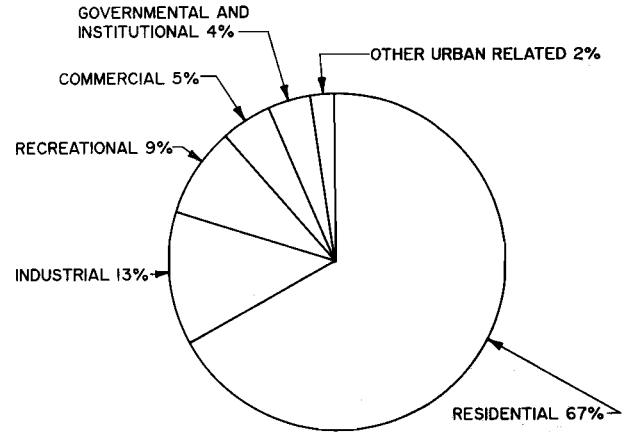
**TOTAL URBAN AND RURAL LAND
USES BY PERCENTAGE IN THE VILLAGE OF
MENOMONEE FALLS UNDER THE INITIALLY
RECOMMENDED LAND USE PLAN: 2010**



Source: SEWRPC.

Figure 8

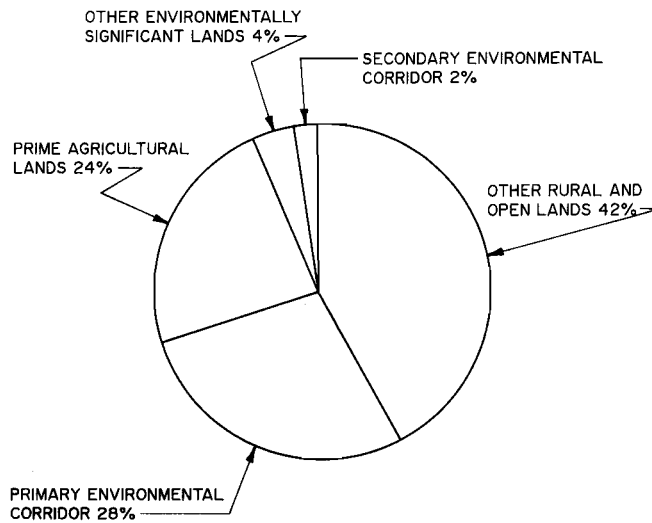
**DISTRIBUTION OF URBAN LAND
USES BY PERCENTAGE IN THE VILLAGE OF
MENOMONEE FALLS UNDER THE INITIALLY
RECOMMENDED LAND USE PLAN: 2010**



Source: SEWRPC.

Figure 9

**DISTRIBUTION OF RURAL LAND
USES BY PERCENTAGE IN THE VILLAGE OF
MENOMONEE FALLS UNDER THE INITIALLY
RECOMMENDED LAND USE PLAN: 2010**



Source: SEWRPC.

capacity arterial, these development proposals must be addressed in more detailed land use and urban design studies. Accordingly, a more detailed study of land use development and traffic circulation along Appleton Avenue should be undertaken by the Village.

Also, the commercial area located generally along Main Street between Pilgrim Road on the west and Lilly Road on the east, in the vicinity of the USH 41-45 interchange, is proposed to remain a major commercial retail sales and service area. Infilling of vacant lands in this segment with commercial uses is proposed.

The initially recommended land use plan further calls for the development of three new neighborhood shopping centers on a site of about 6.5 acres. These proposed centers are intended to provide for small groupings of retail and customer service establishments away from other business districts, but within the proximity of the residential neighborhoods to be served. These shopping centers are proposed to be located at the southeast corner of the intersection of Main Street and Maple Road, at the southeast corner of the intersection of Pilgrim Road and Good Hope Road, and at the southwest corner of Appleton Avenue and Good Hope Road.

Since the completion of the 1985 land use inventory, approximately 75 additional acres have been identified for commercial land use development by the Strong/Corneliusson Capital Management, Inc., Corporate Office Center, located at the northeast corner of Appleton Avenue and Good Hope Road. As shown on Map 7, this commercial area includes about three acres devoted to the commercial office center and about 72 additional acres of supporting open space uses, including a 21-acre isolated natural area.

Industrial Land Use

The initially recommended land use plan identifies a total of 1,248 acres of industrial land uses by the year 2010, an increase of about 422 acres, or about 51 percent, over the 1985 level. The industrial land use acreage accounts for the infilling of existing platted industrial lots and of areas located adjacent to industrial areas served by street and related public infrastructure facilities. Further, the additional 422 acres includes lands set aside for a 161-acre industrial park near the northeast corner of the intersection of Lisbon Road (CTH K) and Lilly Road,

in the west one-half of U. S. Public Land Survey Section 36.

The initially recommended land use plan also identifies approximately 297 acres of land to be set aside as an industrial land reserve for use beyond the plan design year 2010. This reserve is planned to provide logical areas for industrial expansion after the year 2010.

Governmental and Institutional Use

The initially recommended land use plan envisions a total of 419 acres of governmental and institutional land uses by the year 2010, an increase of about 67 acres, or about 19 percent, over the 1985 level. The additional land uses may be expected to be occupied by schools, health-care facilities, day-care facilities, and other institutional uses.

Fire Protection Facilities: The Village of Menomonee Falls is served by three fire stations, located on the west side of Appleton Avenue south of Main Street; on the south side of Silver Spring Drive about one-half mile east of Pilgrim Road; and on the west side of Lilly Road south of Appleton Avenue.

These fire stations should be adequate to meet fire protection needs in the Village to the plan design year 2010. All existing and proposed urban development would be located within 1.5 miles of the fire stations. The plan, however, does not address the potential need to expand the fire stations to accommodate the additional equipment which may be required to service the anticipated development within the Village over the plan design period. Accordingly, a study of such need should be undertaken by the Village.

Educational Facilities: Even though school-age populations have been declining in recent years, the potential growth in the elementary school-age composition of the resident population over the next 25 years may warrant the provision of additional educational facilities in the Village. Two former elementary schools are now being utilized for other purposes—the school district administrative offices and a community service facility—and one high school is now serving as a middle school, thus underscoring a possible need for additional schools during the plan design period.

Using the community facility site area and service radius standards proposed for the Vil-

lage, two elementary school sites have been identified to serve the anticipated elementary school population in growing urban areas of the Village during the planning design period. The first site is located east of Pilgrim Road and south of Wood View Drive in U. S. Public Land Survey Section 14. The second site is located east of Pilgrim Road and south of Badger Road in U. S. Public Land Survey Section 35.

The initially recommended land use plan also identifies two areas to be reserved for school sites which may be required beyond the plan design year of 2010. The first site is located east of Pilgrim Road, south of Prudence Drive, and the second is located east of Lilly Road and south of Ranch Road.

In addition, the plan recommends that the Village reexamine the need for two closed public elementary schools—Lincoln Elementary School and Riverside Elementary School—and the costs involved in the use of these schools in the future. The Greater Menomonee Falls Committee has identified these as sites which could be used as related community facilities, such as an arts and crafts studio or a little theater.

The need to reexamine potential changes in the school-age population and the impact of such changes on the need for, and location of, additional educational facilities should be stressed. If the resident population of the Village reaches the higher end of the forecast range, there may be a need not only for additional elementary schools, but also for additional high schools and middle schools, as well as ancillary recreational facilities for these school-age children.

Park and Recreational Land Use

Under the initially recommended plan, park and recreational land uses would encompass about 888 acres—an increase of about 107 acres, or about 14 percent, over the 1985 level. This total includes the existing parks of local, county and regional significance, the planned additional neighborhood parks, and private recreational and park areas developed since the 1985 land use inventory.

In 1985, there were two resource-oriented parks in the Village, which together provided opportunities for a wide range of outdoor recreation activities, including camping, golf, picnicking, and swimming. Menomonee Park is a 397-acre regional park located in the northwestern por-

tion of the Villages of Lannon and Menomonee Falls. This park, part of the Waukesha County system, provides family and group camping facilities, picnic areas, play fields, a swimming beach, trail facilities, and other outdoor recreation facilities. The site also encompasses two identified scientific and natural area sites, one site of regional significance and the other of local significance. Menomonee Park is located along the Bugline recreational corridor and trail, also a county facility; trail facilities in the recreation corridor are located at the southeastern corner of the park site.

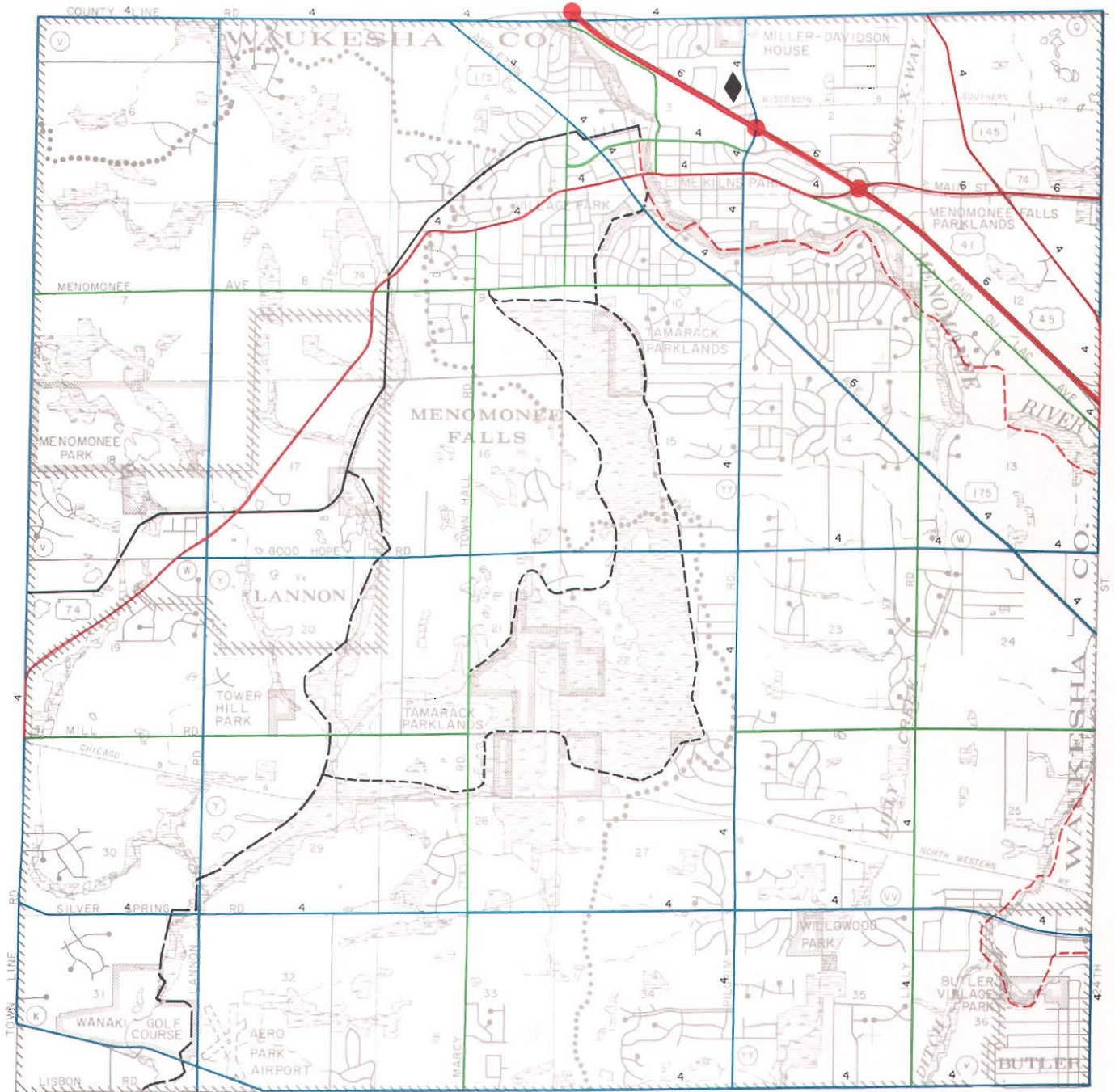
Wanaki Golf Course, also provided by the County, is a 152-acre major park located along the Fox River in the southwestern portion of the Village of Menomonee Falls. The site provides a regulation 18-hole golf course. In addition, Wanaki Golf Course is located along a proposed Fox River recreational trail, referred to in the adopted regional park and open space plan.

The regional park and open space plan proposes that Waukesha County continue to acquire and develop four recreational corridors within the village area as an integral part of a countywide parkway system. These recreational corridors encompass areas of scenic, scientific, historic, or cultural interest which would provide opportunities for a variety of nonmotorized, trail-oriented outdoor recreation activities such as biking, hiking, horseback riding, nature study, and cross-county skiing. The Bugline corridor, Fox River corridor, Menomonee River corridor, and Tamarack corridor are located within designated parkways and other environmental corridors, along utility and former railway rights-of-way, and on public roads in the Village of Menomonee Falls. The recreational corridors for the Village are shown on Map 8.

It is recommended that the Village assume responsibility for the provision of local neighborhood park sites and facilities. The initially recommended land use plan indicates that land should be acquired for two new neighborhood parks. These park sites should be approximately 10 acres each in area. The proposed parks are intended to provide opportunities for intensive nonresource-oriented outdoor recreation activities, such as baseball, basketball, ice skating, softball, tennis, and picnicking. These activities are provided primarily to meet the outdoor recreational needs of the residents in the nearby neighborhood. One of the two proposed neigh-

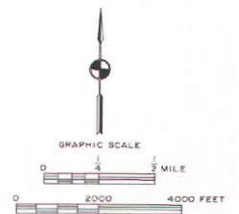
Map 8

RECOMMENDED TRANSPORTATION SYSTEM PLAN AND RECREATIONAL TRAILS/CORRIDORS FOR THE VILLAGE OF MENOMONEE FALLS: 2010



LEGEND

- | | |
|---|--|
| — STATE TRUNK HIGHWAY - FREEWAY | ◆ PARK AND POOL LOT |
| — STATE TRUNK HIGHWAY - NONFREEWAY | — BUG LINE TRAIL |
| — COUNTY TRUNK HIGHWAY | — FOX RIVER TRAIL |
| — LOCAL TRUNK HIGHWAY | — TAMARACK PARKWAY |
| ● FREEWAY - NONFREEWAY INTERCHANGE | --- MENOMONEE RIVER TRAIL |
| 4 NUMBER OF TRAFFIC LANES (IF MORE THAN TWO) | |



Source: SEWRPC.

neighborhood parks is located east of Maple Road in the northwest corner of U. S. Public Land Survey Section 4; the other is located east of Pilgrim Road and south of Wood View Drive in U. S. Public Land Survey Section 14. The approximate locations of the proposed parks are shown on the Map 7.

The initially recommended land use plan also identifies the need for additional neighborhood parkland to be set aside for recreational purposes beyond the plan design year 2010. Specifically, two sites totaling 20 acres have been identified for this purpose. One is located east of Pilgrim Road and south of Prudence Drive in U. S. Public Land Survey Section 23; the other is located east of Lilly Road and south of Ranch Road in U. S. Public Land Survey Section 24. The approximate locations of the land to be reserved for park use beyond the plan design year 2010 are shown on Map 7.

Tamarack Swamp

An inventory of woodland and wetland areas completed by the Commission in 1985 classifies the Tamarack Swamp in the Village as a valuable scientific and natural site with a good natural plant community. The 1,425-acre shrub swamp is located in the central portion of the Village in U. S. Public Land Survey Sections 9, 10, 15, 21, 22, 27 and 28. The location and extent of the Tamarack Swamp is shown on Map 7. Vegetation within the swamp consists of small tamarack and black ash trees, which occur near the southern edges of the swamp, grading into an open forest to the north. The initially recommended land use plan proposes that this extensive swamp be preserved and protected in essentially natural, open uses, and that any development that would act to degrade the natural features of this area be discouraged. In addition to its value as a natural plant community, the swamp performs a particularly important floodwater storage function in the Fox River watershed, and development would create major and costly flood control problems.

Environmental Corridors and Isolated Natural Areas

The initially recommended land use plan proposes that primary environmental corridors, which encompass approximately 3,340 acres, or about 16 percent of the total area of the Village, be maintained in essentially natural, open space uses for resource preservation and limited recreation purposes. These corridors are located

primarily along the major perennial streams and near large wetland areas in the northeast, northwest, and central portions of the Village, and encompass the Tamarack Swamp.

The secondary environmental corridors in the Village are generally located along intermittent streams or serve as links between segments of primary environmental corridors. These corridors encompass about 230 acres of land, or about 1 percent of the total area of the Village. It is recommended that secondary environmental corridors be maintained in public park and open space use, or in compatible private park and open space use.

Finally, the plan recommends that 495 acres of isolated natural areas, or about 2 percent of the Village area, be preserved in essentially natural, open space uses whenever possible. The initially recommended plan proposes that sanitary sewers not be extended into such corridors for the purpose of accommodating urban development. However, it is recognized in the plan that it sometimes may be necessary to construct sanitary sewers through environmental corridors, and that some special land uses requiring sanitary sewer service could be properly located in the corridors, including park and outdoor recreation facilities and certain institutional uses. In some cases, very low-density residential development on five-acre lots, compatible with the preservation of the corridors, may also be permitted to occupy corridor lands, and it may sometimes be desirable to extend sewers into the corridors to service such uses.

Agricultural and Other Rural Land Use

The initially recommended land use plan proposes the preservation of about 7,770 acres of agricultural and other rural and open lands, a decrease of about 2,467 acres, or about 24 percent below the 1985 level. Of the total 7,770 acres of agricultural and other rural and open lands proposed in the initially recommended plan, 2,827 acres, or 36 percent, are composed of prime agricultural lands. Prime agricultural lands consist of parcels of land 35 acres or larger in size which are covered by soils well suited for the production of food and fiber. These lands are located primarily in the western portion of the Village in areas of U. S. Public Land Survey Sections 5, 6, 7, 8, 16, 21, 27, 28, 29, 32, 33, and 34. The other agricultural lands can be used for rural estate residential development on lots five acres or larger in size, as well as for agricultural

use. Soil limitations for the use of onsite sewage disposal systems constitute the most important site-specific factor related to the establishment of such development. Not all the developable lands within the Village will be required to serve the needs of the resident population by the design year of the plan. Accordingly, the best agricultural land should be held in reserve.

Since the completion of the 1985 land use inventory, land has been acquired for a landfill site, owned and operated by Waste Management of Wisconsin, Inc. As graphically illustrated on Map 7, the landfill is located in the northeastern corner of the Village in U. S. Public Land Survey Section 1, encompassing an area of about 340 acres.

Transportation System Development Plan

An efficient arterial street and highway network provides the necessary means of access from both rural and urban areas to supporting service, employment, recreational, and cultural centers. It is essential, therefore, that land use and transportation system development be mutually compatible and that land use development be designed to protect the efficiency of the existing and proposed arterial street and highway system. Transportation system plans should seek to minimize street and highway improvement costs, as well as the disruption to existing development caused by transportation improvements.

The recommended year 2010 transportation system plan for the Village of Menomonee Falls, as illustrated on Map 8, includes several changes to the adopted year 2000 regional transportation system plan as that plan pertains to the Village and as shown on Map 6. The transportation system plan presented on Map 8 could accommodate the land use development proposed under either the initially recommended or the locally preferred plans. In particular, the recommended changes include the addition of a two-lane arterial street and highway segment designated as a county trunk highway facility to be generally located between W. Good Hope Road (CTH W) and Fond du Lac Avenue along the northerly extension of 124th Street, the county line. The recommended village transportation system plan also proposes to increase the number of traffic lanes, from two to four, on Silver Spring Road (CTH VV) from about three-quarters of a mile west of Pilgrim Road to Town Line Road; on Lilly Road from Hampton Avenue

to Mill Road; and on Town Line Road (STH 74 segment) from McLaughlin Road to Mill Road.

The adopted year 2000 regional transportation system plan includes proposals for rapid transit service within the Milwaukee urbanized area, including the northeastern corner of the Village of Menomonee Falls. The regional and village plans recommend the continued operation of the freeway flyer transit route serving the Village, contracted by Waukesha County and operated by the Milwaukee County Transit System. Under the transportation plan, this transit route would be modified to extend service to a new park-ride and carpool parking lot located at Pilgrim Road and Mequon Road in the Village of Germantown; and to an existing carpool parking lot located at USH 45 and W. Good Hope Road in the City of Milwaukee. The transportation plan also recommends that the route ultimately provide not only peak-period service but also midday and evening off-peak-period service as well. Under the plan, local bus service could eventually be provided within the Village when the provision of such service becomes cost-effective.

The Village has requested that the Regional Planning Commission examine two alternatives for the rerouting of STH 74 over Good Hope Road and Silver Spring Road. This study must be accomplished within the broader framework of a regional transportation system plan reevaluation. Also, recent studies conducted by the Regional Planning Commission of the Blue Mound Road corridor have concluded that Pilgrim Road should be converted to a state trunk highway between Lisbon Road and USH 41-45 in the Village of Menomonee Falls. This issue must also be resolved within the broader framework of a regional transportation system plan reevaluation.

PLAN DETERMINANTS FOR THE LOCALLY PREFERRED LAND USE PLAN

As described in Chapter II of this report, the population, employment, and land use forecasts that were selected for use in the preparation of the initially recommended land use plan for the Village of Menomonee Falls were based upon consideration of the intermediate future scenario-centralized development pattern. This alternative future envisioned a residential population of about 35,600 persons within the Village by the plan design year 2010.

During the March 14, 1988, and January 4, 1989, Plan Commission meetings, village officials indicated that in anticipation of increased resident population growth, the Village was committed to certain major sanitary sewer and water facility improvements and therefore expressed a desire to investigate the use of a higher design population level for the village land use plan. Based upon this and other considerations, the Village Plan Commission asked the Regional Planning Commission staff to prepare an alternative land use plan—identified herein as the locally preferred plan—using a resident population level of about 48,300 persons in the design year 2010. This population level is slightly higher than the population forecast under the Regional Planning Commission optimistic future scenario-centralized development pattern—of about 45,700 persons. The optimistic future scenario used in the preparation of the locally preferred plan represents near-maximum resident population and economic activity levels which may be expected to occur within the Village over the planning design period. Under the locally preferred plan, in order to accommodate a resident population level of 48,300 persons by the year 2010, approximately 7,915 additional housing units would need to be added to the 1985 housing stock of about 9,474 housing units in the Village, for a total of 17,389 housing units. This would, in turn, require the conversion of approximately 2,791 acres of rural and other open land to residential use in the Village. Given this optimistic future scenario, approximately 395 dwelling units would need to be authorized through residential building permits each year to the design year 2010 to realize the plan.

In addition, there would be a corresponding need for additional land for industrial, commercial, recreational, and institutional uses, requiring the conversion of some additional land from rural to urban use. If the population reaches the higher end of the forecast range, as suggested by the Village Plan Commission, there may be a need for additional elementary and high schools and related recreational facilities for children in the community.

Initially, the locally preferred plan may lend itself to a more scattered urban settlement pattern in the early stages of its development. In order to effectively guide the Village's land use development and redevelopment into a more

efficient, stable, safe, healthful, and attractive pattern, it is necessary to consider carefully the existing and probable future amount and location of the various land uses and how those uses relate to the natural resource base of the area, and to existing and committed transportation and utility facilities. Natural conditions indicate the need to protect the primary environmental corridors, as well as other environmentally significant areas, from intensive urbanization if serious and costly environmental and developmental problems are to be avoided.

LOCALLY PREFERRED LAND USE PLAN

The locally preferred plan land use pattern is shown in graphic summary form on Map 9. The plan is quantitatively analyzed in Table 14 and compared to the 1985 land use pattern of the Village. Figure 10 graphically illustrates the total percentage of locally preferred urban and rural land uses in the Village in the year 2010. The percentage distributions of the urban and rural land uses in the Village for the locally preferred plan are shown in Figures 11 and 12. Comparisons of the land use patterns for both the initially recommended plan and the locally preferred plan are quantitatively set forth in Table 15, with comparisons within each land use category provided below.

Residential Land Use

The locally preferred land use plan recommends that approximately 7,340 acres of residential land use be provided in the Village by the design year 2010. The plan map identifies six residential land use categories. These categories are rural estate, with a 5.0-acre net lot area per dwelling unit or greater; suburban, with a 1.0- to 5.0-acre net lot area per dwelling unit; low-density urban, with a 20,000- to 43,560-square-foot net lot area per dwelling unit; medium-density urban, with a 7,200- to 19,999-square-foot net lot area per dwelling unit; medium-high density urban, with 6.0 to 9.1 dwelling units per net residential acre; and high-density urban, with 9.2 to 18.3 dwelling units per net residential acre.

Any incremental area proposed for rural estate residential development under the locally preferred land use plan would be identified under the "Other Rural and Open Lands" category, as indicated in Table 14 and shown on Map 9. For

the most part, these areas are proposed to be located throughout the Village and need not necessarily be served by public sanitary sewer or water supply facilities. To prevent environmental and developmental problems, the unsewered rural estates should be located in areas where soils are suitable to support onsite sewage disposal systems.

The areas proposed for suburban residential development total approximately 710 acres by the year 2010 under the locally preferred plan, an increase of about 141 acres, or about 25 percent, over the 1985 level. By comparison, an additional 52 acres of suburban residential development is proposed under the initially recommended land use plan by the year 2010. These areas, as shown on Map 9, represent primarily platted lands and are generally scattered throughout the Village. As indicated previously, to avoid costly environmental and developmental problems, the location of the nonfarm suburban residential development in unsewered areas should be discouraged, but, if permitted, should not be located in areas covered by soils identified in the regional detailed operational soil survey as having severe or very severe limitations for development.

The areas proposed for low-density urban residential development total 3,001 acres by the year 2010 under the locally preferred plan, an increase of about 587 acres, or about 24 percent, over the 1985 level. By comparison with the initially recommended plan, an additional 140 acres of low-density residential development is proposed under the locally preferred land use plan by the year 2010. These areas, as shown on Map 9, are proposed in various locations within the Village, but primarily at or abutting existing development of this same density. In addition, this type of development has been used as a transitional area between areas of suburban density and medium-density residential land uses.

The areas proposed for medium-density urban residential development total about 3,029 acres by the year 2010 under the locally preferred plan, an increase of about 1,788 acres, or about 143 percent, over the 1985 level. By comparison with the initially recommended plan, an additional 871 acres of medium-density residential development is proposed under the locally preferred land use plan by the year 2010. These areas, as shown on Map 9, are located generally near Lilly Creek in U. S. Public Land Survey Sections 23 and 24

and south of the Chicago & North Western Railway in Sections 27 and 34. They are proposed to be served by public sanitary sewer.

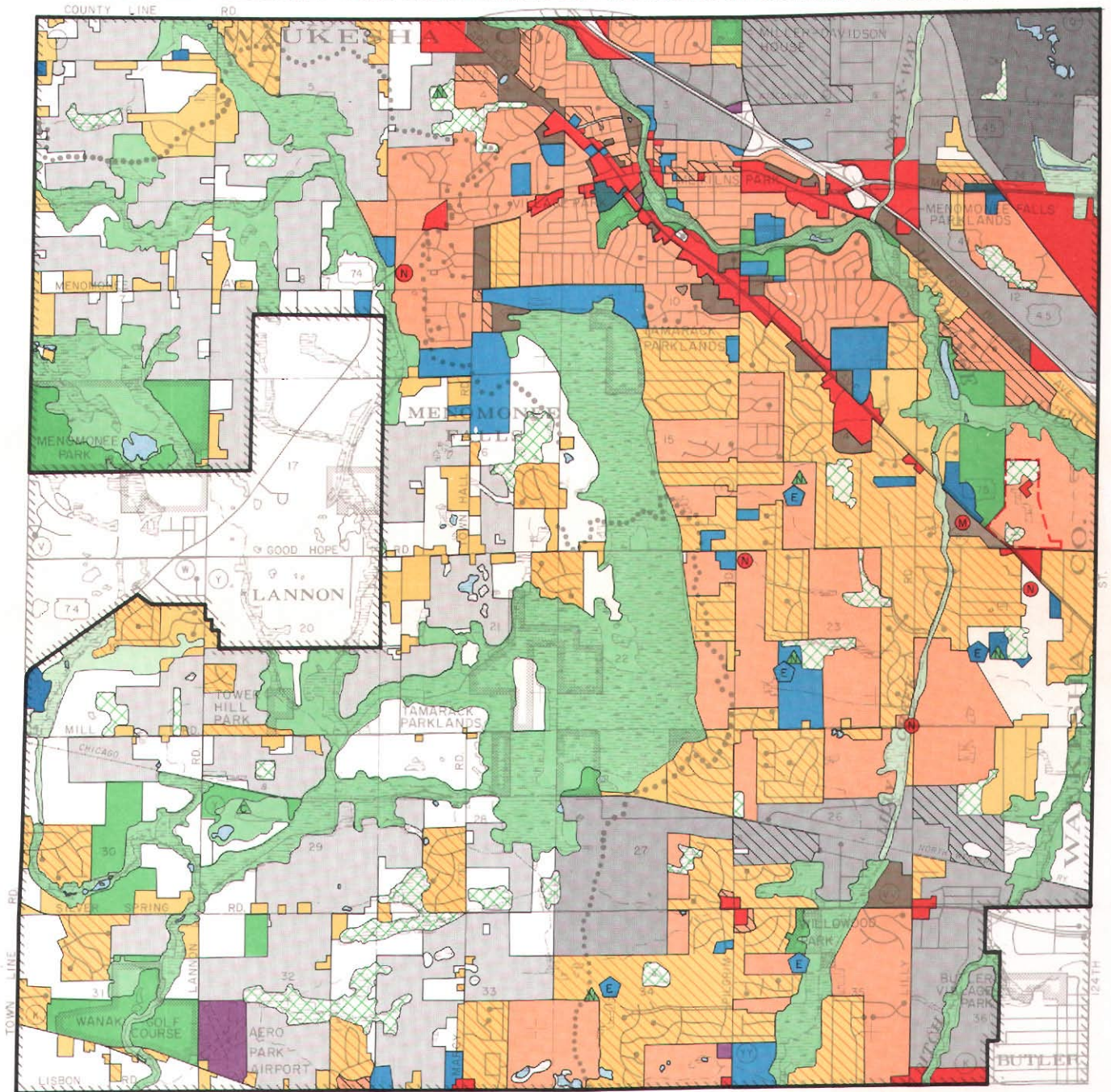
The areas proposed for medium-high density urban residential development total approximately 236 acres by the year 2010 under the locally preferred plan, an increase of about 129 acres, or about 121 percent, over the 1985 level. The initially recommended and locally preferred plans proposed the same amount of incremental acreage for medium-high density residential development. These areas are planned to be served by public sanitary sewer and are generally located in scattered locations along Fond du Lac Avenue and Appleton Avenue. As shown on Map 9, this type of residential area is typically located near arterial street and highway facilities to provide ease of vehicular access. In addition, medium-high density residential areas are used as transitional areas between areas of medium-density and high-density residential areas.

The areas proposed for high-density urban residential development total approximately 356 acres by the year 2010 under the locally preferred plan, an increase of about 172 acres, or about 94 percent, over the 1985 level. By comparison with the initially recommended plan, an additional 34 acres of high-density residential development is proposed under the locally preferred land use plan by the year 2010. These areas are also proposed to be served by public sanitary sewer, and are generally located along Fond du Lac Avenue, Appleton Avenue, and Menomonee Avenue. As shown on Map 9, this type of land use is also typically located along arterial streets and highways in order to provide ease of vehicular access. In addition, high-density residential uses are used as transitional areas between medium-high density residential and commercial uses, while also providing accessibility to commercial retail and service centers for residents.

Commercial (Retail) Land Use

As shown on Map 9, under the locally preferred land use plan, 672 acres of land would be needed for commercial development by the year 2010—an increase of about 271 acres, or about 68 percent, over the 1985 level. This represents an increase of 184 acres as compared with the initially recommended plan. Besides the three neighborhood shopping centers proposed in the initially recommended plan, an additional neigh-

LOCALLY PREFERRED LAND USE PLAN FOR THE VILLAGE OF MENOMONEE FALLS: 2010

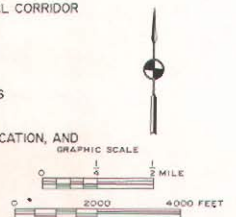


LEGEND

- RURAL ESTATE RESIDENTIAL AND OTHER AGRICULTURAL LANDS (5-ACRE LOTS OR GREATER)
- SUBURBAN RESIDENTIAL DEVELOPMENT (1.0-ACRE TO 5.0-ACRE LOTS)
- LOW DENSITY URBAN RESIDENTIAL DEVELOPMENT (20,000- TO 43,560-SQUARE-FOOT LOTS)
- MEDIUM-DENSITY URBAN RESIDENTIAL DEVELOPMENT (7,200- TO 20,000-SQUARE-FOOT LOTS)
- MEDIUM-HIGH DENSITY URBAN RESIDENTIAL DEVELOPMENT (6.0 TO 9.1 DWELLING UNITS PER NET RESIDENTIAL ACRE)
- HIGH-DENSITY URBAN RESIDENTIAL DEVELOPMENT (9.2 TO 18.3 DWELLING UNITS PER NET RESIDENTIAL ACRE)

- COMMERCIAL DEVELOPMENT
- N PROPOSED NEIGHBORHOOD COMMERCIAL
- M MIXED USE COMMERCIAL AND MULTI-FAMILY DEVELOPMENT
- LIMITS OF COMMERCIAL LAND OWNERSHIP
- GOVERNMENTAL AND INSTITUTIONAL
- E PROPOSED NEIGHBORHOOD SCHOOL
- LIGHT INDUSTRIAL DEVELOPMENT
- LANDS TO BE USED FOR INDUSTRIAL-RELATED DEVELOPMENT BEYOND THE YEAR 2010
- LANDFILL

- PARKS AND RECREATIONAL
- C PROPOSED COMMUNITY PARK
- N PROPOSED NEIGHBORHOOD PARK
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL AREA
- PRIME AGRICULTURAL LANDS
- TRANSPORTATION, COMMUNICATION, AND UTILITIES
- WATER



Source: SEWRPC.

Table 14

**SUMMARY OF EXISTING AND LOCALLY PREFERRED
LAND USE IN THE VILLAGE OF MENOMONEE FALLS: 1985-2010**

Land Use Category	Existing 1985 Land Use			Planned Increment		Locally Preferred Planned Land Use: 2010 ^a		
	Total Acres	Percent of Subtotal	Percent of Total	Total Acres	Percent Change 1985-2010	Total Acres	Percent of Subtotal	Percent of Total
Urban								
Residential								
Rural Estate (5.0-acre lots or greater)	26	0.4	0.1	-26	-100.0	--	--	--
Suburban (1.0- to 5.0-acre lots)	569	8.1	2.7	141	24.8	710	6.3	3.3
Low-Density Urban (20,000- to 43,560-square-foot lots)	2,414	34.2	11.3	587	24.3	3,001	26.7	14.0
Medium-Density Urban (7,200- to 19,999-square-foot lots)	1,241	17.6	5.8	1,788	144.1	3,029	27.0	14.2
Medium-High Density Urban (6.0 to 9.1 dwelling units per net residential acre)	107	1.5	0.5	129	120.6	236	2.1	1.1
High-Density Urban (9.2 to 18.3 dwelling units per net residential acre)	184	2.6	0.8	172	93.5	356	3.2	1.7
Subtotal	4,541	64.3	21.2	2,791	61.5	7,332 ^c	65.3	34.3
Commercial	401 ^d	5.7	1.9	271	67.6	672 ^e	6.0	3.1
Industrial	826	11.7	3.9	789	95.5	1,615	14.4	7.6
Governmental and Institutional	352	5.0	1.6	208	59.1	560	5.0	2.6
Recreational and Park	781	11.1	3.7	112	14.3	893	7.9	4.2
Other Urban Related ^d	158	2.2	0.7	--	--	158	1.4	0.7
Subtotal	7,059	100.0	33.0	4,171	59.1	11,230	100.0	52.5
Rural								
Primary Environmental Corridor	3,340	23.3	15.6	--	--	3,340	32.9	15.6
Secondary Environmental Corridor	230	1.6	1.1	--	--	230	2.3	1.0
Other Environmentally Significant Lands	508	3.6	2.4	-28	-5.5	480	4.7	2.2
Prime Agricultural Lands	3,312	23.1	15.5	-600	-18.1	2,712	26.8	12.7
Other Rural and Open Lands	6,925	48.4	32.4	-3,543	-51.2	3,382 ^f	33.3	15.8
Subtotal	14,315	100.0	67.0	-4,171	-29.1	10,144	100.0	47.5
Total	21,374	100.0	100.0	--	--	21,374	--	100.0

^aThe low-density and medium-density residential planned land use requirements for the design year 2010 exceed those shown in Table 12 by 145 acres owing to the previously approved preliminary plat in U. S. Public Land Survey Sections 33 and 34 in the Village.

^bIncludes existing communications, utilities, and railway rights-of-way.

^cApproximately 20 percent of the planned incremental acreage within each residential category consists of unbuildable lands. Consequently, about 2,791 incremental acres, or 7,915 additional housing units, could be expected under the locally preferred plan.

^dIncludes 70 acres of commercial land formerly devoted to one existing and one abandoned drive-in theater.

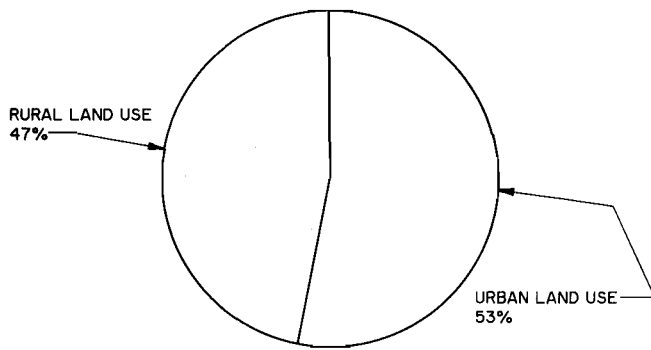
^eExcludes 70 acres of commercial land formerly devoted to two drive-in theaters which are assumed to be phased out during the 25-year planning period.

^fIncludes 26 acres of land formerly devoted to rural estate residential development.

Source: SEWRPC.

Figure 10

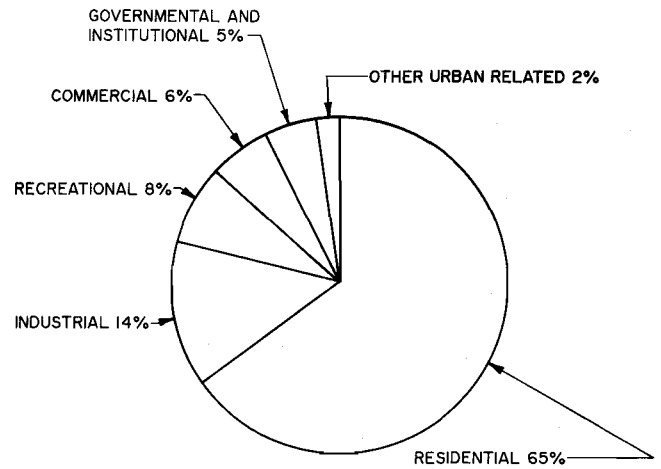
TOTAL URBAN AND RURAL LAND USES BY PERCENTAGE IN THE VILLAGE OF MENOMONEE FALLS UNDER THE LOCALLY PREFERRED LAND USE PLAN: 2010



Source: SEWRPC.

Figure 11

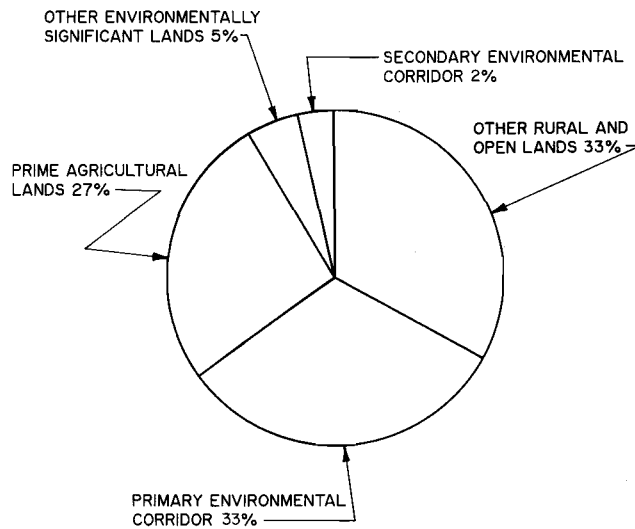
DISTRIBUTION OF URBAN LAND USES BY PERCENTAGE IN THE VILLAGE OF MENOMONEE FALLS UNDER THE LOCALLY PREFERRED LAND USE PLAN: 2010



Source: SEWRPC.

Figure 12

DISTRIBUTION OF RURAL LAND USES BY PERCENTAGE IN THE VILLAGE OF MENOMONEE FALLS UNDER THE LOCALLY PREFERRED LAND USE PLAN: 2010



Source: SEWRPC.

Table 15

**COMPARISON OF THE RECOMMENDED AND LOCALLY PREFERRED
PLANNED LAND USE IN THE VILLAGE OF MENOMONEE FALLS**

Land Use Category	Initially Recommended Planned Land Use: 2010 ^a			Locally Preferred Planned Land Use: 2010			Difference	
	Total Acres	Percent of Subtotal	Percent of Total	Total Acres	Percent of Subtotal	Percent of Total	Total Acres	Percent Change
Urban								
Residential								
Rural Estate (5.0-acre lots or greater)	--	--	--	--	--	--	--	--
Suburban (1.0- to 5.0-acre lots) . . .	762	8.0	3.6	710	6.3	3.3	-52	-6.8
Low-Density Urban (20,000- to 43,560-square-foot lots)	2,861	30.0	13.4	3,001	26.7	14.0	140	4.9
Medium-Density Urban (7,200- to 20,000-square-foot lots)	2,157	22.6	10.1	3,029	27.0	14.2	872	40.4
Medium-High Density Urban (6.0 to 9.1 dwelling units per net residential acre)	236	2.5	1.1	236	2.1	1.1	--	--
High-Density Urban (9.2 to 18.3 dwelling units per net residential acre)	322	3.4	1.5	356	3.2	1.7	34	10.6
Subtotal	6,338	66.5	29.7	7,332	65.3	34.3	994	15.7
Commercial	488 ^b	5.1	2.3	672 ^b	6.0	3.1	184	37.7
Industrial	1,248	13.1	5.8	1,615	14.4	7.6	367	29.4
Governmental and Institutional	419	4.4	2.0	560	5.0	2.6	141	33.7
Recreational and Park	888	9.3	4.1	893	7.9	4.2	5	0.6
Other Urban Related ^a	158	1.6	0.7	158	1.4	0.7	--	--
Subtotal	9,539	100.0	44.6	11,230	100.0	52.5	1,691	17.7
Rural								
Primary Environmental Corridor	3,340	28.2	15.6	3,340	32.9	15.6	--	--
Secondary Environmental Corridor . . .	230	1.9	1.1	230	2.3	1.0	--	--
Other Environmentally Significant Lands	495	4.2	2.3	480	4.7	2.2	-15	-3.0
Prime Agricultural Lands	2,827	23.9	13.2	2,712	26.8	12.7	-115	-4.1
Other Rural and Open Lands	4,943 ^c	41.8	23.2	3,382 ^c	33.3	15.8	-1,561	-31.6
Subtotal	11,835	100.0	55.4	10,144	100.0	47.5	-1,691	-14.3
Total	21,374	100.0	100.0	21,374	100.0	100.0	--	--

^aIncludes existing communications, utilities, and railway rights-of-way.

^bExcludes 70 acres of commercial land formerly devoted to two drive-in theaters which are assumed to be phased out during the 25-year planning period.

^cIncludes 26 acres of land formerly devoted to rural estate residential development.

Source: SEWRPC.

neighborhood shopping center is proposed at the intersection of Mill Road and Lilly Road and a mixed-use commercial development is proposed south of Appleton Avenue and north of Good Hope Road.

Industrial Land Use

As indicated on Map 9, the locally preferred land use plan indicates that 1,615 acres of land would be needed for industrial development by the year 2010, representing an increase of 789 acres, or about 96 percent, over the 1985 level. This represents an increase of 367 acres as compared with the initially recommended plan. The total increase includes the infilling of existing platted industrial lots and of areas located adjacent to existing industrial areas served by street and related public infrastructure facilities. This additional 789 acres includes a 161-acre industrial park proposed to be located near the northeast corner of the intersection of Lisbon Road (CTH K) and Lilly Road in the west one-half of U. S. Public Land Survey Section 36.

The locally preferred plan includes about 297 additional acres of land set aside as industrial land reserves for use beyond the plan design year 2010. These reserves are proposed in the southeastern portion of the Village along the Chicago & North Western Railway and north of the former Chicago, Milwaukee, St. Paul & Pacific Railroad in the northeastern portion of the Village.

Governmental and Institutional Land Use

As shown on Map 9, the locally preferred land use plan identifies about 560 acres of land for governmental and institutional development by the year 2010, representing an increase of 208 acres, or about 59 percent, over the 1985 level. By comparison with the initially recommended plan, an additional 141 acres of governmental and institutional development is proposed under the locally preferred land use plan by the year 2010. The governmental and institutional land uses are expected to be occupied by churches, health-care facilities, schools, and other institutional uses.

Park and Recreational Land Use

As indicated on Map 9, under the locally preferred plan, about 893 acres of land would be needed for recreational purposes by the year 2010, representing an increase of 112 additional acres, or about 14 percent, over the 1985 level. The population increase expected under the

locally preferred plan may be accompanied by a need for additional land for recreational purposes. Accordingly, the locally preferred plan identified the need for one additional community park and five additional neighborhood parks. The first neighborhood park site is located east of Maple Road in the northwest corner of U. S. Public Land Survey Section 4; the second park site is located east of Pilgrim Road and south of Wood View Drive in U. S. Public Land Survey Section 14; the third park site is located east of Pilgrim Road and south of Prudence Drive in U. S. Public Land Survey Section 23; the fourth park site is located east of Lilly Road and south of Ranch Road in U. S. Public Land Survey Section 24; and the fifth park site is located south of Silver Spring Drive in U. S. Public Land Survey Section 34. The approximate locations of the land to be reserved for park use beyond the plan design year 2010 are shown on Map 7.

Tamarack Swamp

The locally preferred land use plan recommends that the Tamarack Swamp, a 1,425-acre shrub swamp containing small tamarack and black ash trees, be preserved and protected in natural, open uses, and that any development which would act to degrade the natural features of this area be discouraged. In addition to its value as a natural plant community, the swamp performs an important floodwater storage function in the Fox River watershed, and development would create major and costly flood control problems.

Environmental Corridors and Isolated Natural Areas

As shown on Map 9, the locally preferred plan proposes that 3,340 acres of primary environmental corridors, 230 acres of secondary environmental corridors, and 480 acres of isolated natural areas be maintained in essentially natural, open space uses for resource preservation and limited recreation purposes. Even though extension of sanitary sewer into such corridors is discouraged, it is recognized in the plan that the construction of sanitary sewers through environmental corridors may sometimes be necessary. Some special land uses requiring sanitary sewer service could be properly located in the corridors, including park and outdoor recreation facilities and certain institutional uses. In some cases, very low-density residential development on five-acre lots, compatible with the preservation of the corridors, may be permitted to occupy corridor lands, and it may be

desirable to extend sewers into the corridors to service such uses.

Agricultural and Other Rural Land Use

The locally preferred plan proposes the preservation of about 6,094 acres of agricultural and other rural and open lands, a decrease of about 4,143 acres, or about 40 percent below the 1985 level. By comparison with the initially recommended plan, an additional 1,676 acres of agricultural and other rural and open lands is proposed under the initially recommended land use plan by the year 2010. Of the total 6,094 acres of agricultural and other rural and open lands proposed by the locally preferred plan, 2,712 acres, or about 44 percent, are composed of prime agricultural lands. Prime agricultural

lands consist of parcels of land 35 acres or larger in size which are covered by soils well suited for the production of food and fiber. Nonprime agricultural lands can be use for rural estate residential development on lots five-acres or larger in size, as well as for agricultural use. Soil limitations for the use of onsite sewage disposal systems constitute the most important site-specific factor related to the establishment of such development.

Transportation System Development Plan

As noted earlier in this chapter, the transportation system plan presented on Map 8 will accommodate the land use development proposed under both the initially recommended plan and the locally preferred plan.

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Chapter VII

PLAN IMPLEMENTATION

INTRODUCTION

The locally preferred land use plan and attendant transportation system plan described in Chapter VI of this report provides a design for the attainment of the development objectives set forth in Chapter IV. In a practical sense, however, the plans are not complete until the steps necessary to implement them have been specified. After formal adoption of the land use plan, realization will require faithful, long-term dedication to the underlying objectives by the village officials concerned with its implementation. Thus, the adoption of the plan is only the beginning of a series of actions necessary to achieve the objectives expressed in this report. The related plans should be used as a guide for making decisions concerning land use and transportation system development in the Village. Adjustments to the plans should be made as required by changing conditions. Consequently, one of the important tasks of plan implementation is a periodic reevaluation and reexamination of the plan to ensure that it continues to properly reflect current conditions. It is recommended that this reevaluation and reexamination take place about every five years, or more frequently if warranted by changing conditions.

Attainment of the locally preferred land use plan for the Village will require some changes in the development policies of the Village. Since the maintenance of the present character of the Village is dependent to a considerable extent upon preserving and protecting the natural resource base, the density of new development should be carefully regulated to ensure that urban densities—that is, at densities equal to or greater than 0.7 dwelling unit per net residential acre (0.6 dwelling unit per gross residential acre), or 1.4 acres per dwelling unit—are confined to those areas where urban services can be efficiently and economically provided.

Development should be avoided that would entail any of the following: the premature and unnecessary conversion of the best remaining agricultural lands from rural to urban use; the encroachment of urban land uses into primary environmental corridors, secondary environmen-

tal corridors, or other environmentally significant lands; the draining and filling of wetlands; or the grading of hilly or wooded areas. These policies are central to a sound development strategy for the Village. In fact, the effectiveness of many of the more specific recommendations of this report will be lost if these policies are ignored or greatly compromised. Development policies and practices that consider the limitations of the natural environment will, in the long term, not only preserve the overall quality of the environment in the Village, but also avoid the creation of serious and costly environmental and developmental problems, and the need to provide prematurely costly urban facilities and services over an ever-widening area of the Village. In this respect, any new residential development in that part of the Village in U. S. Public Land Survey Sections 5 through 8, 16 through 21, and 27 through 34 should be limited to the infilling of already existing platted residential lots or to rural estate-size lots—that is, development at densities equal to or less than 0.2 dwelling unit per net residential acre (0.17 dwelling unit per gross residential acre), or 5.0 acres per dwelling unit—in order to preserve the rural character and setting of that part of the Village.

Attainment of the locally preferred land use plan for the Village may require not only changes in certain development policies of the Village, but also the introduction of some new plan implementation instruments and the modification of some existing implementation devices. Certain modifications may have to be made to the village land division ordinance.

The village zoning ordinance should be revised in order to reflect more closely current land uses and to make zoning a more effective tool for implementing the adopted land use plan. All rezoning applications should be carefully reviewed in relationship to the adopted land use plan. An official map should be prepared and adopted to implement the plan as it relates to streets, highways, waterways, and parkways, and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds. All sanitary sewer extensions should be carefully reviewed for their impact on land use plan implementation.

PUBLIC INFORMATIONAL MEETINGS AND HEARINGS AND LAND USE PLAN ADOPTION

State planning enabling legislation does not require local plan commissions to hold public hearings on proposed master plans, or parts thereof, prior to adoption. It is nevertheless good planning practice to do so in order to provide for and promote active citizen participation in the planning process. Public hearings and public informational meetings are desirable to acquaint residents and landowners with the details of the proposed plan and to solicit public reaction to the plan proposals. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas that may be advanced at the informational meetings and hearings.

A suggested Village Plan Commission resolution of plan adoption is presented in Appendix A. Upon adoption of the plan by the Village Plan Commission, the secretary should certify the plan to the Village Board in accordance with state planning enabling legislation. Although not required by state statutes, it is recommended that the Village Board also adopt the plan by resolution. A suggested Village Board resolution of plan adoption is presented in Appendix B.

ZONING

Following adoption of the land use plan by the Village Plan Commission and certification of the adopted plan to the Village Board, as provided by Sections 61.35 and 62.23 of the Wisconsin Statutes, the Village Plan Commission should initiate appropriate amendments to the current village zoning ordinance and zoning district map to bring the ordinance and map into conformance with the concepts and proposals advanced in the adopted land use plan. Of all the land use implementation devices presently available, perhaps the most important and most versatile is the zoning ordinance. Pursuant to the enabling legislation, zoning changes recommended by the Plan Commission can be enacted by the Village Board only after formal public hearing. A detailed analysis of the existing zoning ordinance and zoning district map

should be conducted in order to determine properly its probable deficiencies for systematically implementing the new plan.

OFFICIAL MAPPING

Sections 61.35 and 62.23(6) of the Wisconsin Statutes provide that the village board of any village may establish an official map for the precise identification of right-of-way lines and site boundaries of streets, highways, and waterways and parkways and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, and waterways and parkways and the location and extent of railway rights-of-way, public transit facilities, and parks and playgrounds.

The official map is intended to be used as a precise planning tool to implement public plans for streets, highways, waterways and parkways, railways, public transit facilities, and parks and playgrounds. One of the basic purposes of the official map is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for public use. The official map is a plan implementation device that operates on a communitywide basis in advance of land development and can thereby effectively assure the integrated development of the street and highway system. Unlike subdivision control, which operates on a plat-by-plat basis, the official map can operate over the entire village in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans in that it serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It thereby avoids the altogether too common situation of development being undertaken without knowledge of or regard for the long-range plan, and thereby can help avoid public resistance when plan implementation becomes imminent.

The Village currently does not have an official map. Following the adoption of the land use and transportation system plans, the Village should create and adopt such a map to show all planned streets and highways, public transit facilities, parks and parkways, and drainage facilities.

SUBDIVISION PLAT REVIEW AND REGULATION

The land use plan should serve as a basis for the review of land subdivision plats and certified survey maps by appropriate village officials. Urban subdivisions should not be approved in those areas recommended in the plan to remain in nonurban uses unless the developer can justify changing the land use plan. Any such proposed departures from the land use plan should be carefully considered by the Village Plan Commission, and should be made by that Commission only when it finds that such departures are indeed in the public interest. All urban subdivisions should be required to provide for a full complement of urban services. A detailed analysis of the existing land division ordinance should be conducted in order to determine properly its deficiencies for systematically implementing the plan.

CAPITAL IMPROVEMENTS PROGRAM

A capital improvements program (CIP) is a priority listing of needed major public capital expenditures prepared for a five- or six-year period, with emphasis upon the first year. This program provides village officials with a rigorous means for establishing priorities for public improvements and for determining how and when such improvements are to be financed. The capital improvements program can be an important influence in carrying out certain elements of the improvement plan and thereby shaping community development. Accordingly, it is recommended that those elements of the land use and transportation system plans requiring public expenditures for implementation be integrated into the village capital improvements program.

IMPACT FEE ORDINANCE

An impact fee ordinance is a legal tool used by a community for financing offsite public facilities and services. The impact fees are charges, outlined in the ordinance, levied by local governments against developers for their pro-rata share of the capital funding for public facilities and services necessitated by new development. Impact fees serve to shift the burden of the cost of providing new and expanded offsite facilities from the general public to the persons creating the need for the facilities.

Impact fees can be used to assist in promoting community development by providing municipalities with the opportunity to expand the public facility system capacity while maintaining a level of services compatible with the objectives of the community. Local facilities and services which have been financed through impact fees include water and sewer facilities, parks, libraries, schools, roads, and police and fire protection services. Impact fees can also restrict the development of a community, particularly in a metropolitan area where other communities may not impose such fees.

Any such proposed impact fee system should be carefully considered by the Village. Accordingly, a number of interrelated matters should be addressed in the development of any legally sound impact fee system, including: relating the impact fee system to land use and transportation system planning; defining and evaluating public facility service needs; identifying the geographic area for the impact fee ordinance; analyzing the type of development to which impact fees will be applied; measuring and pricing individual impacts of each development; administering impact fee revenues; and administering impact fee expenditures.

NEED FOR PRECISE NEIGHBORHOOD AND URBAN DEVELOPMENT PLANNING

The Southeastern Wisconsin Regional Planning Commission, almost since its inception in 1960, has urged local plan commissions to consider the preparation of detailed neighborhood unit development plans as an important means of guiding and shaping urban land use development and redevelopment in the public interest. SEWRPC Planning Guide No. 1, Land Development Guide, published in November 1963, discussed the importance of neighborhood unit planning to the attainment of good residential land subdivision. This guide indicated that effective public regulation of the important process of land subdivision, a process through which much of the physical form and character of a community are determined, requires the preparation of detailed neighborhood unit development plans. The regional land use plan, originally adopted by the Commission in 1966 and revised in 1977, specifically recommends that the local plan commission identify neighborhood units within areas of existing or proposed urban use and prepare

detailed plans for the development and redevelopment of these units over time.

The preparation of detailed neighborhood unit development plans is based upon the concept that an urban area should be formed of, and developed in, a number of spatially organized individually planned cellular units rather than as a single, large, formless mass. These cellular units may be categorized by their primary or predominant land use and, as such, may be industrial, commercial, institutional, or residential.

In so far as possible, each residential neighborhood unit should be bounded by arterial streets; major park, parkway, or institutional lands; bodies of water; or other natural or cultural features which serve to clearly and physically separate each neighborhood unit from the surrounding units. Each residential neighborhood unit should provide housing for that population for which, by prevailing local standards, one public elementary school of reasonable size is typically required. The unit should further provide, within established overall density limitations, a range of lot sizes and housing types; a full complement of those public and semi-public facilities needed by the family within the immediate vicinity of its dwelling, such as religious facilities, neighborhood parks, and neighborhood shopping facilities; and ready access to the arterial street system, and thereby to those urban activities and services which cannot, as a practical matter, be provided in the immediate vicinity of all residential development—namely, major employment centers, community and regional shopping centers, major recreational facilities, and major cultural and educational centers.

The internal street pattern of the residential neighborhood unit should be designed not only to facilitate vehicular and pedestrian circulation within the unit, but also to discourage penetration of the neighborhood by heavy volumes of fast through traffic. An elementary school should be centrally located adjacent to the neighborhood park so that the school and park together may function as a neighborhood center. The school and park should be located within walking distance of all areas of the neighborhood unit.

The residential neighborhood unit is intended to accommodate safe and healthy family home life and the activities associated with it. The neigh-

borhood should be of adequate size and designed to promote stability and the preservation of amenities. The neighborhood concept is intended to promote convenience in living and traveling within an urban area; to promote harmony and beauty in urban development; and to bring the living area of the urban family into a scale which encourages the individual to take an active part in neighborhood and community affairs. The neighborhood unit concept is also intended to facilitate the difficult task of good land subdivision design. The proper relationship of individual subdivisions to areawide features, to existing and proposed land uses, and to other subdivisions can best be achieved through a precise plan for neighborhood unit development.

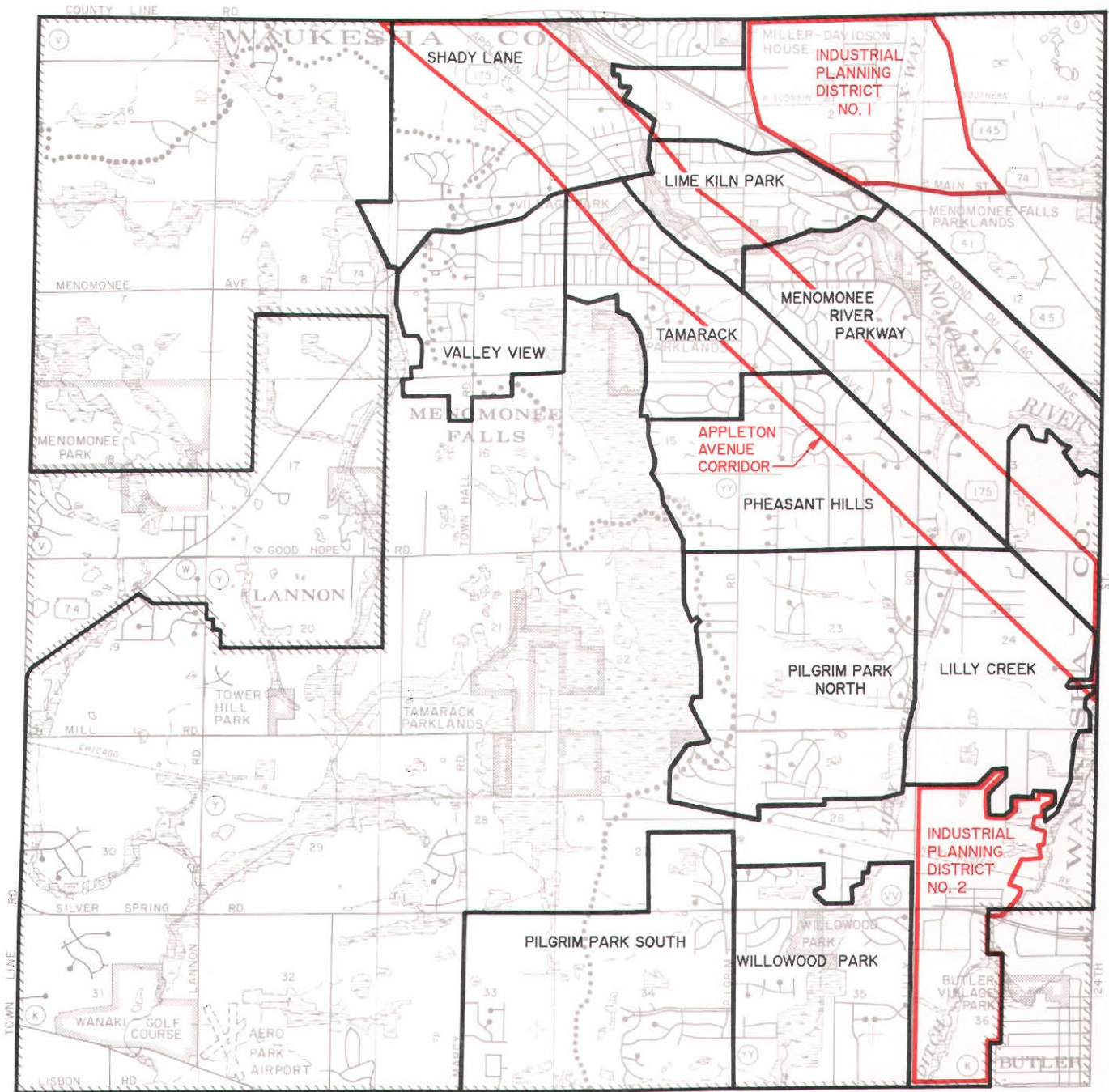
Unlike the community comprehensive, or master, plan, which is necessarily quite general, the plan developed for a neighborhood is quite precise. It depicts explicitly development patterns which are practicable to meet such physical needs as traffic circulation, stormwater drainage, sanitary sewerage, water supply, and a sound arrangement of land uses. Neighborhood planning, therefore, must involve careful consideration of such factors as soil suitability, land slopes, drainage patterns, flood hazards, woodland and wetland cover, climate variables, existing and proposed land uses in and surrounding the neighborhood unit, and real property boundaries.

It is recommended that the Village Plan Commission prepare precise residential neighborhood development plans as well as other detailed development plans for selected commercial and industrial areas, including the Appleton Avenue corridor as it passes through the Village. The preparation of detailed urban design plans for these areas will further assist in the designation of future land use patterns and the definition of future collection and minor land access streets.

Based upon the adopted land use and transportation system plan, 10 residential neighborhoods, two industrial park planning districts, and one special planning district have been identified. Recommended neighborhood units, industrial park areas, and a special planning district are delineated on Map 10. The residential neighborhood units identified on the map include: Shady Lane Neighborhood, Valley View Neighborhood, Lime Kiln Neighborhood, Tamarack Neighborhood, Menomonee River Parkway Neighborhood, Pheasant Hills Neighborhood,

Map 10

**DELINEATION OF RESIDENTIAL NEIGHBORHOOD UNITS, INDUSTRIAL PARK
AREAS, AND SPECIAL PLANNING DISTRICTS IN THE VILLAGE OF MENOMONEE FALLS**



Source: SEWRPC.

Pilgrim Park North Neighborhood, Lilly Creek Neighborhood, Willowwood Park Neighborhood, and Pilgrim Park South Neighborhood. The two industrial park areas are identified as Industrial

Planning Districts Number 1 and Number 2, and the special planning district is the Appleton Avenue Corridor.

Chapter VIII

SUMMARY

INTRODUCTION

On August 20, 1987, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), acting on the request of the Village of Menomonee Falls, undertook the task of updating the land use and transportation elements of the Village of Menomonee Falls "master," or comprehensive, plan prepared in 1973. The land use element is the most basic element of the comprehensive plan since it provides the basis for the sound preparation of all of the other elements, including the transportation, sanitary sewerage, water supply, park and open space, and storm water management plan elements. The land use element of the comprehensive plan, like the comprehensive plan itself, seeks to guide and promote the coordinated, harmonious development of the municipality, in accordance with existing and future needs, so as to best promote the public health, safety, morals, order, prosperity, and general welfare, as well as efficiency and economy, in the process of community development. The transportation element is closely related to the land use element since the land use pattern is an important determinant of the need for, and loadings on, the transportation system and, conversely, the transportation system is an important determinant of the land use.

The planning effort involved inventories and analyses of the factors and conditions affecting land use development and attendant transportation needs in the Village, including inventories of the existing natural resource base of the Village; the preparation of forecasts of probable future population and economic activity levels in the Village; the formulation of a set of land use and transportation system development objectives for the Village; the preparation of alternative land use and supporting transportation system plans which may be expected to accommodate the probable future population and employment levels; and the selection of final plans which best meet the agreed-upon objectives.

DEMOGRAPHIC AND ECONOMIC INVENTORIES, ANALYSES, AND FORECASTS

Information on the size, characteristics, and distribution of the resident population of the Village, and on anticipated changes in these factors over time, is essential to the sound preparation of land use and transportation system plans. The proposed land use pattern should benefit the resident population of the community by maintaining and enhancing living and working conditions. The size and characteristics of the existing and probable future population have a direct influence on lands use requirements and needs. The purpose of the land use plan is to meet those needs over time.

The population, employment, and land use forecasts that were used in the preparation of the land use and transportation system plans were based upon consideration of a range of alternative population and employment levels projected for the Southeastern Wisconsin Region, Waukesha County, and the Village of Menomonee Falls by the Regional Planning Commission. The three projected levels involved were based upon an optimistic future scenario, an intermediate future scenario, and a pessimistic future scenario, each scenario being further based upon a centralized development pattern within the Region. These scenarios considered such factors as lifestyles, the cost and availability of energy, and the ability of the Southeastern Wisconsin Region to compete with other regions of the United States for economic development. The attendant resident population forecasts for the Village ranged from a low of about 24,400 persons to a high of about 45,700 persons by the year 2010. The resident population level of the Village was 27,000 in 1985. The attendant employment forecasts ranged from a low of about 15,800 jobs to a high of about 22,700 jobs by the year 2010. The employment level in the Village was 16,900 jobs in 1985.

The population and employment levels initially selected for use in the recommended plan preparation were based upon the intermediate future scenario-centralized development pattern alternative—which envisioned a year 2010 resident population for the Village of about 35,600 persons and an employment level of about 19,000 jobs. These levels were in accord with recent trends in development within the Village. These initial population and employment forecasts were used in the preparation of a Regional Planning Commission initially recommended land use plan and supporting transportation system plan for the Village. Based upon the review of that recommended plan, the Village Plan Commission directed that a locally preferred land use plan be prepared, using higher population and employment forecasts based upon the optimistic future scenario-centralized development pattern for the design year 2010. Accordingly, a locally preferred land use plan and its attendant transportation system plan were prepared using a future population level of about 48,300 persons. This figure is slightly higher than the population of 45,700 persons forecast under the optimistic future scenario.

Historical and Probable Future Age Distribution

Potential changes in the age composition of the resident population have important implications for land use planning. In the Village of Menomonee Falls, there may be a need for additional elementary and middle schools, and recreational facilities, for children between the ages 5 and 14 if the resident population reaches the higher end of the forecast population level. The labor force in the Village may also be expected to change, and the number of persons seeking work within the Village and the surrounding area may be expected to increase over the plan design period. Finally, given the anticipated increases in the population 65 years of age and older, the demand for elderly housing units and special transportation and health-care needs within the Village may be expected to increase.

Historical and Probable Future Household Size

In 1985, the average household size in the Village was 2.98 persons, compared to 3.02 persons in Waukesha County, and 2.64 persons in the Region. Similar to trends reflected during the 1970 to 1980 and 1980 to 1985 periods, the average household size in the Village may be expected to decrease slightly by the plan design year to 2.69 persons. This reflects lifestyles

envisioned under the intermediate future scenario-centralized development pattern. This anticipated change in the average household size has important implications for housing and residential land use planning, since the average household size is the basic factor used to convert resident population to dwelling unit needs. It should be noted, however, that since a higher population and employment level was utilized in the preparation of the locally preferred plan, the average household size in the Village may be expected to be slightly higher than the 2.69 persons per household identified under the intermediate future scenario.

Housing Characteristics

From 1970 to 1980, the total number of housing units in southeastern Wisconsin increased by about 17 percent, in Waukesha County by 42 percent, and in the Village by 12 percent. In 1980, the median monthly mortgage housing cost in southeastern Wisconsin was \$549; in Waukesha County, \$462; and in the Village, \$391, indicating that the 1980 cost of mortgage units in the Village was comparatively low. In 1980, the median monthly rent paid for renter-occupied housing was \$252 in the Southeastern Wisconsin Region, \$292 in Waukesha County, and \$285 in the Village. In 1980, about 80 percent of the occupied housing units in the Village were owner-occupied and about 18 percent were renter-occupied, compared to about 59 percent owner-occupied in the Region and about 37 percent renter-occupied. In Waukesha County, about 76 percent of the occupied housing units were owner-occupied and about 21 percent were renter-occupied.

In 1980, the overall vacancy rate for owner-occupied housing in the Village was about 3.2 percent. In the Region, this percentage was 1.1, and in Waukesha County, 3.0. The overall vacancy rate of renter-occupied houses in the Village was 2.3 percent; in the Region, 4.3 percent; and in Waukesha County, 3.4 percent. Standards promulgated by the Regional Planning Commission recommend that housing vacancy rates within communities of the Region be maintained within a range of 1 to 2 percent for owner-occupied units and 4 to 6 percent for renter-occupied units. In 1980, the Village vacancy rate of 2.3 percent for renter-occupied housing fell short of the recommended standard. Accordingly, the Village may be in need of additional two-family and multi-family rental

housing to provide a greater choice of housing types and an adequate supply of housing units in the Village.

Employment Forecasts

Based upon the intermediate future scenario, employment levels in the Village of Menomonee Falls may be expected to increase from 15,800 jobs in 1985 to 19,000 jobs in 2010, an increase of 3,200 jobs, or 20 percent. Increases in employment in the Village may be expected in four employment categories: retail; service; industry; and institutional, governmental and educational. Decreases may be expected in two employment categories: transportation, communications, and utilities; and agriculture. Based upon the optimistic future scenario-centralized development plan, overall employment levels in the Village may be expected to increase from about 16,900 jobs in 1985 to 22,700 jobs by the year 2010, an increase of about 5,800 jobs, or about 34 percent. Under the optimistic future scenario, similar employment increases may be expected in the retail; service; industry; and institutional, governmental and educational employment categories, while employment decreases may be expected in the transportation, communications, and utilities and agriculture employment categories.

INVENTORY OF EXISTING LAND USE AND ENVIRONMENTAL CORRIDORS

If the land use plan is to constitute a sound and realistic guide to the making of decisions concerning the physical development of the Village, it must be based upon careful consideration of the man-made, as well as the natural, features of the area.

Existing Land Use

The Regional Planning Commission inventories existing land uses within the Region approximately every five years. The first such inventory was conducted in 1963, and the latest in 1985. In order to place the pattern of urban development within the Village in perspective over time, the historical 1963 land uses for the Village of Menomonee Falls are presented graphically on Map 3 and quantified in Table 7 in Chapter III of this report. The data gathered in the 1985 inventories were mapped and analyzed in order to provide a basis for determining the appropriate pattern of future land use development. The 1985 data are presented graphically on Map 4 and quantified in Table 7 in Chapter III.

Approximately 21,374 acres, or about 33.4 square miles, are contained within the corporate limits of the Village of Menomonee Falls. In 1963, urban land uses occupied about 6,170 acres, or about 29 percent of the total village area, and rural land uses occupied 15,204 acres, or about 71 percent of the total village area. In 1985, urban land uses occupied about 8,050 acres, or about 38 percent of the total village area. Rural land uses, which include water, wetlands and woodlands, as well as agricultural and other open lands and farmsteads, totaled about 13,324 acres, or about 62 percent of the village area. Between 1963 and 1985, agricultural and other open land uses remained the largest single land use in the Village, changing from 54 percent of the total village area in 1963 to 46 percent in 1985. The largest single urban land use was residential, occupying about 17 percent of the total area of the Village in 1963 and 21 percent in 1985.

Residential Land Use: Of all the elements of a community land use plan, residential land use normally holds the interest of the largest number of inhabitants. Since the residential land use elements of the updated land use plan exist primarily to provide a safe, attractive, and comfortable setting for housing, it is particularly important that this element be given careful and thoughtful consideration. The nature and extent of the residential development is an important determinant of the need for supporting community facilities and public utilities and of the type, location, and capacity of transportation facilities.

In 1963, residential land accounted for about 3,632 acres, or about 59 percent, of the urban land uses, but only about 15 percent of the total village area. Of the 3,205 acres of developed residential land in 1963, only about 30 acres, or about 0.1 percent, were in two-family residential use, and only about 19 acres, or about less than 0.1 percent, were in multi-family residential land use. In 1985, residential lands occupied by single-family, two-family, and multi-family land uses were primarily scattered throughout the eastern portion of the Village, with isolated single-family residential enclaves located in the western portion of the Village. Of the 4,219 acres of developed residential land in 1985, only about 37 acres, or about 0.9 percent, were in two-family residential land use, and only about 86 acres, or about 2 percent, were in multi-family residential land use.

Commercial Land Use: In 1963, commercial land uses accounted for about 161 acres, or about 3 percent, of the urban land uses, and about 1 percent of the total area of the Village. In 1985, commercial land occupied about 256 acres, or only about 3 percent, of the urban land, and only about 1 percent of the total area of the Village. In 1985, commercial land uses were primarily located in several small- and medium-size open commercial malls developed in strips along the entire length of Appleton Avenue (STH 175) between County Line Road and Good Hope Road and along Main Street (STH 74) between Maple Road and Lilly Road.

Industrial Land Use: In 1963, there were about 209 acres of land in industrial uses, or about 3 percent of the urban uses and about 1 percent of the total area of the Village. In 1985, industrial land uses occupied about 472 acres, or about 6 percent of the urban land within the Village and about 2 percent of the total area of the Village. Industrial land uses were concentrated north of USH 41-45 in the northeastern section of the Village. In addition, some industrial uses were located adjacent to the Chicago & North Western Transportation Company railway right-of-way in the southeastern corner of the Village between Marcy Road and 124th Street.

Governmental and Institutional Land Use: In 1963, there were about 150 acres of land in the governmental and institutional land uses, or about 2 percent of the urban land uses and about 1 percent of the total area of the Village. In 1985, governmental and institutional land uses occupied about 253 acres, or about 3 percent of the urban land within the Village and about 1 percent of the total area of the Village. Major governmental and public institutional land uses included the Municipal Building, Community Memorial Hospital, village garage, three fire stations, Menomonee Falls High School, North Middle School, Ben Franklin Elementary School, Shady Lane Elementary School, Valley View Elementary School, Marcy Elementary School, Board of Education and Administration building, Bethlehem Evangelical Lutheran School, Calvary Baptist School, Falls Baptist Academy, Grace Evangelical Lutheran School, St. Anthony Grade School, St. James Catholic School, St. Mary Grade School, and Zion Lutheran Grade School.

Park and Recreational Land Use: In 1963, park and recreational land uses represented about 476 acres of land, or about 8 percent of the urban

maintain a sound ecological balance, to protect land uses within the Village and about 2 percent of the total area of the Village. In 1985, recreational land uses occupied about 714 acres of land, or about 9 percent of the urban land uses within the Village and about 3 percent of the total area of the Village.

Transportation and Utility Land Use: In 1963, transportation and utility land uses, including arterial streets and highways, collector streets, and minor land access and transportation services, represented about 1,542 acres of land, or about 25 percent of the urban land and about 7 percent of the total area of the Village. In 1985, transportation and utility land uses occupied about 1,979 acres of land, or about 25 percent of the urban land and about 9 percent of the total area of the Village.

Rural Land Use: Rural land uses include surface water, wetlands, woodlands, and agricultural and other open lands. In 1963, surface water areas occupied about 36 acres, or only about 0.2 acres of the rural land and about 0.2 percent of the total village area. Wetlands occupied about 2,871 acres, or about 19 percent of the rural land and about 13 percent of the total village area. Woodlands occupied about 789 acres, or about 5 percent of the rural land and about 4 percent of the total village area. Agricultural and other open lands occupied about 11,508 acres, or about 76 percent of the rural land and about 54 percent of the total village area.

By comparison, in 1985 surface waters occupied about 70 acres, or about 0.5 acre of the rural land and about 0.3 percent of the total village area. Wetlands occupied about 2,787 acres, or about 21 percent of the rural land and 13 percent of the total village area. Woodlands occupied about 731 acres, or about 5 percent of the rural land and about 3 percent of the total village area. Agricultural and other open lands occupied about 9,736 acres, or about 73 percent of the rural land and about 46 percent of the total village area.

NATURAL RESOURCE BASE

Environmental corridors are defined as elongated areas in the landscape encompassing concentrations of the best remaining elements of the natural resource base. Such corridors should, to the maximum extent practicable, be preserved in essentially natural, open uses in order to

the overall quality of the environment, and to preserve the unique natural beauty and cultural heritage of the Village, as well as the Region. Such areas normally include one or more of the following elements of the natural resource base: lakes, river, and streams and their associated undeveloped shorelands and floodlands; wetlands; woodlands; prairies; wildlife habitat areas; wet, poorly drained, and organic soils; and rugged terrain and high-relief topography. Environmental corridors in the Village are illustrated on Map 5 in Chapter III.

Primary environmental corridors are at least 400 acres in size, two miles in length, and 200 feet in width. Primary environmental corridors in the Village generally lie along stream valleys and contain almost all of the remaining high-value woodlands, wetlands, and wildlife habitat areas and all the remaining undeveloped floodlands. In 1985, primary environmental corridors encompassed an area of about 3,340 acres, or about 16 percent of the total area of the Village.

Secondary environmental corridors and other environmentally significant lands contain fewer natural resource base elements than do primary corridors, and are usually remnants of primary environmental corridors that have been developed for agricultural purposes or intensive urban uses. Secondary environmental corridors are generally located along intermittent streams and typically serve as links between segments of primary environmental corridor. Secondary environmental corridors are, by definition, at least 100 acres in size and one mile in length. In 1985, secondary environmental corridors totaled about 230 acres, or about 1 percent of the total area of the Village.

Isolated natural areas generally consist of those natural resource base elements that have an inherent natural value such as wetlands, woodlands, wildlife habitat areas, and surface water area, but are physically separated from the primary and secondary environmental corridors by intensive urban or agricultural uses. Such areas, which must be at least five acres in size, may provide good sites for neighborhood parks and nature study areas, and can provide aesthetic character and natural diversity to an area. In 1985, lands encompassed within isolated natural areas totaled about 508 acres, or about 2 percent of the total area of the Village.

OBJECTIVES, PRINCIPLES, AND STANDARDS

An objective is a goal or end toward the attainment of which plans and policies are directed. Planning is a rational process for formulating and obtaining objectives. Objectives serve as a guide to the preparation of plans and provide an important basis for the selection of the final plan. To this end, the Village of Menomonee Falls land use plan should be clearly related to the defined objectives through a set of standards which will assist in the preservation and enhancement of Menomonee Falls' unique urban and rural environment. Objectives may change as new information is developed, as objectives are fulfilled through plan implementation, or as objectives fail to be implemented as a result of changing public attitudes and values. Objectives presented in this plan reflect the conditions that have changed from those prevailing during the preparation of the 1973 master plan.

The land use and transportation system development objectives set forth in this report initially were based upon the findings and recommendations of the Greater Menomonee Falls Committee, as discussed in Chapter IV of this report, and upon objectives contained in regional plans which were considered applicable and supportable by the Village of Menomonee Falls. The land use objectives, principles, and standards, as agreed upon by the Village Plan Commission, related primarily to the allocation and distribution of the various land uses and to the provision to those land uses of the essential community transportation and other services required to meet the needs of the resident population of the Village of Menomonee Falls to the plan design year 2010. The nine objectives as set forth in Chapter IV of this report are presented below:

1. A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the population.
2. A spatial distribution of the various land uses which result in a compatible arrangement of land uses.
3. The location of facilities offering goods and services so as to afford maximum convenience to population of the Village.

4. A spatial distribution of the various land uses which will result in the protection and wise use of the natural resources of the area including soils, lakes and streams, wetlands, woodlands, and wildlife.
5. The preservation of sufficient high-quality open space lands for protection of the underlying and sustaining natural resource base and enhancement of the social and economic well being and environmental quality of the area.
6. A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services.
7. The preservation, development, and redevelopment of a variety of suitable industrial and commercial sites in terms of both physical characteristics and location.
8. An integrated transportation system which, through its location, capacity, and design, will effectively serve the existing and proposed land use pattern and promote the implementation of the plan, meeting the anticipated travel demand generated by the existing and proposed land uses.
9. The provision of adequate locational choice of housing and a variety of housing types for varying age and income groups for different size households.

The objectives, principles, and standards set forth in the plan express the physical development intentions of the Village of Menomonee Falls. The standards perform a particularly important function in land use plan design since they form the basis upon which estimates of future community land use needs are based. Included in the report are the land use and community facility site area and service radius standards for the Village of Menomonee Falls.

COMMUNITY LAND USE AND TRANSPORTATION SYSTEM REQUIREMENTS

The land use requirements of probable future population and employment levels are determined by applying two basic types of standards.

Per capita standards are expressed as the number of acres of a given land use category per hundred or thousand population, and are intended to help estimate the total number of acres of land needed to satisfy each basic land use requirement of the population for the plan design period. Accessibility standards, expressed as a maximum service area of certain sites, land uses, and public facilities, are intended to assure that these are spatially distributed in a manner convenient and efficient to the population which they are intended to serve. Both the per capita and accessibility standards, as set forth in Chapter V, are embodied in the land use plans herein presented.

The arterial street and highway facilities required to serve the probable future traffic demands within the Village under the recommended or locally preferred land use plans, and as recommended in the adopted regional transportation system plan, are shown on Map 6 in Chapter V. The transportation plan map indicates the number of traffic lanes needed for each arterial street segment in the Village in order to carry the anticipated arterial traffic volumes through the design year 2010, and also indicates the recommended jurisdictional classification of each transportation system: state, county, and local.

LOCALLY PREFERRED LAND USE PLAN

The locally preferred land use plan, as summarized on Map 9 and in Table 14 in Chapter VI of this report, represents a pattern of land use development that could effectively accommodate the physical, social, and economic needs of the residents of the Village of Menomonee Falls through and beyond the plan design year 2010. The selection of the adopted plan involved evaluation of land use patterns and supporting community utility proposals against the land use development objectives, principles, and standards presented in Chapter IV of this report, as well as application of collective judgment by the Village Plan Commission.

The locally preferred land use plan and attendant recommended transportation system plan are intended to assist the political and technical coordination of community development over time. Political coordination seeks to assure that

a majority of citizens within the community are in accord with the goals expressed in the plans. Technical scheduling of public and private improvements will be efficient, avoiding conflict, duplication, and waste. Effective coordination of development requires a unified, integrated plan if the physical elements of the environment are to be continually managed without costly conflicts of function, and if the political forces of the community are to deal with controversial development issues, including the plan itself, in an equitable and constructive manner.

The land use and transportation system plans are for the long range, providing a means of taking into account long-term development needs and objectives when considering short-range actions. These plans are intended to achieve coordination of development through time, and to help ensure that decisions made as development issues arise will lead toward the attainment of the community development goals expressed in the plans. In the case of Menomonee Falls, the locally preferred land use plan and the transportation system plan are designed for a planning period extending up to and beyond the year 2010. The land use plan update is intended to provide for the probable future as well as present needs of the Village under the optimistic future scenario. The adopted, locally preferred plan is designed to accommodate a resident population of about 48,300 persons in the year 2010.

The plans, however, should not be considered as rigid and unchangeable, but rather as flexible guides to help village officials and concerned citizens in the review of development proposals as such proposals are advanced over time. As conditions change from those used as the basis for the preparation of the plan, the plan should be revised as necessary.

Residential Land Use

Areas shown on the adopted, locally preferred land use plan for residential land uses occupy about 7,332 acres. Under the locally preferred plan, residential land uses would be expected to accommodate an additional 7,915 housing units during the plan design period to 2010. The plan identifies six distinct categories of residential land use based upon the residential density standards advanced in Chapter IV and the land use requirements set forth in Chapter V. These six categories are rural estate, with a 5.0-acre or

greater net lot area per dwelling unit; suburban, with a 1.0- to a 5.0-acre net lot per dwelling unit; low-density urban, with a 20,000- to 43,560-square-foot net lot area per dwelling unit; medium-density urban, with a 7,200- to 19,999-square-foot net lot area per dwelling unit; medium-high density urban, with 6.0 to 9.1 dwelling units per net residential acre; and high-density urban, with 9.2 to 18.3 dwelling units per net residential acre.

Commercial (Retail) Land Use

Under the adopted locally preferred land use plan, commercial land uses would encompass an area of about 672 total acres, as shown on Map 9 in Chapter VI. The Appleton Avenue corridor from St. Francis Drive on the northwest to about Monroe Avenue on the southeast is proposed to remain a major commercial retail sales and service facility. Infilling of vacant land in this segment with commercial uses is proposed. As a major arterial highway leading from the central area of Milwaukee generally through the most urbanized area of the Village, Appleton Avenue is subject to a variety of development pressures which influence the efficiency and safety of the facility itself, and the viability of the adjacent land uses. Because of the present and potential deficiencies of this facility, its importance to the Village, and the necessity for its preservation as a high-capacity arterial, these development proposals must be addressed in more detailed land use and urban design studies. Accordingly, a detailed study of the land use development and traffic circulation along Appleton Avenue should be undertaken by the Village.

The plan further calls for the development of four new neighborhood shopping centers and one mixed-use commercial and residential development. These proposed neighborhood shopping areas are intended to provide for small groupings of retail and customer-service establishments away from other business districts, but within proximity of the residential neighborhoods intended to be served.

Industrial Land Use

The adopted, locally preferred land use plan identifies a total of 1,615 acres of land for industrial use, as shown on Map 9 in Chapter VI. This acreage includes about 471 acres of existing industrial land uses located in U. S. Public Land Survey Sections 1 through 3, 25 through 27, and 36 of the Village. The industrial

land use acreage accounts for the infilling of already platted industrial lots and of areas located adjacent to existing industrial areas served by street and related infrastructure facilities. An additional 161 acres has been set aside for the development of an industrial park proposed to be located near the northeast corner of the intersection of Lisbon Road (CTH K) and Lilly Road along the Butler Ditch.

The locally preferred land use plan also includes approximately 297 additional acres of industrial land reserves to be set aside as areas for industrial expansion after the design year 2010.

Governmental and Institutional Land Use

Governmental and institutional land uses under the adopted final plan would occupy 560 acres, as shown on Map 9 in Chapter VI. Additional land for such uses is anticipated to be provided primarily for elementary schools, health-care facilities, day-care facilities, and other institutional uses.

Park and Recreational Land Use

The park and related open space uses under the adopted locally preferred plan are based upon the recommendations contained in SEWRPC Planning Report No. 27, A Regional Park and Open Space Plan for Southeastern Wisconsin: 2000. The plan proposes that Waukesha County continue to acquire and develop recreational corridors located within the Village as an integral part of a countywide park system. Under the adopted plan, a total of 893 acres of land would be required for park and recreational land uses.

It is recommended in the adopted plan that the Village assume the responsibility for the provision of local neighborhood park sites and facilities. Land should be acquired for five neighborhood parks to provide opportunities for intensive nonresource-oriented outdoor recreation activities. The proposed neighborhood parks may be expected to accommodate population levels expected beyond the plan design year 2010.

Tamarack Swamp

The adopted plan proposed the preservation and protection of a 1,425-acre shrub swamp located in the central portion of the Village of Menomonee Falls. It is recommended that the swamp remain in essentially natural, open uses, and that any development that would degrade the

natural features of this area be discouraged. In addition to its value as a natural plant community, the swamp performs a particularly important floodwater storage function in the Fox River watershed, and its development would create major and costly flood control problems.

Environmental Corridors and Isolated Natural Areas

The adopted, locally preferred plan proposes the preservation of about 3,340 acres of primary environmental corridors, or about 16 percent of the total area of the Village. Under the plan, all primary environmental corridors would be preserved in essentially natural, open uses. Accordingly, the adopted plan further recommends that sanitary sewers not be extended into such corridors for the purpose of accommodating urban development. However, it is recognized in the plan that it would be necessary, in some cases, to extend sanitary sewers across and through primary environmental corridors, and that certain land uses requiring sewer service could be located in the corridors, including park and recreation facilities and institutional uses. In some cases, limited low-density residential development on five-acre lots, compatible with the preservation of the corridors, may also be permitted to occupy corridor lands, and it may sometimes be desirable to extend sewers into the corridors to service such uses.

Agricultural and Other Rural Land Use

The adopted, locally preferred plan proposes the preservation of 6,094 acres of agricultural and other open rural lands, of which 2,712 acres, or about 44 percent, consist of prime agricultural lands. Prime agricultural lands are parcels of land 35 acres or larger in size covered by soils well-suited for the production of food and fiber. These lands are primarily located in U. S. Public Land Survey Sections 5 through 8, 16, 17, 19 through 21, and 27 through 34. (See Map 9 in Chapter VI.)

The nonprime agricultural lands can be used for estate-type residential development on lots five acres or larger in size, as well as for agricultural use. Soil limitations constitute the most important site-specific factor related to the establishment of such development for the use of onsite sewage disposal systems.

Transportation System Development

The arterial highway network required to serve the existing and probable future traffic demands

in the Village of Menomonee Falls to the design year 2010 is shown in graphic summary form on Map 8 in Chapter VI of the report. Changes from the year 2000 regional transportation system plan for the Village include: the addition of an arterial street and highway segment designated as a county trunk two-lane highway facility to be located generally between W. Good Hope Road (CTH W) and Fond du Lac Avenue along the northerly extension of 124th Street, the county line; and an increase in the number of traffic lanes, from two to four, on Silver Spring Road (CTH VV) from about three-quarters of a mile west of Pilgrim Road to Town Line Road; on Lilly Road from Hampton Avenue to Mill Road; and on Town Line Road (STH 74 segment) from McLaughlin Road to Mill Road.

PLAN IMPLEMENTATION

Attainment of the goals set by the Village of Menomonee Falls land use and transportation system plans contained herein will require some changes in the development policies of the Village. Since the maintenance of the present character of the Village is dependent to a considerable extent upon preserving and protecting the natural resource base, the density of the new development should be carefully regulated to ensure that development at urban densities—that is, at densities equal to or greater than 0.7 dwelling unit per net residential acre (0.6 dwelling unit per gross residential acre, or 1.4 acres per dwelling unit)—is confined to those areas where urban services can be efficiently and economically provided. Attainment of the plan goals will require the modification of some of the existing plan implementation instruments.

Zoning

The Village Plan Commission should initiate appropriate amendments to the village zoning ordinance and zoning district map to bring them into conformance with the concepts and proposals advanced in the adopted, locally preferred land use plan. Of all the land use implementation devices available, perhaps the most important and most versatile is the zoning ordinance. Pursuant to state enabling legislation, zoning changes can be enacted by the Village Board only after formal public hearing. A detailed analysis of the existing zoning ordinance and zoning district map should be conducted to determine properly any deficiencies for systematically implementing the plan.

Official Mapping

The official map is intended to be used as a precise planning tool for implementing public plans for streets, highways, waterways and parkways, railways, public transit facilities, and parks and playgrounds. One of the basic purposes of the official map is to prohibit the construction of buildings or structures and associated improvements on land designated for public use.

The official map is a plan implementation device that operates on a communitywide basis in advance of land development, and can thereby effectively assure the integrated development of the street and highway system. The official map is a useful device for achieving public acceptance of long-range plans since it serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements.

The Village does not have an official map. Following the adoption of the village land use and transportation system plan, the Village should create and adopt such a map to show all planned streets and highways, public transit facilities, parks and parkways, and drainage facilities.

Subdivision Plat Review and Regulation

The land use plan should serve as a basis for the review of land subdivision plats and certified survey maps by appropriate village officials. Urban subdivisions should not be approved in areas recommended in the plan to remain in nonurban uses unless the developer can justify changing the land use plan. Any such proposed departures from the land use plan should be carefully considered by the Village Plan Commission, and should be made by that Commission only when it finds that such departures are indeed in the public interest. All urban subdivisions should be required to provide for a full complement of urban services. A detailed analysis of the existing land division ordinance should be conducted in order to properly determine its deficiencies when implementing the plan.

Capital Improvements Program

A capital improvements program (CIP) is a priority listing of needed major public capital expenditures prepared for a five- or six-year period, with emphasis upon the first year. This program provides village officials with a rigorous means for establishing priorities for public

improvements and for determining how and when such improvements are to be financed. The capital improvements program can be an important influence in carrying out certain elements of the improvement plan and thereby shaping community development. Accordingly, it is recommended that those elements of the land use and transportation system plans requiring public expenditures for implementation be integrated into the village capital improvements program.

Impact Fee Ordinance

An impact fee ordinance is a legal tool used by a community for financing offsite public facilities and services. The impact fees are charges, outlined in the ordinance, levied by local governments against developers for their pro-rata share of the capital funding for public facilities and services necessitated by new development. Impact fees serve to shift the burden of the cost of providing new and expanded offsite facilities from the general public to the persons creating the need for the facilities.

Impact fees can be used to assist in promoting community development by providing municipalities with the opportunity to expand the public facility system capacity while maintaining a level of services compatible with the objectives of the community. Local facilities and services which have been financed through impact fees include water and sewer facilities, parks, libraries, schools, roads, and police and fire protection services. Impact fees can also restrict the development of a community, particularly in a metropolitan area where other communities may not impose such fees.

Any such proposed impact fee system should be carefully considered by the Village. Accordingly, a number of interrelated matters should be addressed in the development of any legally sound impact fee system, including: relating the impact fee system with land use and transportation system planning; defining and evaluating public facility service needs; identifying the geographic area for the impact fee ordinance; analyzing the type of development to which impact fees will be applied; measuring and pricing individual impacts of each development; administering impact fee revenues; and administering impact fee expenditures.

NEED FOR PRECISE NEIGHBORHOOD AND URBAN DEVELOPMENT PLANNING

The land use plan herein set forth identifies 10 residential neighborhoods, two industrial park planning districts, and one special planning district. As shown on Map 10 in Chapter VII of the report, the residential neighborhoods have been identified as the Shady Lane, Valley View, Lime Kiln, Tamarack, Menomonee River Parkway, Pheasant Hills, Pilgrim Park North, Lilly Creek, Willowwood Park, and Pilgrim Park South Neighborhoods. The two industrial park areas have been identified as Industrial Planning Districts Number 1 and Number 2; and the special planning district is the Appleton Avenue Corridor.

The preparation of detailed neighborhood unit development plans, as well as special planning district plans, is based upon the concept that the urban area should be formed of, and developed in, a number of spatially organized, individually planned cellular units, rather than as a single, large, formless mass. These cellular units may be categorized by their primary or predominant land use, and, as such, may be industrial, commercial, institutional, or residential. As far as possible, each neighborhood unit or special planning district should be bounded by arterial streets; major park, parkway, or institutional lands; bodies of water; or other natural or cultural features which serve to clearly and physically separate each unit from surrounding units. Detailed and precise development plans should be prepared for the Village for each of the detailed neighborhood units and special planning districts. Each of these plans not only should designate ultimate land use patterns, but also should define collector and land access street locations and alignments and attendant lot and block configurations. In addition, these detailed plans should identify areas that should be protected from intensive urban development for environmental reasons, and should indicate the need to reserve major drainageway and utility easements.

CONCLUSION

The locally preferred land use and transportation system development plans for the Village of Menomonee Falls, with supporting plan imple-

mentation tools, provide the basic means for accomplishing the orderly growth and development of the Village and for assisting in both preserving and enhancing its urban and rural characteristics over time. However, if the plan is not properly and consistently utilized in the evaluation of proposed zoning changes, the review of proposed land subdivisions, and the

consideration of other physical development proposals, such orderly growth and development may be negated, and the Village may face difficult and costly development problems. Consistent application of the plan will assure that individual physical development and redevelopment proposals will be channeled toward the sound development of the community.

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APPENDICES

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Appendix A

A SUGGESTED VILLAGE PLAN COMMISSION RESOLUTION FOR ADOPTING THE VILLAGE OF MENOMONEE FALLS LAND USE PLAN

WHEREAS, the Village of Menomonee Falls, pursuant to the provisions of Sections 61.35 and 62.23 of the Wisconsin State Statutes, has created a Village Plan Commission; and

WHEREAS, the Village Plan Commission, under Section 62.23(3)(b), has the authority to amend or provide additions to the existing adopted land use plan or any part or element of the plan for the Village of Menomonee Falls; and

WHEREAS, the Village of Menomonee Falls has requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) assist the Village in the preparation of a new village land use plan and attendant transportation system plan; and

WHEREAS, the process used to prepare the new land use and attendant transportation system plan included the collection, compilation, and analysis of pertinent demographic, economic, natural resource, land use, transportation, and other information pertaining to the Village; the preparation of forecasts of population and economic development; the formulation of a set of recommended land use objectives, principles, and standards; the preparation of a new land use plan and attendant transportation system plan; and recommendation of activities required to implement the plans; and

WHEREAS, the aforementioned forecasts; inventories; analyses; objectives, principles, and standards; land use and transportation system plans; and implementation recommendations are set forth in a published planning report, entitled SEWRPC Community Assistance Planning Report No. 162, A Land Use and Transportation System Plan for the Village of Menomonee Falls: 2010; and

WHEREAS, the Village Plan Commission considers the plan to be a valuable guide to the future development of the Village.

NOW, THEREFORE, BE IT RESOLVED that pursuant to Section 62.23(3)(b) of the Wisconsin State Statutes, the Village of Menomonee Falls Plan Commission, on the ____ day of _____, 1990, hereby adopts SEWRPC Community Assistance Planning Report No. 162 as an integral part of the village master or comprehensive plan to guide the future development of the Village of Menomonee Falls.

BE IT FURTHER RESOLVED that the Secretary of the Village of Menomonee Falls Plan Commission transmit a certified copy of this resolution to the Village Board of the Village of Menomonee Falls.

Chairman
Village of Menomonee Falls
Plan Commission

ATTEST:

Secretary
Village of Menomonee Falls
Plan Commission

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Appendix B

A SUGGESTED VILLAGE BOARD RESOLUTION FOR ADOPTING THE VILLAGE OF MENOMONEE FALLS LAND USE PLAN

WHEREAS, the Village of Menomonee Falls, pursuant to the provisions of Sections 61.35 and 62.23 of the Wisconsin State Statutes, has created a Village Plan Commission; and

WHEREAS, the Village Plan Commission, under Section 62.23(3)(b), has the authority to amend or provide additions to the existing adopted land use plan or any part of the master or comprehensive plan for the Village of Menomonee Falls; and

WHEREAS, the Village Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), a plan for the physical development of the Village of Menomonee Falls, said plan embodied in SEWRPC Community Assistance Planning Report No. 162, A Land Use and Transportation System Plan for the Village of Menomonee Falls: 2010, and has submitted a certified copy of that resolution to the Village Board of the Village of Menomonee Falls; and

WHEREAS, the Village Board of the Village of Menomonee Falls concurs with the Village Plan Commission and the objectives and policies set forth in SEWRPC Community Assistance Planning Report No. 162.

NOW, THEREFORE, BE IT RESOLVED that the Village Board of the Village of Menomonee Falls, on the ____ day of _____, 1990, hereby adopts SEWRPC Community Assistance Planning Report No. 162 as a guide for the future development for the Village of Menomonee Falls.

BE IT FURTHER RESOLVED that the Village Plan Commission shall review the village land use and transportation system plan every five years and shall recommend extensions, changes, or additions to the plan which the Village Plan Commission considers necessary. Should the Village Plan Commission find that no changes are necessary, this finding shall be reported to the Village Board.

Village President
Village of Menomonee Falls

ATTEST:

Village Clerk
Village of Menomonee Falls