

A LAND USE PLAN FOR THE CITY OF WEST BEND: 2010



SUMMARY REPORT

JUNE 1992

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We must cultivate in our minds and in the mind of the people the conception of a city plan as a device . . . for preparing, and keeping constantly up to date, a unified forecast and definition of all the important changes, additions, and extensions of the physical equipment and arrangement of the city which a sound judgment holds likely to become desirable and practicable in the course of time, so as to avoid so far as possible both ignorantly wasteful action and ignorantly wasteful inaction in the control of the city's physical growth.

Frederick Law Olmsted, Jr.
Third National Conference on City Planning, 1911

WEST BEND LAND USE PLAN COMPLETED

In late 1987, the City of West Bend requested the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to assist it in the preparation of a land use plan for the City. The plan, prepared cooperatively by the City's and Regional Planning Commission's staffs under the direction of the City Plan Commission, was completed in 1992. The land use plan is intended to serve as a guide to local officials in the making of land use development and redevelopment decisions within the West Bend planning area. The findings and recommendations of the planning effort are fully documented in SEWRPC Community Assistance Planning Report No. 167, A Land Use Plan for the City of West Bend: 2010.

The plan, together with supporting implementation devices, provides an important means for promoting the orderly growth and development of the City of West Bend, and is intended to serve to protect the public health and safety, as well as property values within the City. Consistent application of the plan will assure that individual development proposals are properly related to the development of the City as a whole; will help to maintain the overall quality of the environment in, and the natural beauty of, the City; and will help avoid costly developmental and environmental problems.

The planning effort involved the preparation of extensive inventories, analyses, and forecasts of the many factors and conditions affecting land use development in the area, including existing and probable future resident population and employment levels; the natural resource base; existing land uses; and existing local plan implementation devices, such as zoning and land subdivision control ordinances, erosion control measures, and stormwater management regulations. The plan includes a set of recommended land use development objectives, together with supporting principles, standards, and urban design criteria.

By applying these objectives and standards to the present and anticipated future needs of the West Bend area and its population, the plan seeks to serve as an effective guide for the development of the area. The plan also includes specific recommendations regarding its implementation over time.

GENERAL DESCRIPTION OF THE WEST BEND PLANNING AREA

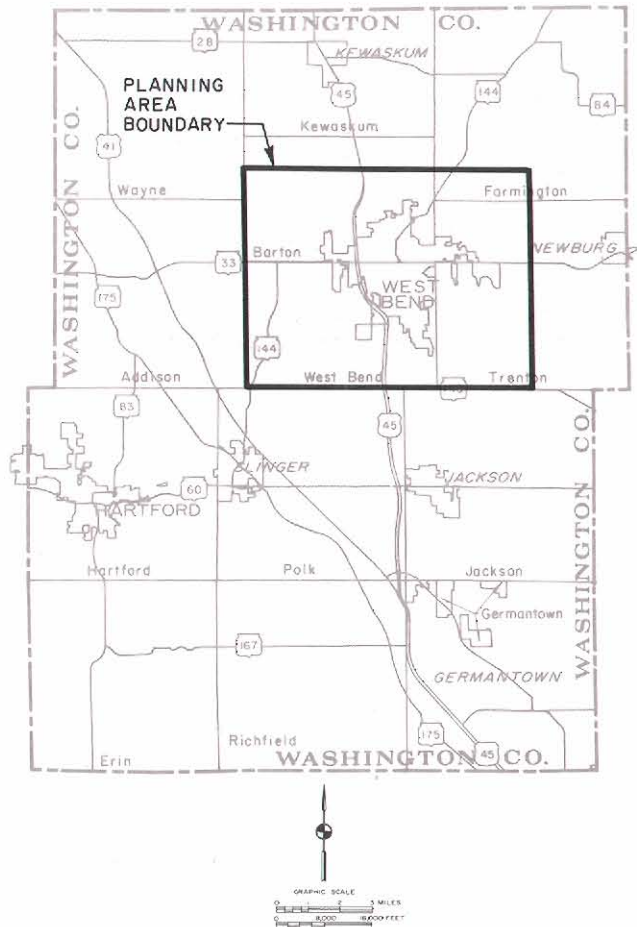
The study area for the planning effort lies entirely within Washington County. The planning area, shown on Map 1, is about 63.4 square miles in area and includes the City of West Bend, the Town of West Bend, the southern three-quarters of the Town of Barton, the western half of the Town of Trenton, and an area of about three square miles lying within the southwestern portion of the Town of Farmington. The City of West Bend, based on 1989 corporate limits, occupies about 10.2 square miles, or about 16 percent of the total planning area. The remainder of the planning area lies substantially within the City's extraterritorial plat approval jurisdiction—areas within three miles of the corporate limits of the City.

POPULATION AND EMPLOYMENT INVENTORIES, ANALYSES, AND FORECASTS

Information on the size, characteristics, and distribution of the resident population and employment within a planning area is an essential part of any planning effort, as are sound forecasts of likely future changes in these important socioeconomic factors over time. This information is essential to the preparation of a sound community land use plan, since the factors concerned directly influence land use requirements and needs. The primary purpose of the land use plan is to identify the best means of meeting those needs over time. Hence, the planning effort for the West Bend planning area included inventories and analyses of these factors.

Map 1

**LOCATION OF THE CITY OF WEST BEND
PLANNING AREA IN WASHINGTON COUNTY**



The population and employment forecasts for the area, as well as related probable future land use requirements, were based upon consideration of alternative population and employment projections developed at the regional level to the design year 2010. Two alternative forecasts were considered the most likely future scenarios for the West Bend planning area: an intermediate growth-centralized development scenario and an optimistic growth-decentralized development scenario. Under these alternatives, as Table 1 shows, the resident population of the planning area may be expected to increase from about 30,940 persons in 1985 to between 39,360 and 61,110 persons by the year 2010. Employment in the planning area may be expected to increase from about 14,370 jobs in 1985 to between 20,680 and 25,900 jobs by 2010. For the City of West Bend urban service area—a 20.4-square-mile area encompassing the City proper and the surrounding area envisioned to have a full range of urban services, including sanitary sewer service, by the year 2010—the resident population may be expected to increase from about 23,800 persons in 1985 to between 32,050 and 52,880 persons by the year 2010. Employment in the urban service area may be expected to increase from about 12,040 jobs in 1985 to between 18,550 and 23,210 jobs by 2010.

The City Plan Commission, in reviewing these forecasts and noting historic trends in population and employment for the area, determined that a resident population level of 35,000 by the year 2010 for the urban service area should be used in preparing forecasts of land use demands. This population level is somewhat higher than the forecast population under the intermediate growth-centralized development scenario for the City's urban service area. The forecast employment figure under that scenario was accepted for use in plan preparation.

The anticipated changes in age distribution within the population have important implications for land use and housing planning. Within the City of West Bend urban service area, for instance, the number of children in the five-to-14-year age group is expected to increase from 4,005 in 1980 to over 4,500 by 2010 under the intermediate growth-centralized development scenario. This indicates a potential future need for additional elementary school and recreational facilities. Likewise, under the intermediate growth-centralized development scenario, the expected rise in the working-age (20 to 64 years of age) population from about 12,320 in 1980 to about 19,090 by 2010, a 55 percent increase, indicates a potential significant rise in the number of jobseekers—and the need for land and infrastructure suitable for commercial and industrial development—within the urban service area. Finally, the demand for housing and services for the elderly within the urban service area may be expected, under the intermediate growth-centralized development scenario, to rise with the population level within the 65-and-older age group (from 2,415 in 1980 to about 3,840 by 2010).

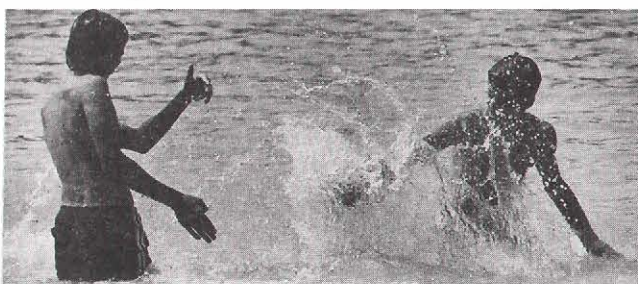


Table 1

**ALTERNATIVE POPULATION AND EMPLOYMENT FORECASTS FOR
SOUTHEASTERN WISCONSIN, WASHINGTON COUNTY, THE WEST BEND
PLANNING AREA, AND THE CITY OF WEST BEND URBAN SERVICE AREA: 1985 AND 2010**

Demographics	1985 Estimate	Alternative Future Scenario: 2010	
		Intermediate	Optimistic
Region ^a			
Population	1,742,700	1,872,200	2,316,100
Jobs	871,900	1,051,300	1,251,600
Washington County			
Population	87,250	111,700	185,000
Jobs	30,100	45,200	67,900
West Bend Planning Area			
Population	30,940	39,360	61,110
Jobs	14,370	20,680	25,900
City of West Bend Urban Service Area			
Population	23,800 ^b	32,050	52,880
Jobs	12,040	18,550	23,210

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

^bThe 1985 population estimate for the City of West Bend is approximately 21,993.

Source: Wisconsin Department of Industry, Labor and Human Relations; Wisconsin Department of Administration; and SEWRPC.

In 1985, the average household size in the City of West Bend was 2.87 persons, and, in 1990, 2.71 persons. Under the intermediate growth-centralized development scenario, this average may be expected to fall to 2.59 by 2010. Taking population forecasts into account, this means that the people of the City of West Bend urban service area will need about 5,535 more housing units—or an average of about 212 a year—between 1985 and 2010 to meet the housing needs of the forecast resident population.

NATURAL RESOURCE BASE INVENTORY AND ANALYSIS

The natural resources of the City of West Bend planning area are unique, and are vital to its ability to provide a pleasant and habitable environment for human life. Natural resources not only condition, but are conditioned by, urban growth and development. Any meaningful planning effort therefore must recognize the existence of

a limited natural resource base to which urban development must be properly adjusted if serious environmental and urban development problems are to be avoided.

As part of the planning effort, careful inventories were made of the natural resource base of the area—its physiography, topography and surface drainage patterns, and soils; its surface and ground waters, floodlands, and wetlands; its woodlands; and its wildlife habitat areas. Also considered were such aspects of the area as scenic viewpoints, natural areas of scientific value, and existing public and private parks and open space sites.

Since unplanned land use development has often led to severe and even irreparable damage to the environment, the preservation and protection of high-value natural resource areas, or “environmental corridors,” is a key objective of the plan. Such corridors, while constituting about 25 percent of the total planning area and about 20 percent of the City in 1985, encompass almost all of the best remaining elements of the natural resource base in the area.

Soil Suitability and Agricultural Lands

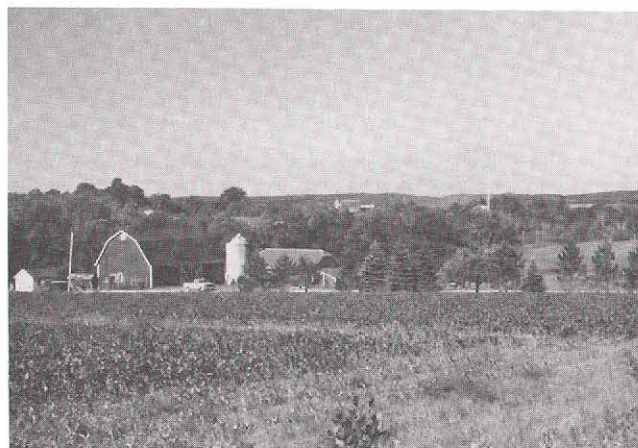
Soil properties exert a strong influence on land use. Soil suitability maps of the West Bend area were prepared and analyzed, identifying soil limitations for urban development with and without sanitary sewer service. In general, areas with soils unsuitable for either conventional onsite sewage disposal systems (septic tank systems) or above-ground "mound" systems should not be considered for urban development unless public sanitary sewers are provided.

About 40 percent of the total planning area is covered by soils which have a high probability of being unsuitable, as defined by state regulations, for the use of conventional onsite sewage disposal systems. About 20 percent of the total planning area is covered by soils that are suitable for the use of conventional onsite systems, while the remaining area either contains surface water or is covered by soils whose suitability or unsuitability for such systems cannot be determined without onsite investigations. Similarly, about 27 percent of the planning area is covered by soils unsuitable for the use of mound systems, while about 47 percent of the area is covered by soils considered to be suitable for the use of such systems. The suitability of the remaining soil areas for mound systems cannot be determined without onsite investigation.

Prime agricultural lands not required to meet the urban land use needs of the forecast population and economic activity levels should be preserved and protected whenever possible. In 1985, prime agricultural lands, defined generally as lands well suited to agricultural production and located on parcels at least 35 acres in size, encompassed about 26 percent of the total planning area.

Environmental Corridors and Isolated Natural Areas

Environmental corridors are linear areas in the landscape encompassing concentrations of high-value elements of the natural resource base. The protection of these corridors is one of the important objectives of the plan. As already noted, primary environmental corridors, in 1985, covered about 16.1 square miles, or about 25 percent, of the total planning area. These corridors are located primarily along the streams in the eastern part of the area which feed into the Milwaukee River and around Big and Little Cedar Lakes, Green Lake, Gilbert Lake, Wallace Lake, Lucas Lake, and Silver Lake. The primary environmental corridors contain the best remaining woodlands, wetlands, and wildlife habitat areas, as well as undeveloped floodlands, ground water recharge and discharge areas, and organic soils. These corridors have immeasurable environmental and recreational value. Their preservation in an essentially open, natural state—including park and open space uses, limited agricultural uses, and rural estate-type residential uses—will help maintain a high level of environmental quality in the area, protect its natural beauty, and provide



valuable recreational opportunities. Such preservation will also help prevent the creation of serious and costly environmental and developmental problems, such as flood damage, poor drainage, wet basements, failing foundations of roads and buildings, and water pollution.

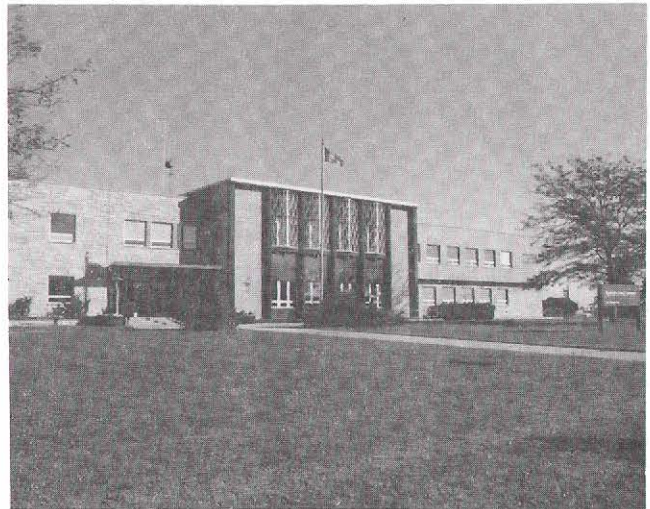
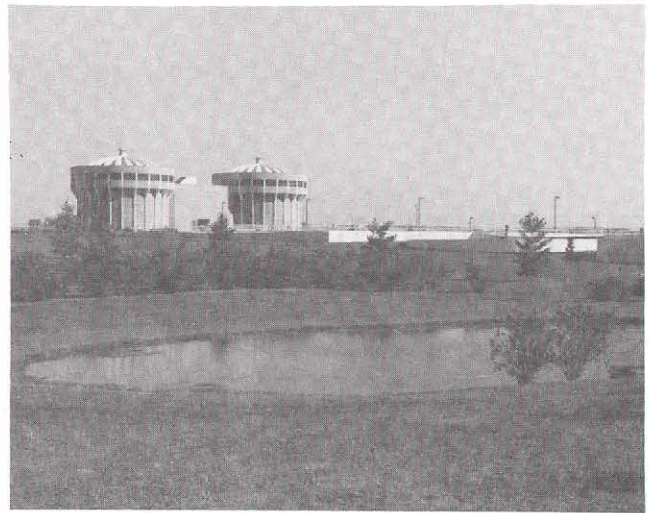
The plan also identifies secondary environmental corridors in the area. These corridors, while not as significant as the primary environmental corridors in terms of overall resource values, should be considered for preservation in essentially open natural uses to the extent practicable as urban development proceeds within the planning area, since the maintenance of such corridors in open use can facilitate drainage, maintain "pockets" of natural resource features, and serve as local parks and open space areas. As of 1985, lands encompassing about 1.4 square mile, or 2 percent of the planning area, were classified as secondary environmental corridors.

In addition, the plan urges the protection and preservation of isolated natural areas whenever possible. These areas sometimes serve as the only available wildlife habitat in an area, provide good locations for local parks, and lend natural diversity to an area. Isolated natural areas of five acres or more in size, in 1985, totaled about 1.8 square mile, or about 3 percent of the total planning area.

INVENTORY AND ANALYSIS OF EXISTING LAND USES AND BUILT FEATURES

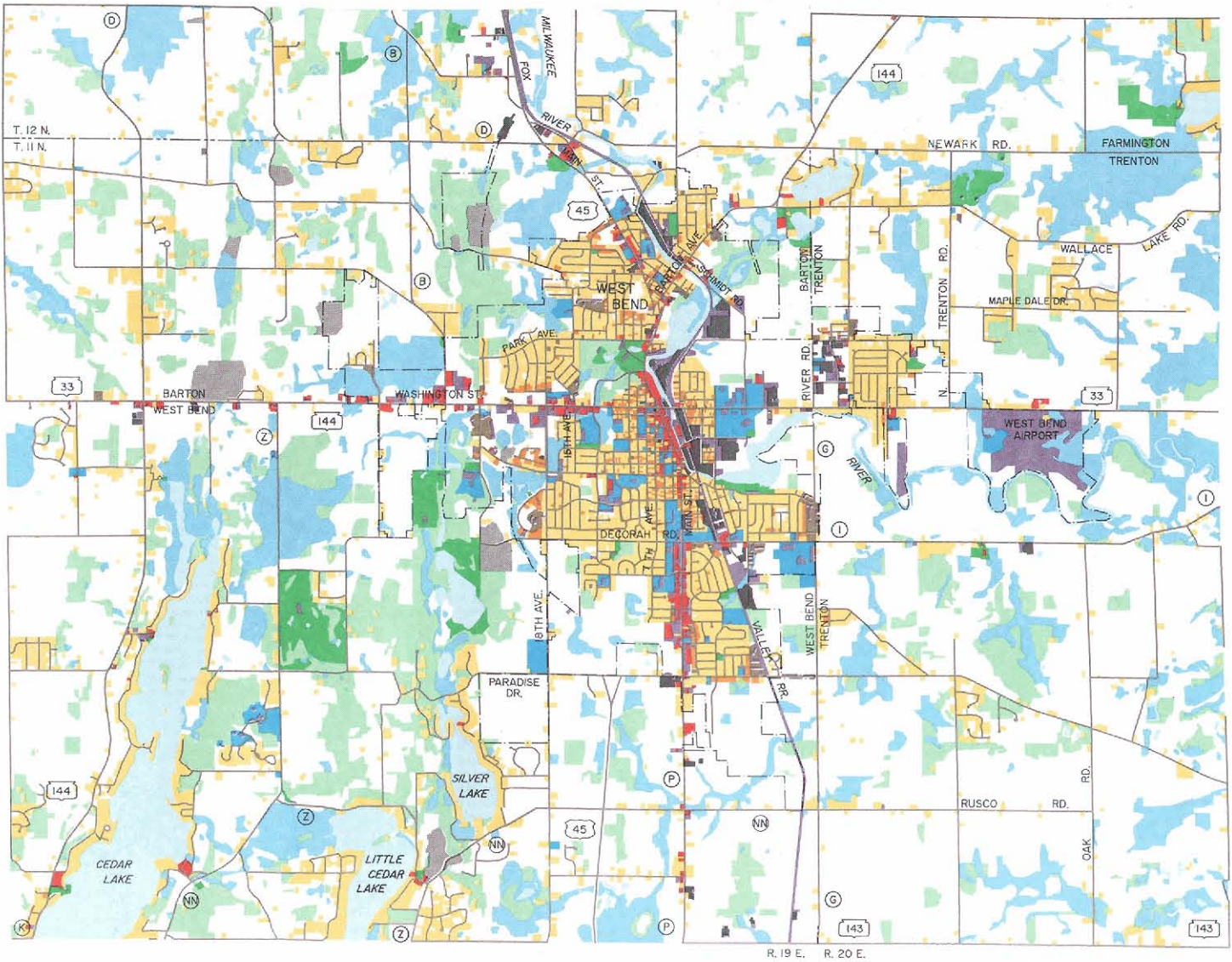
For a land use plan to constitute a sound and realistic guide to the making of decisions concerning land use development and redevelopment, it must be based upon careful consideration of certain built as well as natural features of the planning area. A detailed inventory of existing land use within the City of West Bend planning area was conducted to determine the type, amount, and spatial distribution of existing urban and rural land uses in the area. Data gathered in this survey were mapped and analyzed to provide a basis for the forecast of land use requirements and for the development of an appropriate pattern of future land use in the City and environs. The inventory also addressed other pertinent features of the built environment, including: historic buildings and sites within the City; community facilities; and public utility systems.

Land uses in the planning area as of 1985 are shown on Map 2. Urban land uses occupied about 11.7 square miles, or about 18 percent of the total planning area, while rural land uses, which include water, wetlands, woodlands, agricultural lands, and other open lands, occupied about 51.7 square miles, or about 82 percent of the planning area. In 1985, the incorporated City of West Bend occupied about 9.2 square miles, or about 15 percent of the total planning area. Within the City, urban land uses in 1985 occupied about 5.3 square miles, or about 57 percent of the City area, while rural land uses occupied about 3.9 square miles, or about 43 percent of the City area.



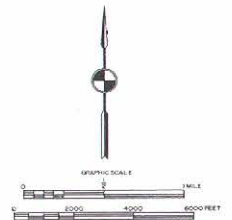
Map 2

EXISTING LAND USE IN THE CITY OF WEST BEND PLANNING AREA: 1985



LEGEND

	SINGLE-FAMILY RESIDENTIAL		GOVERNMENTAL AND INSTITUTIONAL
	TWO-FAMILY RESIDENTIAL		RECREATIONAL
	MULTI-FAMILY RESIDENTIAL		WETLANDS
	COMMERCIAL		WOODLANDS
	INDUSTRIAL		WATER
	EXTRACTIVE AND LANDFILL		AGRICULTURAL AND OTHER OPEN LANDS
	TRANSPORTATION, COMMUNICATIONS AND UTILITIES		



Source: SEWRPC.

Agriculture-related uses still occupy the largest single proportion of the planning area, about 50 percent, while water, wetlands, and woodlands together occupy almost 26 percent of the total planning area. Third, residential land uses occupy about 9 percent of the total planning area. Residential uses, however, constituted the single largest land use category in the City of West Bend in 1985, occupying about 27 percent of the City area.

EXISTING LOCAL PLAN IMPLEMENTATION DEVICES

Land use development can be guided and shaped in the public interest through sound application of public land use controls. The existing regulations requiring examination in this respect under the planning effort included the City's zoning ordinance, land subdivision control ordinance, construction site erosion control ordinance, interim stormwater management ordinance, and the official map. Regulations of Washington County and the Towns located within the City of West Bend planning area were also considered.

Zoning ordinances within the planning area include the City of West Bend Zoning Ordinance; the zoning ordinances of the Towns of Barton, Farmington, Trenton, and West Bend; and the Washington County Floodplain Zoning Ordinance and Shoreland and Wetland Zoning Ordinance.

The City Zoning Ordinance defines 27 basic zoning districts: four single-family residential districts, two two-family residential districts, and four multi-family residential districts; six commercial districts; three industrial districts; one institutional and public service district; one park, recreation, and open space district; one floodway district; one floodway-wetland district; one floodplain-wetland district; one floodplain-storage district; one shoreland-wetland district; and one nonshoreland-wetland district. In addition, there are two overlay districts—a floodplain fringe overlay district and a planned unit development overlay district.

Land subdivision within the planning area is likewise regulated by a group of ordinances. The City of West Bend ordinance covers lands within the city limits and within the extraterritorial plat approval jurisdiction of the City extending to areas within three miles of the corporate limits. The four Towns within the planning area each have their own land subdivision control ordinances. Washington County has adopted an ordinance for regulating similar land divisions in unincorporated areas within the County. Each of the land subdivision control ordinances contains design standards and prescribes specific data to be provided on all preliminary plats, final plats, and certified survey maps.

DEVELOPMENT OBJECTIVES, PRINCIPLES, STANDARDS, AND RELATED URBAN DESIGN CRITERIA

Early in the planning process, land use objectives, principles, standards, and related urban design criteria were formulated. The objectives are intended to express the long-term physical development goals of the City of West Bend. The principles are intended to assert the validity of the objectives. The supporting standards perform a particularly important function in that they form the basis upon which estimates of community land use needs are based.

The objectives, principles, and standards deal mainly with: 1) the allocation of land to the various land use categories consonant with the social, physical, and economic needs of planning area residents; 2) the spatial distribution of the various land uses, properly related to transportation, utility, and public facility systems to assure their economical provision; 3) the protection of the natural resource base; 4) the preservation of sufficient high-quality open-space lands, including prime farmlands; 5) the provision of adequate outdoor recreation sites; 6) the provision of an integrated transportation system serving existing and proposed land use patterns; 7) the provision of adequate facilities for high-quality fire protection in the City of West Bend; 8) the provision of an adequate variety of housing types for varying age and income groups and different household sizes; and 9) the preservation of the historical heritage of the area.

The urban design criteria are intended to assist in formulating and evaluating detailed solutions to urban design problems with respect to residential, industrial, commercial, and central business district development. The plan urges that West Bend officials use these criteria to evaluate development proposals and related site and building plans.

Table 2 sets forth the urban land use standards developed for the City under the planning effort, while Table 3 sets forth facility site area and service radius standards for the City.

One of the important standards used in the planning effort in relation to the housing objective specifies that the housing supply in the City planned urban service area should be generally provided and maintained so that: 1) about 2 percent of the total residential dwelling units consist of single-family dwelling units on lots 20,000 square feet or more in size; 2) about 53 percent of the total residential dwelling units consist of medium-density, single-family dwelling units on 7,200- to 19,999-square-foot lots or 2.2 to 6.0 dwelling units per net residential acre; 3) about 25 percent of the total residential dwelling units consist of medium-high density, two- and multi-family dwelling units at densities of 6.1 to 10.9 dwelling units per net residential acre; of this percentage, 56 percent should consist of two-family dwelling units

Table 2

URBAN LAND USE STANDARDS FOR THE CITY OF WEST BEND

Land Use Category	Development Standard (gross area) ^a
Residential^b Single-Family Dwellings Rural-Estate Density (5.0-acre lots or greater) Suburban-Density (1.5 acre to 4.9 acre lots) Low-Density (20,000- to 65,339-square foot lots) Medium-Density (7,200- to 19,999-square foot lots) Two- and Multi-Family Dwellings Medium-High Density (6.1 to 10.9 dwelling units per net residential acre ^c) Multi-Family Dwellings High-Density (11.0 to 15.0 dwelling units per net residential acre ^c)	588 acres per 100 dwelling units 204 acres per 100 dwelling units 109 acres per 100 dwelling units 32 acres per 100 dwelling units 17 acres per 100 dwelling units 10 acres per 100 dwelling units
Commercial	6.0 acres per 100 commercial employees
Industrial	9.0 ^d acres per 100 industrial employees
Governmental and Institutional Public Elementary Public Middle School Public High School Church Other ^e	2.9 acres per 100 students 3.2 acres per 100 students 2.2 acres per 100 students 2.5 acres per 1,000 persons 4.5 acres per 1,000 persons
Public Outdoor Recreation Regional and Multi-Community Community ^f In Park Sites In Middle Schools or High School Sites Neighborhood ^f In Park Sites ^g In Elementary School Sites	As recommended in the Regional Park and Open Space Plan 2.2 acres per 1,000 persons 0.9 acres per 1,000 persons 1.7 acres per 1,000 persons 1.6 acres per 1,000 persons

^aGross areas include associated street rights-of-way and off-street parking for each land use category. These standards have been based upon existing land use studies of the Southeastern Wisconsin Region since 1963 and are reasonably responsive to expected future as well as present conditions.

^bBased upon the year 2010 intermediate growth-centralized scenario forecast of 2.59 persons per occupied housing unit in the City of West Bend urban service area, along with adopted regional land use plan standards.

^cNet residential acreage includes only those areas occupied by dwelling units and associated buildings, plus required yards and open spaces. It does not include associated street and utility areas.

^dAssuming a net land-to-building ratio of from 5:1 to 7:1. If the net land-to-building ratio is between 3:1 and 5:1, then six acres per 100 employees should be used.

^eThis category includes hospitals, city hall, libraries, post offices, and police and fire stations, and other related governmental and institutional uses.

^fNatural areas may be incorporated into the design of a park site; however, acreages for areas with steep slopes, poor soils, floodwater storage, drainageways and natural vegetations such as wetlands and woodlands should be considered as additions to the park-school standards.

^gPark site should be associated with a school. Park sites not associated with a school site should have a minimum area of 16 acres per park site.

Source: SEWRPC.

Table 3

FACILITY SITE AREA AND SERVICE RADIUS STANDARDS FOR THE CITY OF WEST BEND

Facility Type	Number of Persons Served	Required Site Area (gross acres)	Maximum One-Way Walking Distance Medium-Density Neighborhood (miles)	Maximum One-Way Travel Time (minutes)	
				Automobile at 25 mph	Transit Facility (total elapsed time)
Commercial					
Neighborhood Retail and Service Center	4,000-10,000	5-15	1.00 ^a	3	--
Community Retail and Service Center	10,001-75,000	15-60	1.50 ^a	5	8
Regional Retail and Service Center	75,001-150,000	60 minimum	10.00 ^a	30	45
Highway-Oriented					
Commercial Development	15,000 ^b	5-25	--	10	--
Community Office Development	1,000 minimum employees	20 minimum	--	10	30
Community Industrial	300-3,500 employees	20-320	--	10	30
Local Transit	--	--	0.25	--	--
Educational					
Public Elementary School (grades K-5)	550 students	16 ^{c,d}	0.50 ^g	--	--
Public Middle School (grades 6-8)	900 students	29 ^{c,e}	0.75 ^g	15	20
Public Senior High School (grades 9-12) . . .	2,500 students	55 ^{c,f}	1.00 ^g	20	30
Outdoor Recreational					
Neighborhood	6,500	11 ^h	0.75 ^a (urban)	--	--
Community	--	25-99	2.00 ^a (urban)	20	--
Multi-Community	--	100-249	4.00 ^a (urban)	--	--
--	--	--	10.00 ^a (rural)	--	--
Regional	--	250 or more	10.00 ^a	--	--

^aMinimum facility service radius (not walking distance).

^bIndicates minimum average weekday traffic volume required on abutting freeway or arterial street or highway.

^cIncludes both land for the school facility and the associated school-related outdoor recreation facilities.

^dElementary school site area is based upon the standard of 10 acres plus one acre for each 100 students.

^eMiddle school site area is based upon the standard of 20 acres plus one acre for each 100 students.

^fHigh school site area is based upon the standard of 30 acres plus one acre for each 100 students.

^gWest Bend School District's minimum busing distance radius are a 0.5 mile for kindergarten; 1.5 miles for grades one through five; and two miles for grades six through 12.

^hNeighborhood park sites not associated with a school site should have a minimum area of 16 acres per park site.

Source: City of West Bend Community Development Department and SEWRPC.

and 44 percent should consist of multi-family dwelling units; and 4) about 20 percent of the total residential dwelling units consist of high-density multi-family dwelling units at densities of 11.0 to 15.0 dwelling units per net residential acre, with new developments not exceeding 12.0 dwelling units per net residential acre.

YEAR 2010 COMMUNITY LAND USE AND FACILITY REQUIREMENTS

As already noted, the standards were applied to the population and employment forecasts to estimate the land use areas needed to meet the year 2010 resident

population and employment forecasts of, respectively, 35,000 persons and 18,550 jobs. Table 4 summarizes future urban land use requirements for the City urban service area to the plan design year 2010. About 4.1 square miles of rural and other open lands in the West Bend area would need to be converted to urban use by the year 2010 to meet these forecast population and employment levels at the specified standards. Table 5 provides a comparison of the 1985 housing mix within the City's urban service area with the recommended housing mix for the plan design year 2010. This table also indicates the amounts of land and dwelling units which must be allocated to each residential land use category in order to attain the recommended housing mix.



After examining the forecast year 2010 land requirements, and after considering the areal extent of the current adopted sanitary sewer service area and the commitments made by the City to accommodate growth throughout that area, the City Plan Commission determined to prepare a recommended land use plan for an urban service area rather than one just for that area which would be required to meet the forecast year 2010 needs. That urban service area is shown on Map 3, and reflects minor modifications to the limits of the presently adopted sanitary sewer service area. The recommended land use plan thus represents full urban development of the proposed urban service area. Upon full development, and given the spatial distribution of planned land uses described below, the West Bend urban service area would accommodate a total resident population of approximately 52,000 and a total employment level of nearly 32,000 jobs. Thus, the recommended land use plan more closely approximates the optimistic growth-decentralized development scenario for the West Bend area rather than the intermediate growth-centralized development scenario. Based upon this forecast resident population level and the average household size of 2.87 persons envisioned under the optimistic growth-decentralized development scenario, a total of approximately 18,100 housing units will be needed to serve the resident population of the urban service area, about

4,600 more units than the level anticipated under the initially selected forecast population level. In addition, full development of the area would result in the conversion of 9.4 square miles of rural and other open lands to urban use. This figure is about 5.3 square miles more than the area envisioned to accommodate the initially selected forecast population and employment levels.

THE LAND USE PLAN

The recommended land use plan is shown on Map 3. It sets forth recommendations concerning the type, amount, and spatial location of the various land uses for the planning area. The plan sets forth a land use development pattern that will accommodate the needs of the residents of the City of West Bend and environs to the plan design year 2010.

The plan recommends the preservation of environmental corridors and other environmentally significant areas throughout the planning area in addition to the preservation of the best remaining farmlands located outside of the urban service area, but within the planning area. Under the plan, most new urban development is proposed to be located within the urban service area, with some small concentrations of existing urban development being located outside the urban service area. The

Table 4

FUTURE SELECTED URBAN LAND USE REQUIREMENTS FOR THE CITY OF WEST BEND URBAN SERVICE AREA: 2010

Urban Land Use Category	1985 Gross Area ^a (acres)	Percent of Total 1985 Gross Area	1985 Estimates ^b	1985 Development Ratios	Development Standards	Planned Increment 1985-2010 ^c	Required Incremental Land Use Acres as per Development Standards	Required Incremental Land Use Acres After Consideration of 1985 Gross Acres ^d	2010 Forecasts ^e	Total Gross Land Requirements 2010 ^g	
										Acres	Percent
Residential											
Single-Family Dwellings Rural Estate (5.0-acre lots or greater)	1.6 ^g	0.1	6 persons in 2 dwelling units	750 acres per 100 dwelling units	588 acres per 100 dwelling units	0	0.0	0.0 ^f	0	0.0 ^g	0.0
Suburban (1.5- to 4.9-acre lots)	4.8	0.2	10 persons in 3 dwelling units	160 acres per 100 dwelling units	204 acres per 100 dwelling units	0	0.0	0.0 ^f	0	0.0 ^g	0.0
Low Density (20,000- to 65,399-square-foot lots)	104.2	3.5	408 persons in 130 dwelling units	80 acres per 100 dwelling units	109 acres per 100 dwelling units	128 dwelling units	139.5	167.4	802 persons in 263 dwelling units	278.0 ^g	4.9
Medium Density (7,200- to 19,999-square-foot lots)	1,410.8	48.0	14,067 persons in 4,480 dwelling units	32 acres per 100 dwelling units	32 acres per 100 dwelling units	2,479 dwelling units	793.3	952.0	21,212 persons in 6,959 dwelling units	2,362.8	41.8
Single-Family Dwelling Subtotal	1,521.4	51.8	14,491 persons in 4,615 dwelling units	33 acres per 100 dwelling units	--	2,607 dwelling units	932.8	1,119.4	22,014 persons in 7,222 dwelling units	2,640.8	46.7
Two-Family Dwellings (6.1 to 10.9 dwelling units per net residential acre)	176.7	6.0	3,894 persons in 1,240 dwelling units	14 acres per 100 dwelling units	17 acres per 100 dwelling units	598 dwelling units	101.7	122.0	5,603 persons in 1,838 dwelling units	298.7	5.3
Multi-Family Dwellings Medium-High Density (6.1 to 10.9 dwelling units per net residential acre)	9.6	0.3	119 persons in 70 dwelling units	14 acres per 100 dwelling units	17 acres per 100 dwelling units	1,374 dwelling units	233.6	280.3	2,267 persons in 1,444 dwelling units	289.9	5.1
High Density (11.0 to 15.0 dwelling units per net residential acre)	159.9	5.5	2,839 persons in 1,670 dwelling units	10 acres per 100 dwelling units	10 acres per 100 dwelling units	956 dwelling units	95.6	114.7	4,123 persons in 2,626 dwelling units	274.6	4.8
Multi-Family Dwelling Subtotal	169.5	5.8	2,958 persons in 1,740 dwelling units	10 acres per 100 dwelling units	--	2,330 dwelling units	329.2	395.0	6,390 persons in 4,070 dwelling units	564.5	9.9
Residential Subtotal	1,867.6	63.6	21,342 persons in 7,595 dwelling units ^h	25 acres per 100 dwelling units	--	5,535 dwelling units	1,363.7	1,636.4	34,007 persons in 13,130 dwelling units ^h	3,504.0	61.9
Commercial	309.3	10.5	5,080 employees ⁱ	6.1 acres per 100 employees	6 acres per 100 employees	2,380 employees ^j	142.8	142.8	7,460 employees ^j	452.1	8.0
Industrial	214.7	7.3	4,115 employees ^j	5.2 acres per 100 employees	9 acres per 100 employees	3,620 employees ^j	325.8	481.5 ^k	7,735 employees ^j	696.2	12.3
Governmental and Institutional	448.0	15.3	21,993 persons	20.4 acres per 1,000 persons	12 acres per 1,000 persons	13,007 persons	156.1	156.1	35,000 persons	604.1	10.7
Recreational ^l	97.2	3.3	21,993 persons	4.4 acres per 1,000 persons	6.4 acres per 1,000 persons	13,007 persons	83.3	304.0 ^m	35,000 persons	401.2 ^m	7.1
Total	2,936.8	100.0	--	--	--	--	--	2,720.8	--	5,657.6	100.0

^a Gross area includes associated street rights-of-way and off-street parking areas for each land use category. The 1985 gross area pertains to the urban land uses within the City corporate limits.

^b Even though the estimated average household size was 2.81 persons per dwelling unit in the City of West Bend in 1985, the estimated household size that was used to estimate the total population for each type of residential classification was 3.14 person per single- and two-family dwelling unit, and 1.70 persons per multi-family dwelling units based on information provided by the City of West Bend Community Development Department. Since the 1985 average household size is forecast to decrease to 2.59 persons per occupied dwelling unit in the City urban service area by the year 2010 under the intermediate future scenario, it is assumed that the household size for each type of dwelling unit would also proportionately decrease to approximately 3.05 persons per single- and two-family dwelling unit, and approximately 1.57 persons per multi-family dwelling unit. These figures were used to estimate the forecast population per residential classification in the City urban service area.

^c See Table 5 for further details on how the planned increments for the residential land use categories were derived.

^d The figures in each residential land use category include 20 percent of additional acreage to allow for site suitability and market choice of housing type.

^e Represents two occupied residential lots totaling 15 acres; however, only 1.6 acres of the developed residential portion of these lots are included in this category. The other 13.4 acres were nonurban land uses, such as agricultural and other open lands.

^f Even though the table does not plan for large lots classified as "rural estate" or "suburban" residential lots that are 1.5 acres or greater, this does not imply that such lots will not exist in the City of West Bend urban service area in the design year 2010. These large lots may exist due to farm consolidation and the preservation of environmentally sensitive natural resources.

^g The 1.6 acres of rural estate residential areas and 4.8 acres of suburban residential areas are included in the low density residential category since these areas may be converted into a low density "urban" type of residential land use character.

^h The total 1985 population figure in this land use category is less than the entire total population of 21,993 persons estimated within the City of West Bend in 1985 since it does not include the estimated 3 percent of the population that lived in either dwelling units located in commercial buildings or those that lived in group-quarters. For the same reasons, the total forecast population in the residential land use category is also approximately 3 percent less than the total selected forecast population of 35,000 persons for the entire City of West Bend urban service area by the year 2010.

ⁱ Although the forecast incremental population increase is 13,007 persons between 1985 and 2010, there will be an increase of 5,535 dwelling units, accommodating approximately 14,336 persons due to the decrease in the average number of persons per dwelling unit from about 2.81 in 1985 to about 2.59 in 2010.

^j The estimated total of commercial employees includes service and retail trade types of employments.

^k Based on the recent trend of existing industrial uses relocating to larger parcels of land where the amount of land required per employee has increased, the industrial development standard of 9 acres per industrial employee was applied to the total forecast of 7,735 industrial employees. It is assumed that existing industrial lands will either be operated by fewer employees or be redeveloped for other type of land uses.

^l This category includes only areas for intensive outdoor recreational activities.

^m This number includes 278 acres of new park areas as recommended in the adopted SEWRPC Community Assistance Planning Report No. 111, A Park and Open Space Plan for the City of West Bend, plus 26 acres of additional areas to be added to existing city parks.

Source: Wisconsin Department of Administration; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

Table 5

**SUMMARY OF RESIDENTIAL LAND USE AND DWELLING UNIT REQUIREMENTS
FOR THE CITY OF WEST BEND URBAN SERVICE AREA: 1985-2010**

Category	Year 1985				Planned Increment: 1985-2010				Year 2010			
	Gross Area ^a		Estimated Dwelling Units		Incremental Land Use ^a		Incremental Dwelling Units		Total Land Requirement ^a		Forecast Dwelling Units	
	Acres	Percent of Total	Number	Percent of Total	Acres	Percent of Total	Number	Percent of Total	Acres	Percent of Total	Number	Percent of Total ^b
Single-Family Dwellings												
Rural Estate (5.0-acre lots or greater)	1.6	0.1	2	.. ^c	0.0	0.0	0 ^d	0.0	0.0	0.0	0 ^d	0.0
Suburban (1.5- to 4.9-acre lots)	4.8	0.3	3	.. ^c	0.0	0.0	0 ^d	0.0	0.0	0.0	0 ^d	0.0
Low Density (20,000- to 65,399-square-foot lots) . . .	104.2	5.6	130	1.7	167.4	10.2	128 ^d	2.3	278.0	8.0	263 ^d	2.0
Medium Density (7,200- to 19,999-square-foot lots) . . .	1,410.8	75.5	4,480	59.0	952.0	58.2	2,479	44.8	2,362.8	67.4	6,959	53.0
Subtotal	1,521.4	81.5	4,615	60.8	1,119.4	68.4	2,607	47.1	2,640.8	75.4	7,222	55.0
Two-Family Dwellings (6.1 to 10.9 dwelling units per net residential acre)	176.7	9.4	1,240	16.3	122.0	7.5	598	10.8	298.7	8.5	1,838	14.0
Multi-Family Dwellings												
Medium-High Density (6.1 to 10.9 dwelling units per net residential acre)	9.6	0.5	70	0.9	280.3	17.1	1,374	24.8	289.9	8.3	1,444	11.0
High Density (11.0 to 15.0 dwelling units per net residential acre)	159.9	8.6	1,670	22.0	114.7	7.0	956	17.3	274.6	7.8	2,626	20.0
Subtotal	169.5	9.1	1,740	22.9	395.0	24.1	2,330	42.1	564.5	16.1	4,070	31.0
Total	1,867.6	100.0	7,595 ^e	100.0	1,636.4	100.0	5,535	100.0	3,504.0	100.0	13,130 ^e	100.0

^aIncludes associated street right-of-way and off-street parking area. The 1985 gross area pertains to the residential land uses located in the City corporate limits.

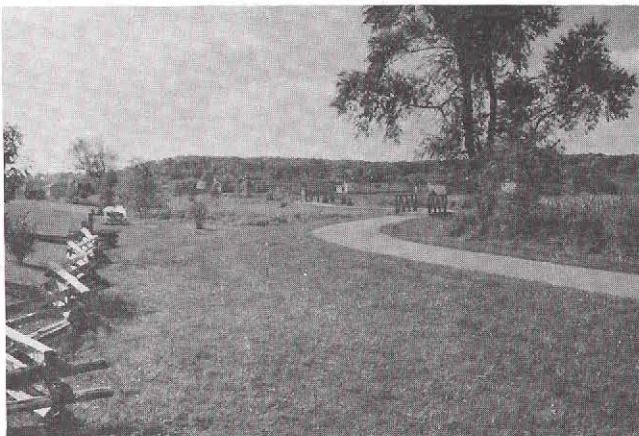
^bThe percent breakdown of dwelling unit types is from the residential dwelling unit standards established in Chapter VI in SEWRPC Community Assistance Planning Report No. 167, *A Land Use Plan for the City of West Bend: 2010*.

^cLess than 0.05 percent.

^dThe two rural-estate and three suburban-residential dwelling units are included in the low-density residential category since the lots on which these units are located may be converted into a low-density "urban" type of residential land use character. Although the table does not plan for dwelling units to be located on large lots classified as "rural estate" or "suburban" residential lots that are 1.5 acres or greater, this does not imply that such lots may not exist in the City urban service area in the year 2010. Such large lots may result from farm consolidation and the preservation of significant environmentally sensitive natural resources.

^eThese figures do not include dwelling units located in commercial buildings.

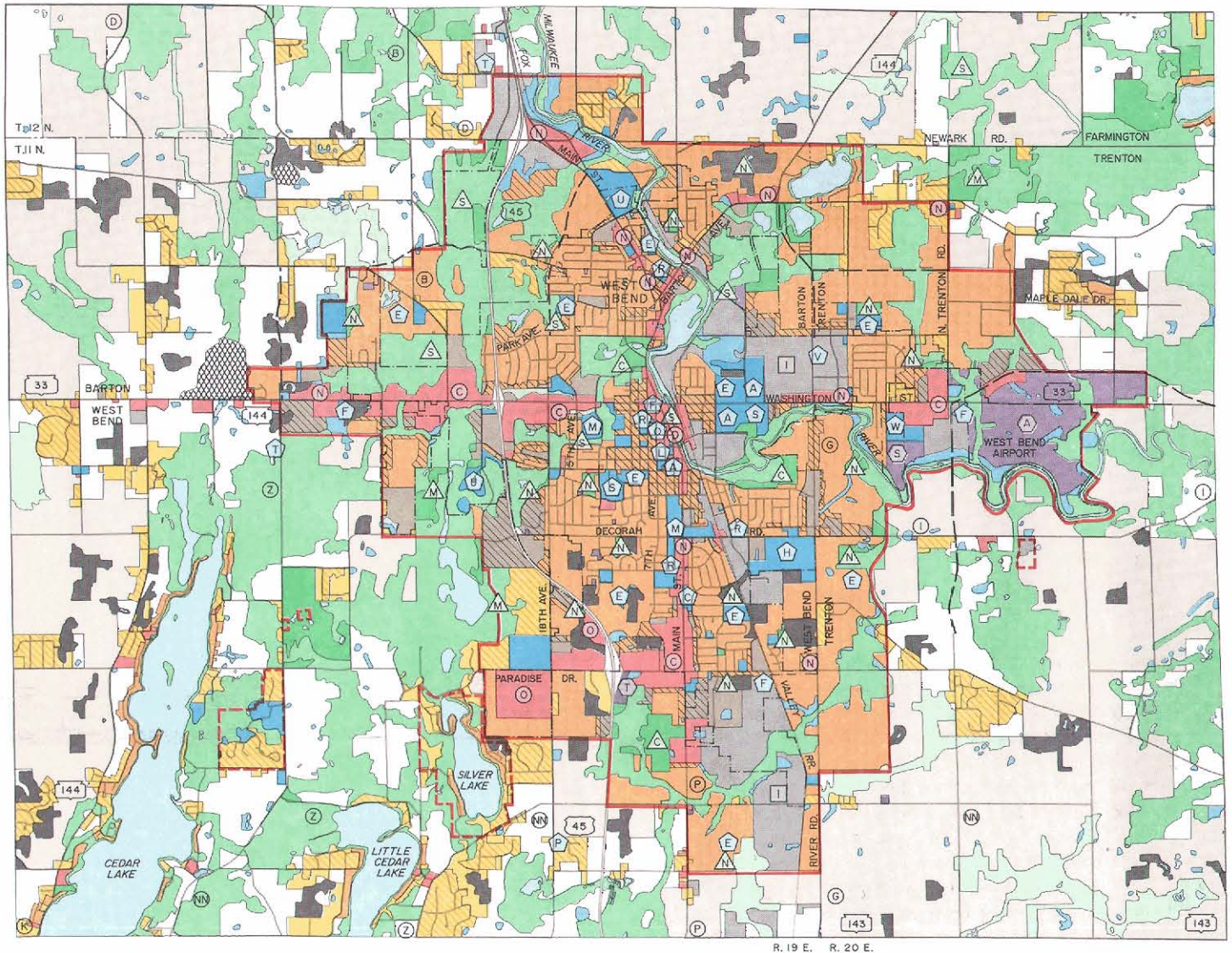
Source: SEWRPC.



plan recommends that new urban residential development—development on lots smaller than five acres per dwelling unit—take place only within the urban service area or on existing vacant urban lots located outside the urban service area, provided that the soils and size of these vacant lots are capable of properly accommodating an onsite sewage disposal system and a private well. Except for these areas, any new lots created outside of the urban service area should be rural estate-type lots at least five acres in size and be capable of properly accommodating a single-family dwelling, private well, and sewage disposal system. Other than the development of residential and recreational land uses, including the expansion of Sandy Knoll Park, the plan does not recommend other types of new urban development to

Map 3

THE RECOMMENDED LAND USE PLAN FOR THE CITY OF WEST BEND PLANNING AREA: 2010



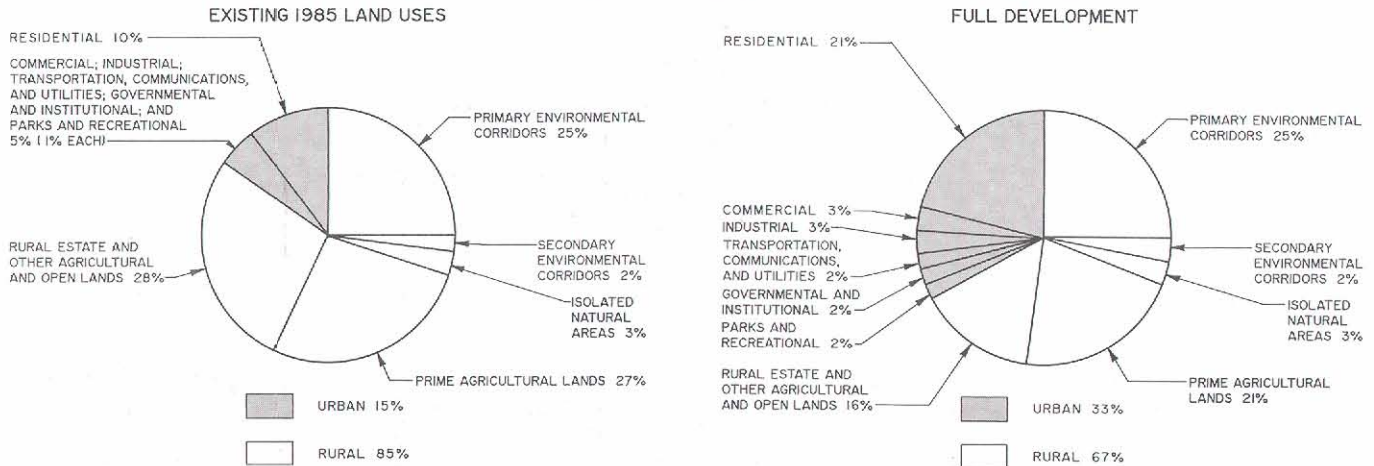
LEGEND

- | | | |
|--|---|--|
| — URBAN SERVICE AREA BOUNDARY | TRANSPORTATION, COMMUNICATIONS, AND UTILITIES | PRIMARY ENVIRONMENTAL CORRIDOR |
| - - - SPECIAL SANITARY SEWER SERVICE AREAS | A AIRPORT | SECONDARY ENVIRONMENTAL CORRIDOR |
| — PROPOSED ARTERIAL STREET | T TRANSIT STATION | ISOLATED NATURAL AREA |
| SINGLE-FAMILY SUBURBAN RESIDENTIAL (1.5 TO 4.9 ACRE LOTS) | S SEWAGE TREATMENT PLANT | OTHER OPEN LANDS TO BE PRESERVED |
| SINGLE-FAMILY LOW DENSITY RESIDENTIAL (20,000- TO 65,399- SQUARE-FOOT LOTS) | GOVERNMENTAL AND INSTITUTIONAL | PRIME AGRICULTURAL LANDS |
| SINGLE-FAMILY MEDIUM DENSITY RESIDENTIAL (7,200- TO 19,999- SQUARE-FOOT LOTS) | C CITY HALL AND POLICE DEPARTMENT | RURAL ESTATE AND OTHER AGRICULTURAL AND OPEN LANDS |
| TWO-FAMILY RESIDENTIAL DEVELOPMENT (6.1 TO 10.9 DWELLING UNITS PER NET RESIDENTIAL ACRE) | A COUNTY ADMINISTRATIVE OFFICES | WATER |
| MULTI-FAMILY MEDIUM-HIGH DENSITY RESIDENTIAL (6.1 TO 10.9 DWELLING UNITS PER NET RESIDENTIAL ACRE) | T TOWN HALL | |
| MULTI-FAMILY HIGH DENSITY RESIDENTIAL (11.0 TO 15.0 DWELLING UNITS PER NET RESIDENTIAL ACRE) | L LIBRARY | |
| COMMERCIAL DEVELOPMENT | F FIRE STATION | |
| D CENTRAL BUSINESS DISTRICT | W PUBLIC WORK FACILITIES | |
| C COMMUNITY RETAIL AND SERVICE CENTER | V VEHICLE EMISSIONS TESTING STATION | |
| N NEIGHBORHOOD RETAIL AND SERVICE CENTER | O POST OFFICE | |
| O OFFICE CENTER | S HOSPITAL | |
| QUARRYING AND EXTRACTIVE DEVELOPMENT | P PUBLIC PRE-SCHOOL | |
| INDUSTRIAL DEVELOPMENT | E PUBLIC ELEMENTARY SCHOOL | |
| I INDUSTRIAL PARK | M PUBLIC MIDDLE SCHOOL | |
| | H PUBLIC HIGH SCHOOL | |
| | R PRIVATE SCHOOL | |
| | U COLLEGE | |
| | PARKS AND RECREATION | |
| | M MAJOR PARK | |
| | C COMMUNITY PARK | |
| | N NEIGHBORHOOD PARK | |
| | S SPECIAL OUTDOOR RECREATION AND OTHER OPEN SPACE SITES | |

Source: SEWRPC.

Figure 1

**COMPARISON OF EXISTING AND PROPOSED LAND USES
IN THE CITY OF WEST BEND PLANNING AREA: 1985 AND 2010**



NOTE: THE CITY OF WEST BEND PLANNING AREA TOTALS 40,591 ACRES, OR ABOUT 63.4 SQUARE MILES.

Source: SEWRPC.

occur outside the urban service area. Figure 1 provides a comparison of land uses within the planning area as of 1985 with ultimate land uses proposed under the plan.

The plan provides somewhat more urban land than the minimum required to meet needs envisioned under the initially selected forecast population and employment levels to the plan design year 2010. This is intended to provide for some flexibility to accommodate the market demand with respect to the location and density of new development in areas committed by the City to sanitary sewer service beyond the present corporate limits; to include commitments made by the City to accommodate public facilities; and to protect and regulate fringe developments—developments outside of the current corporate limits, but within the urban service area.

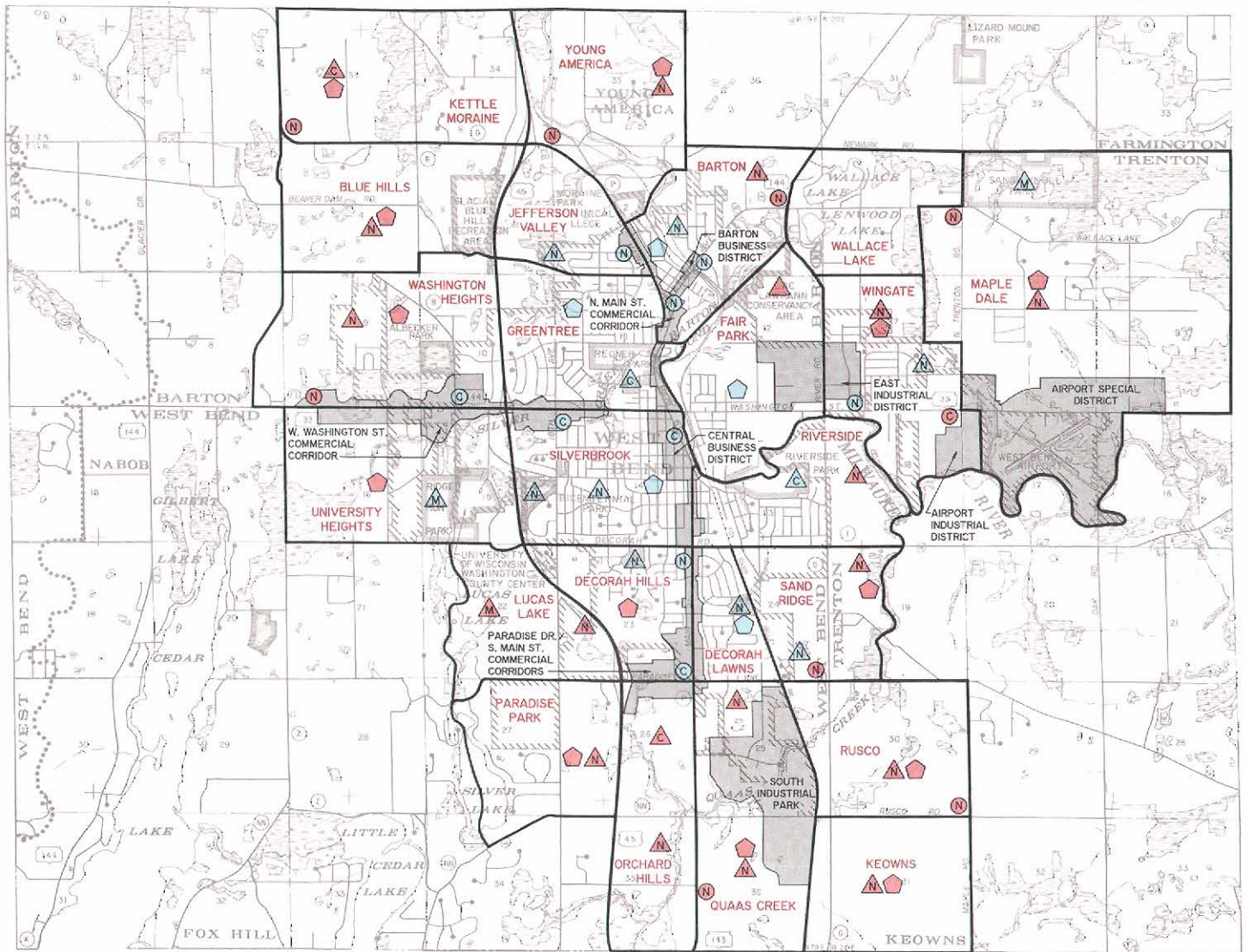
The plan indicates locations of existing and proposed elementary schools, parks, and shopping centers. The locations of these facilities were selected based upon the delineation of 23 identified neighborhoods and nine special planning districts, as shown on Map 4. Only those facilities located within the newly defined urban service area are shown on the plan. Detailed development and redevelopment plans should be prepared for each of these neighborhoods and special planning districts as an important means of guiding and shaping urban land use development and redevelopment in the public interest. The preparation of such plans is based upon the concept that an urban area should be formed of, and developed in, a number of spatially organized, individually planned units, rather than a single, formless mass.

To provide adequate fire protection services for anticipated future urban development, the plan recommends the development of three additional fire stations,



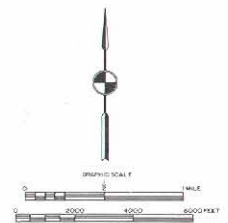
Map 4

RECOMMENDED LOCATIONS OF NEIGHBORHOOD FACILITIES IN DELINEATED NEIGHBORHOODS AND SPECIAL PLANNING DISTRICTS IN THE CITY OF WEST BEND PLANNING AREA



LEGEND

- | | | | |
|--|----------------------------|---|--|
| | NEIGHBORHOOD BOUNDARY | | EXISTING COMMERCIAL CENTERS |
| | SPECIAL PLANNING DISTRICT | N | NEIGHBORHOOD RETAIL AND SERVICE CENTER |
| | EXISTING ELEMENTARY SCHOOL | C | COMMUNITY RETAIL AND SERVICE CENTER |
| | PROPOSED ELEMENTARY SCHOOL | | PROPOSED COMMERCIAL CENTERS |
| | EXISTING PARKS | N | NEIGHBORHOOD RETAIL AND SERVICE CENTER |
| | N NEIGHBORHOOD PARK | C | COMMUNITY RETAIL AND SERVICE CENTER |
| | C COMMUNITY PARK | | |
| | M MAJOR PARK | | |
| | PROPOSED PARKS | | |
| | N NEIGHBORHOOD PARK | | |
| | C COMMUNITY PARK | | |
| | M MAJOR PARK | | |



Source: City of West Bend Community Development Department and SEWRPC.

including the proposed station in the West Bend Industrial Park-South, to be located so as to maximize the inclusion of most existing and planned urban development within a 1.5-mile fire protection service radius from any one station.

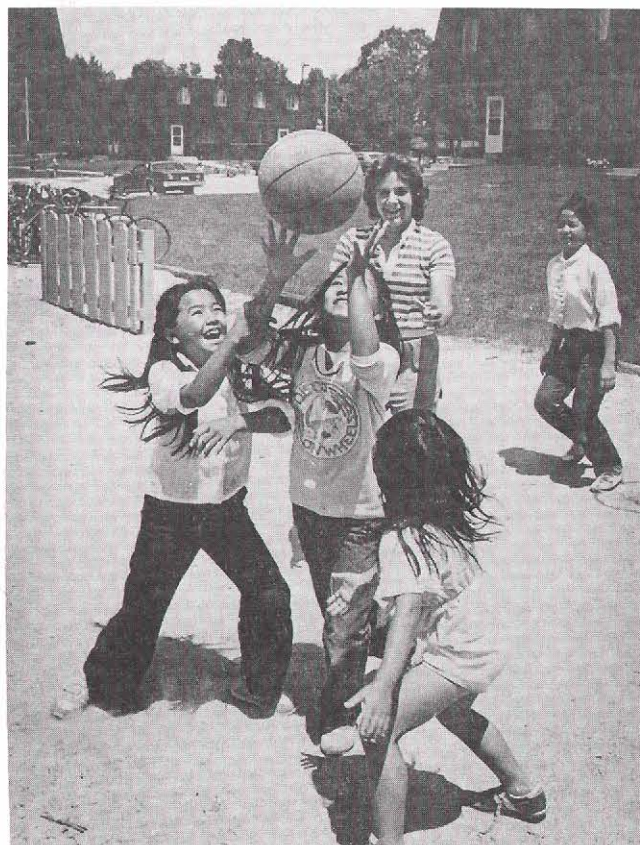
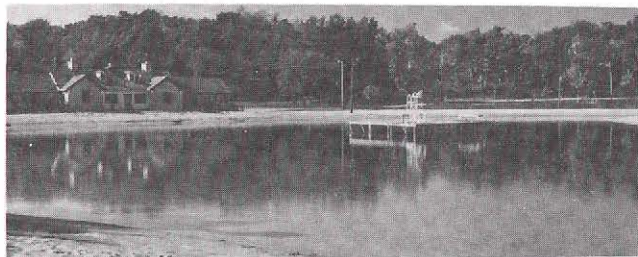
Five potential new elementary school sites are identified under the plan. The selection of these sites was based upon recommended area and service radius standards, as well as upon the goal of providing an elementary school in each neighborhood based on ultimate neighborhood development. It is likely, however, that two of these sites, located in the Washington Heights and Quaas Creek neighborhoods, would be reserved for development beyond the year 2010 since the neighborhood boundaries concerned extend outside the delineated urban service area. If the resident population of the urban service area reaches the higher end of the forecast range, there may be a need not only for additional elementary schools, but also for new middle and high schools. If the school-age population does not reach the upper end of the forecast range, however, not all of the potential elementary school sites may be needed by the year 2010.

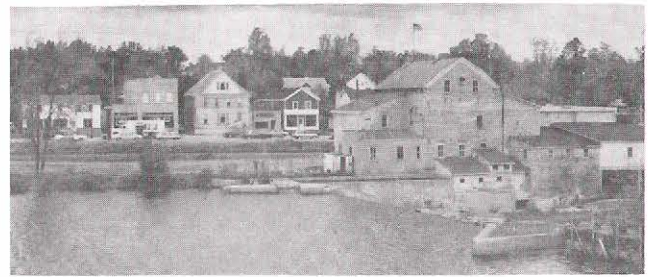
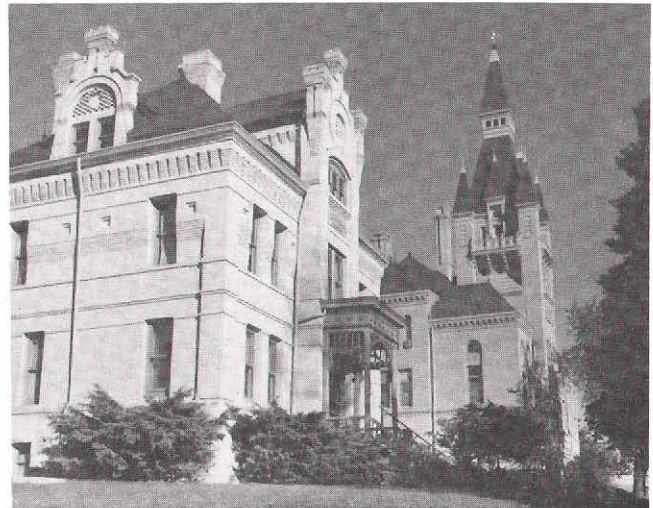
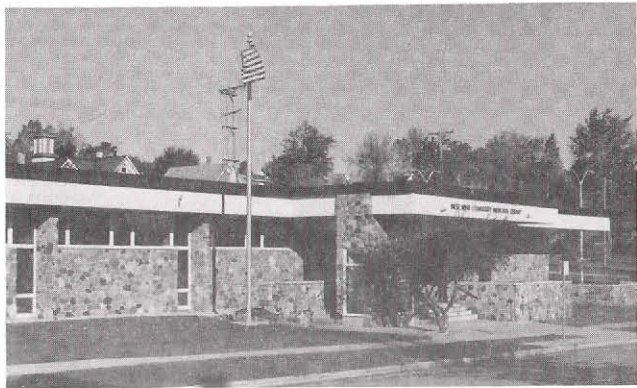
In addition, school officials may decide to enlarge existing schools rather than build one or more of the proposed new schools. If the anticipated need for additional school

sites recommended under the plan does not actually develop by the year 2010, the need to reserve such sites recommended for new elementary schools to serve a population beyond 2010 should be considered. It is recommended that the West Bend School District undertake a detailed study to determine short- and long-term school facility needs before any additional facilities are constructed.

Existing and proposed parks under the plan include eight new neighborhood parks, a new community park, and a new major park. Neighborhood parks are usually centrally located adjacent to elementary schools so that in each case, the park and school together function as a neighborhood center. Community and major parks would serve neighborhood park needs, but would also provide a larger array of recreational facilities to serve broader community and multi-community needs.

The plan recommends that future urban development occur only in areas covered by soils suitable for such development and not subject to special hazards such as flooding. By locating new urban development outside of floodplains, environmental corridors, and other environmentally significant areas, the plan seeks to help maintain a high level of environmental quality in the area and avoid such problems as flood damage, wet basements, and failing pavements.





As already noted, the protection of primary environmental corridors in essentially natural open uses is an important objective of the plan. Secondary environmental corridors and other environmentally significant areas are also recommended to be preserved in limited uses, such as parks, drainageways, and stormwater detention areas.

The plan envisions a variety of areas devoted to commercial land uses. Together with other planned commercial areas of a more general type, the plan identifies the locations of ten neighborhood shopping centers, including five new centers; five community shopping centers, including one new center; and two new office centers. Neighborhood shopping centers would meet the day-to-day retail and service needs of nearby residents and would be oriented to residential areas. Community shopping centers would serve the same purpose, but would also provide a larger array of goods and services to serve broader community needs.

The plan recommends that the City continue its efforts to maintain and improve the vitality of the West Bend central business district and of the Barton business district through redevelopment in accord with recommended urban design standards and local plan documents. This includes the promotion of a defined cultural center, adjacent to the central business district, consisting of the West Bend Gallery of Fine Arts, the City of West Bend Community Memorial Library, and the Washington County Historical Society Museum, located

in the Old Washington County Courthouse and Jail. The Milwaukee River, a vital focal point of both districts and of the City, is recommended to be brought to its full potential as a major environmental and aesthetic resource for the City.

The plan further identifies land for future industrial development. Most of the recommended increase in industrial land use is encompassed by the infilling and expansion of the existing West Bend Industrial Park-South and West Bend Industrial Park-East and the creation of a new industrial park west of the West Bend Municipal Airport.

PLAN IMPLEMENTATION

The recommended land use plan provides a design for the attainment of the community development objectives. But the plan is not complete until the steps necessary to its implementation have been specified. Attainment of the plan objectives will require the application and modification of certain plan implementation measures.

After public informational meetings and hearings, the recommended plan was adopted by the City Plan Commission on May 12, 1992, and was subsequently endorsed by the City Common Council on June 1, 1992. As a result, the plan became an official guide to the making of decisions by City officials concerning the development and redevelopment of the City and environs.

It is intended that the City Plan Commission initiate appropriate amendments to the City's zoning ordinance and zoning district map, where necessary, to help implement the adopted land use plan and related urban design standards. Where the land use plan would serve as the basis for the extraterritorial zoning map, extraterritorial zoning should be implemented to guide development in the fringe areas. In addition, existing and proposed streets, highways, railways, waterways, parkways, public transit facilities, parks, and playgrounds shown on the plan should be incorporated into an official map for the City and surrounding area. The adopted land use plan should serve as a basis for the review of land subdivision plats and certified survey maps by City officials. All urban subdivisions should be required to provide for a full complement of urban services. Likewise, those elements of the plan requiring public expenditures for implementation could be offset by requiring impact fees in accordance with an impact fee ordinance or could be integrated into the City's capital improvements program.

Within the framework of the plan, as noted previously, detailed plans should be prepared for the 23 residential neighborhoods and nine special planning districts that the plan has identified. The preparation of detailed urban development plans for these defined areas will further refine and detail the adopted land use plan.



CONCLUSION

The recommended land use plan for the City of West Bend and environs and its supporting implementation measures provide important tools for promoting the orderly growth and development of the West Bend area and for preserving and enhancing the unique and highly desirable urban and rural characteristics of that area over time. Consistent application of the plan will assure that individual physical development and redevelopment proposals will be channeled toward the sound development of the total area.

This is a summary of SEWRPC Community Assistance Planning Report No. 167, A Land Use Plan for the City of West Bend: 2010, prepared by the Southeastern Wisconsin Regional Planning Commission in cooperation with the West Bend Department of Community Development under the guidance of the City Plan Commission. For further information contact:

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