A LAND USE AND STREET SYSTEM PLAN FOR THE VILLAGE OF KEWASKUM: 2010



SUMMARY REPORT

September 1997

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INTRODUCTION

The land use and street system plan for the Village of Kewaskum and environs summarized here was adopted on June 10, 1997, by the Village Plan Commission and on June 23, 1997, by the Village Board. The plan was prepared by the staff of the Village and of the Southeastern Wisconsin Regional Planning Commission under the direction of the Village Plan Commission. The adopted plan is intended to serve as a guide to help local officials in making land use development and redevelopment decisions within the Village of Kewaskum and its environs. The plan is documented in SEWRPC Community Assistance Planning Report No. 214, <u>A Land Use and Street System Plan for the Village</u> of Kewaskum: 2010.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land use and street system development in the Kewaskum area, including existing and probable future resident population, household, and employment levels; the natural resource base; existing land uses; and existing local plan implementation devices. The plan includes a set of recommended development objectives, together with supporting principles, standards, and urban design guidelines. The planning effort also includes recommendations for implementing the plan over time.

GENERAL DESCRIPTION OF THE KEWASKUM PLANNING AREA

The area defined for the planning effort lies entirely within Washington County as shown on Map 1. The planning area encompasses about 24 square miles and includes the Village and Town of Kewaskum. The Village of Kewaskum 1992 corporate limits occupied about 1.4 square miles, or about 6 percent, of the total planning area. The remainder of the planning area lies substantially within the statutorily stipulated 1.5-mile extraterritorial plat approval jurisdiction of the Village.

ANTICIPATED GROWTH AND CHANGE

Information on the size, characteristics, and distribution of the resident population, households, and employment is essential to any planning effort, as are sound forecasts of likely changes in these factors over time. This information is essential to the preparation of a sound community land use plan, since the factors concerned directly influence the amount of land that should be allocated to the various types of land uses.

Population and Employment Forecasts

The population and employment forecasts used for planning in the Kewaskum area were based on consideration of alternative population and employment projections developed at the regional level to the plan design year 2010. Five alternative population and employment projections for the year 2010 were considered for the Kewaskum urban service area, that is,



KEWASKUM AND KETTLE MORAINE AREA



LOCATION OF THE KEWASKUM PLANNING AREA IN WASHINGTON COUNTY

Source: SEWRPC.

that portion of the planning area envisioned to be developed for urban use, with population projections ranging from about 2,600 to 7,100 persons and employment projections ranging from about 1,900 to 2,800 jobs. These projections were based on consideration of a range of social and economic conditions, including a range of fertility and mortality rates, rates of migration into and out of the Region of which the Village is an integral part, and the distribution of population and employment within that Region.

In reviewing these alternative projections and noting historic and current trends in population and employment for the area, the Village Plan Commission selected projections based upon the intermediate-growth decentralized scenario for use in the planning effort. Under this scenario, the year 2010 resident population of the planned urban service area may be expected to reachabout 4,100 persons, an increase of approximately 1,600 persons, or about 64 percent, over the 1990 resident population level of about 2,500 persons. The total number of jobs may be expected to reach about 2,300, an increase of approximately 800 jobs, or about 53 percent, over the 1990 level of about 1,500 jobs.

Age Distribution and Household Size

The anticipated changes in age distribution within the population have important implications for land use and housing planning. Within the Village of Kewaskum urban service area, the potential increase in the schoolage population, the five- to 19-year age group, under the selected forecast serves as the basis for estimating the potential future need for additional educational and recreational facilities. Similarly, the expected rise in the working-age population, the 20- to 64-year age group, indicates a potential significant rise in the number of job seekers and the need for land and infrastructure suitable for commercial and industrial development within the urban service area. Finally, the forecast indicates a dramatic rise in the population 65 years of age and older. The general aging of the population may be expected to increase the demand for elderly housing units and special transportation and health care services within the urban service area.

In 1990, the average household size in the Village of Kewaskum urban service area was about 2.7 persons. Under the selected forecast scenario, this average may be expected to decrease to about 2.4 persons by 2010. Taking the selected population forecast into account, this means that approximately 750 more housing units will be required between 1990 and 2010 to meet the housing needs of the forecast resident population, an increase of about 36 units per year.

THE NATURAL ENVIRONMENT

The natural resources of the Kewaskum area 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. Accordingly, any meaningful planning effort must recognize the existence of a natural resource base to which urban development must be properly related if serious environmental and urban development problems are to be avoided.

As part of the planning effort, inventories were conducted of the natural resource base of the area, including the physiography, soil characteristics, topography and surface water drainage patterns, floodlands, wetlands, woodlands, prime agricultural lands, and climate. Related elements, such as scenic overlooks;



KEWASKUM BARNS

natural areas of scientific value; and parks, trails, and other recreational sites, were also considered. One of the basic objectives of the land use plan is to exclude urban development from areas containing high-value natural resources, particularly those areas identified as primary environmental corridors, and from areas with poor soils, steep slopes, or floodlands, where development would be costly and subject to potential hazards. Such areas should be permanently preserved in essentially natural, open uses.

Soil Suitability and Prime Agricultural Lands

Soil properties exert a strong influence on land use. Soil suitability maps of the Kewaskum area were prepared and analyzed and soil limitations for urban development with and without sanitary sewer services were identified. In general, areas with soils unsuitable for onsite sewagedisposal systems should not be considered for urban development unless public sanitary sewers are provided.

Prime agricultural lands not required to meet the demand for urban growth associated with the forecast population and economic activity levels should be protected and preserved in agricultural use. In 1990, prime agricultural lands, defined generally as lands well suited to agricultural production and comprised of parcels at least 35 acres in size, encompassed about 7.2 square miles, or about 30 percent, of the planning area.

Environmental Corridors and Isolated Natural Resource Areas

Environmental corridors are linear areas in the landscape that encompass concentrations of important natural resources. The protection of these corridors is one of the most important objectives of the plan. Primary environmental corridors encompassed about 8.9 square miles, or about 37 percent, of the planning area in 1990.



ENVIRONMENTAL CORRIDOR



LARGE YELLOW LADY'S SLIPPER ORCHID

The primary environmental corridors in the Kewaskum planning area have been delineated by the Regional Planning Commission. These corridors are generally located along perennial and intermittent watercourses of the planning area, such as the Milwaukee River and its major tributaries. The corridors include the large wetland and floodland complexes associated with these streams. Primary environmental corridors contain the best remaining woodlands, wetlands, and wildlife habitat areas in the planning area and have truly immeasurable environmental and recreational value. Preservation of these primary corridors in an essentially open, natural state, including park and open space uses and very-lowdensity residential uses, will serve to help maintain a high level of environmental quality in the area, protect the natural beauty of the area, and provide valuable recreational opportunities. Such preservation will also help avoid the creation of serious and costly environmental and developmental problems, such as flood damage, poor drainage, wet basements, failing pavements, excessive infiltration of clear water into sanitary sewers, and water pollution.



PURPLE-FRINGED ORCHID

The land use plan also identifies secondary environmental corridors in the Kewaskum 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. The maintenance of such corridors in open use can facilitate drainage, maintain clusters of natural resource features, and serve as local parks and open space areas. Secondary corridors encompassed about 300 acres, or about 2 percent, of the planning area in 1990.

In addition, the land use plan urges the protection and preservation of isolated natural resource areas whenever possible. These areas sometimes serve as the only available wildlife habitat in an area, provide good locations for local parks, and lend diversity to an area. Isolated natural resource areas of five acres or more in size totaled about 100 acres, or about 1 percent, of the planning area in 1990.

THE BUILT ENVIRONMENT

For the land use and street system plan to constitute a sound and realistic guide for making decisions concerning the physical development of the Village and its environs, it must be based upon careful consideration of certain built, as well as natural, features of the planning area. Such features include existing land uses, historic sites, community facilities, and public utilities. A detailed inventory of existing land uses in the Kewaskum planning area was conducted to determine the type, amount, and spatial distribution of existing urban development and rural land uses in the area. This information was mapped and analyzed to provide a basis for determining probable land use requirements to at least the plan design year 2010 and to assist in the development of an appropriate pattern of future land use.

Land uses in the planning area and Village as of 1992 are shown on Maps 2 and 3, respectively. Of the approximately 24-square-mile planning area, about two square miles, or about 10 percent, were occupied by urban land uses; nonurban land uses, which include water, wetlands, woodlands, agricultural lands, and undeveloped lands, occupied the remaining about 22 square miles, or about 90 percent.

Several important findings of the land use inventory are evident from an examination of Maps 2 and 3. First, agriculture was still the largest single land use in the planning area, encompassing about 7,970 acres, or about 51 percent, of that area in 1992. The next largest land use consisted of natural areas and other undeveloped open lands, including water, wetlands, and woodlands, which together still encompassed about 6,100 acres, about 39 percent, of the total planning area in 1992. The incorporated area of the Village of Kewaskum in 1992 occupied about 1.4 square miles, or about 6 percent, of the total planning area. Developed urban land uses occupied about 520 acres, or about 60 percent, of the total area of the Village, while nonurban land uses occupied about 350 acres, or about 40 percent, of the Village in 1992. Residential uses were the predominant land use in the Village in 1992, encompassing about 24 percent of the total area of the Village, while agriculture-related uses was the second-largest use, occupying about 19 percent of the total area of the Village.

EXISTING PLANS AND LAND USE REGULATIONS

Land use development can be guided and shaped in the public interest through sound regional and local planning efforts and sound application of public land use controls. Pertinent recommendations of current regional and historic local plans were considered during the preparation of the Village land use and street system plan. Existing land use regulations in effect in the planning area were also examined as they relate to the physical development of the Village and environs and to the ability of the Village and other local governments to implement the recommended Village plan. The most important of the regulations considered were the comprehensive zoning and the land subdivision control ordinances.

Zoning ordinances in effect within the planning area in 1993 include the Village of Kewaskum Zoning Ordinance and Shoreland-Wetland Zoning Ordinance, the Town of Kewaskum Zoning Ordinance, and the Washington County Floodplain and Shoreland and Wetland Zoning Ordinances. The Village of Kewaskum zoning ordinances in 1993 defined 22 zoning districts, including two agricultural districts, five residential districts, four business districts, two manufacturing districts, one extractive district, three public-use districts, one conservancy district, one shoreland-wetland district, and three floodplain overlay districts. Each district contains specific zoning regulations, including permitted and conditional uses, maximum residential density, minimum lot sizes, minimum yard requirements, and maximum building heights.

Land subdivision in the planning area is also regulated by several ordinances. The Village of Kewaskum's ordinance covers land within the Village and within in the extraterritorial plat approval jurisdiction of the Village, which extends to areas within one and one-half miles of the corporate limits. The Town of Kewaskum, which occupies a major portion of the planning area, has its own land division control ordinance. Washington County has an ordinance regulating similar land divisions in unincorporated areas of the County. Each land division ordinance 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 DESIGN GUIDELINES

Early in the planning process, a set of development objectives, principles, standards, and related urban design guidelines were formulated. The objectives, principles, and standards deal primarily with: 1) the allocation of land to the various land use categories, 2) the spatial distribution of the various land uses, 3) the protection of the natural resources and agricultural lands of the area, 4) the provision of parks and outdoor recreational opportunities, 5) the provision of an integrated transportation system, 6) the provision of high-quality fire-protection services, 7) the provision of adequate library services, 8) the provision of the historical heritage of the Kewaskum area.

The standards developed in the planning process perform a particularly important function in land use plan design since they form the basis on which estimates of future land use needs are based. The per capita and accessibility standards were two of the more important considerations in the design of the plan. The per capita standards, set forth in Table 1, were used to help estimate the number of acres in each land use category which may be expected to be needed to serve the Village population to the year 2010. Accessibility standards, set forth in Table 2, are expressed as a service radius for such facilities as parks, schools, and shopping centers. The accessibility standards were used to allocate needed facilities to locations that may be expected to be convenient to the population to be served.



VILLAGE OF KEWASKUM—LOOKING NORTHWEST

The design guidelines are intended to help develop solutions to urban design problems with respect to basic urban and site planning design and Central Business District design. These guidelines are also intended for use by local officials to evaluate development and redevelopment proposals, including related site, landscaping, and building plans.

YEAR 2010 LAND USE AND FACILITY REQUIREMENTS

As already noted, the standards listed in Table 1, together with the selected forecast population, household, and employment levels, were used to estimate the land use and facility requirements to be met in the plan design.

Land Use Requirements

Standards were applied to the selected population and employment forecasts to estimate the amount of land needed to meet the year 2010 resident population and employment forecasts of about 4,100 persons and 2,300 jobs. Table 3 summarizes the anticipated future urban land use requirements for the Village of Kewaskum urban service area to the year 2010. An estimated 300 acres of rural and other open lands will need to be converted to urban use between 1990 and 2010 to meet the forecast population and employment levels at the specified standards.

As indicated in Table 3, a total of about 1,625 housing units may be expected to be needed in the Village of Kewaskum urban service area by the year 2010, an increase of about 725 housing units over the estimated 1990 total of 900 units. In the plan design effort, the additional housing units were distributed among four residential density classifications, in order to provide for a wide range of housing types intended to meet a desired housing mix of 60 percent single-family dwelling units, 10 percent two-family dwelling units, and 30 percent multi-family dwelling units by the year 2010. As indicated in Table 3, about 210 additional acres will be needed to provide housing for the household population of about 3,900 persons anticipated by the year 2010 under the selected population forecast.



SURFACE WATER

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EXISTING LAND USE IN THE KEWASKUM PLANNING AREA: 1992

Source: SEWRPC.

TRANSPORTATION AND UTILITIES



EXISTING LAND USE IN THE VILLAGE OF KEWASKUM: 1992

Table 1

URBAN LAND USE STANDARDS FOR THE VILLAGE OF KEWASKUM URBAN SERVICE AREA

| Land Use Category | Development Standard (gross area) ^a |
|---|--|
| Residential Single-Family Dwellings | |
| Suburban-Density (1.5- to 4.9-acre lots) | 204.0 acres per 100 dwelling units |
| Low-Density (20,000- to 65,339-square-foot lots) | 88.0 acres per 100 dwelling units |
| Medium-Density (7,200- to 19,999-square-foot lots). | 32.0 acres per 100 dwelling units |
| Two-Family Dwellings Medium-High-Density (6.1 to 7.3 dwelling units per net residential acre ^b) | 17.0 acres per 100 dwelling units |
| Multi-Family Dwellings High-Density (7.4 to 21.8 dwelling units | |
| per net residential acre ⁰) | 10.0 acres per 100 dwelling units |
| Commercial | |
| Retail | 6.0 acres per 100 retail employees |
| Office | 2.0 acres per 100 service employees |
| Industrial | 9.0 ^C acres per 100 industrial employees |
| Governmental and Institutional ^d | |
| Public Elementary School | 3.0 acres per 100 students ^e |
| Public Middle School | 3.2 acres per 100 students |
| Public High School | 3.0 acres per 100 students ⁹ |
| Church | 2.5 acres per 1,000 persons |
| Other" | 4.5 acres per 1,000 persons |
| Public Outdoor Recreation | |
| Regional and Multi-Community | In accordance with the adopted Washington County Park and Open Space Plan |
| Community Park and Middle or High School Sites Combined ⁱ | 3.1 acres per 1,000 persons |
| Neighborhood Park and Elementary School Sites Combined ⁱ | 3.3 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.

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

^CAssuming 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 6.0 acres per 100 employees should be used.

^dThe overall standard for all governmental and institutional uses, including schools, churches, and other governmental and institutional uses, is 12.0 acres per 1,000 persons.

^eStandard for elementary schools with 500 students.

^fStandard for middle schools with 900 students.

^gStandard for high schools with 1,500 students.

^hThis category includes hospitals, municipal buildings, libraries, post offices, police and fire stations, and other related governmental and institutional uses.

¹School sites should be associated with a park site. Natural areas should also be incorporated into the design of a park site; however, such areas of steep slopes, floodlands, drainageways, wetlands, and woodlands should not be included when determining whether acreage standards have been met for accommodating certain recreational facilities. The standards for only park sites are 2.2 acres per 1,000 persons for community parks and 1.7 acres per 1,000 persons for neighborhood parks.

Source: SEWRPC.

Table 2

SITE AREA, SERVICE RADIUS, AND TRAVEL DISTANCE STANDARDS FOR COMMUNITY FACILITIES IN THE VILLAGE OF KEWASKUM URBAN SERVICE AREA

| | | 1 | 1 | 1 | | | |
|--|--|-------------------|---------------------------|--------------------------------|---------|-------------------------------|---------|
| | | | Service Radius: | Walking Distances ^b | | Biking Distances ^b | |
| | | Required | Medium-Density | (miles) | | (miles) | |
| | Service | Site Area | Neighborhood ^a | | | | |
| Facility Type | Capacity | (gross acres) | (miles) | Optimum | Maximum | Optimum | Maximum |
| Shopping Facilities | | | | | | | |
| Retail and Service Centers | | | | | | | |
| Neighborhood ^c | 4,000 to 10,000 persons | 5-15 | 5-15 1.25 | | 0.50 | 0.75 | 1.25 |
| Community ^d | 10,001 to 75,000 persons | 15-60 | 1.75 | 0.50 | 0.75 | 1.00 | 1.75 |
| Highway-Oriented Commercial Developments | 15,000 vehicles or more per day ^e | f | | | | | |
| Employment Facilities | | | | | | | |
| Community Office Developments | 1,000 or more employees | Minimum 20 | | 1.00 | 1.50 | 3.00 | 5.00 |
| Community Industrial Developments | 300 or more employees | Minimum 20 | | 1.00 | 1.50 | 3.00 | 5.00 |
| Public Transit Facilities | | | | | | | |
| Local Transit Stops | | | 0.25 | 0.25 | 0.50 | 0.75 | 1.00 |
| Rapid-Transit Facilities ⁹ | | | 3.00 | 0.50 | 1.00 | 1.00 | 3.00 |
| Public Education Facilities | | | | | | | |
| Elementary School (Grades K-5) | 500 students | 15 ^{h,i} | 0.75 | 0.25 | 0.50 | 0.75 | 1.00 |
| Middle School (Grades 6-8) | 900 students | 29 ^{h,j} | 1.00 | 0.50 | 0.75 | 1.00 | 1.50 |
| Senior High School (Grades 9-12) | 1,500 students | 45 ^{h,k} | 1.50 | 0.75 | 1.00 | 1.50 | 2.00 |
| Community Libraries | | | 1.50 | 0.75 | 1.00 | 1.50 | 2.00 |
| Public Outdoor Recreational Facilities | | | | | | | |
| Neighborhood | 4,000 to 8,000 persons | 5-24 ^m | 0.75 | 0.25 | 0.50 | 0.50 | 0.75 |
| Community | minimum 7,500 persons | 25-99 | 2.00 | 0.50 | 1.00 | 1.50 | 2.00 |
| Multi-Community | | 100-249 | 4.00 | | | 3.00 | 5.00 |
| Мајог | •• | 250 or more | 10.00 | | | 3.00 | 5.00 |

^aA medium-density neighborhood is defined as an area having between 2.2 to 6.1 dwelling units per net acre, with an average of approximately 6,500 persons per square mile.

^bOne-way distances from the farthest dwelling unit to the facility.

^CA neighborhood shopping center is defined as concentrations of stores including a grocery store or supermarket as the anchor and other retail stores and services such as a drugstore, variety store, beauty parlor, laundromat, or bank that meet the day-to-day needs of neighborhood residents. Neighborhood shopping centers should not deal in such shopper goods as clothing, furniture, and appliances.

^dCommunity shopping centers usually contain at least one supermarket and either a junior department store, discount store, or similar major tenant in addition to other retail stores and services found in neighborhood shopping centers. The need for a neighborhood shopping center can be met by a community shopping center.

^eIndicates minimum average weekday traffic volume required on an abutting freeway, highway, or arterial street.

^fA minimum site area of five acres at an interchange should be provided for commercial developments serving freeway traffic.

gIncludes park-and-ride lots and park-and-pool lots.

^hIncludes both land for the school building and for associated facilities, such as parking, loading, and recreation facilities.

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

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

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

¹Kewaskum School District provides busing services for kindergarten students living one or more miles from their school and for students from grades one through 12 living two or more miles from their school.

^mNeighborhood park sites not associated with a school site should contain between 10 to 15 acres in area per park site, depending on the types of outdoor recreation facilities needed to serve the neighborhood residents.

Source: SEWRPC.

Table 3

SELECTED URBAN LAND USE REQUIREMENTS FOR THE VILLAGE OF KEWASKUM URBAN SERVICE AREA

| | _ | | | | | | | | | | |
|--|-----------------------------------|--|--|--|---|---|------------------------------|---|--|--|---------------------|
| | Existing Urban Land Uses: 1990 | | | | | | Required Incremental Land | Required Incrementa Land Use | | Total Urban Land Requirements: 2010 | |
| Urban Land Use Category | Gross Acres ^a | s Percent Estimated 1990 Develo s ^a of Total Numbers ^b Ra | | 1990 Development Development Ratios Standards | | Planned Use Acreages Per Increment: Development 1990-2010 Standards | | Acreages after Consideration of 1990 Gross Acres ^C | Year 2010 Forecast Numbers ^{b,d} | Gross Acres ^a | Percent of Total |
| Residential Single-Family Dwellings | | | | | | | | | | | |
| 65,339-square-foot lots) | 34.6 ^e | 8.0 | 40 dwelling units | 86.5 acres per 100 dwelling units | 88.0 acres per 100 dwelling units | 25 dwelling units | 22.0 | 26.4 | 65 dwelling units | 61.0 | 7.8 |
| Medium-Density (7,200 to 19,999 square-foot lots) | 194.8 ^f | 44.9 | 565 dwelling units | 34.5 acres per 100 dwelling units | 32.0 acres per 100 dwelling units | 345 dwelling units | 110.4 | 132.5 | 910 dwelling units | 327.3 | 42.1 |
| Single-Family Dwellings Subtotal | 229.4 | 52.9 | 605 dwelling units | | | 370 dwelling units | 132.4 | 158.9 | 975 dwelling units | 88.3 | 49.9 |
| Two-Family Dwellings Medium-High-Density (6.1 to 7.3 dwelling units per net residential acre) | 6.0 | 1.4 | 90 dwelling units | 6.7 acres per 100 dwelling units | 17.0 acres per 100 dwelling units | 72 dwelling units | 12.3 | 14.7 | 162 dwelling units | 20.7 | 2.7 |
| Multi-Family Dwellings High-Density (7.4 to 21.8 dwelling units per net residential acre) | 17.1 | 3.9 | 205 dwelling units | 8.3 acres per 100 dwelling units | 10.0 acres per 100 dwelling units | 283 dwelling units | 28.3 | 33.9 | 488 dwelling units | 51.0 | 6.5 |
| Residential Subtotal | 252.5 | 58.2 | 900 dwelling units 9 | | | 725 dwelling units ^g | 173.0 | 207.5 | 1,625 dwelling units ^g | 460.0 | 59.1 |
| Commercial | 40.3 | 9.3 | 170 retail trade employees; 210 service employees | 10.6 acres per 100 commercial employees ^h | 6.0 acres per 100 retail trade employees; 2.0 acres per 100 service employees | -10 retail trade employees; 80 service employees | 1.6 | 1.8 | 160 retail trade employees; 290 service employees | 41.9 | 5.4 |
| Industrial | 31.1 | 7.2 | 900 employees ⁱ | 3.5 acres per 100 employees | 9.0 acres per 100 employaes | 670 employees ⁱ | 60.3 | 110.2 ^j | 1,570 employees ⁱ | 141.3 | 18.2 |
| Government and Institutional | 68.3 | 15.7 | 2,514 persons | 27.2 acres per 1,000 persons | 12.0 acres per 1,000 persons | 1,546 persons | 18.6 | 18.6 | 4,060 persons | 86.9 | 11.2 |
| Recreational ^k | 41.5 ¹ | 9.6 | 2,514 persons | 10.1 acres per 1,000 persons ^m | 3.9 acres per 1,000 persons | 1,546 persons | 6.0 | 6.0 | 4,060 persons | 47.5 ¹ | 6.1 |
| Total | 433.7 | 100.0 | | | | | 259.5 | 302.1 | | 777.6 | 100.0 |

^a Gross area includes associated street rights-of-way and off-street parking areas for each land use category. The 1990 gross area pertains to the urban land uses within the Village corporate limits.

^bThe estimated 1990 and forecast 2010 population and employment numbers are expressed in number of housing units for residential land use categories; number of employees for commercial and industrial land use categories; and total population for governmental, institutional, and recreational land use categories.

^c The figures in each residential land use category include 20 percent more land, in addition to that required by applying the development standards, to provide for site suitability consideration, housing vacancies, and market choice.

^dTo meet the Village's desired housing mix for each residential classification by the year 2010, the following allocations were used: 4 percent in the low-density residential category; 56 percent in the medium-density residential category; 10 percent in the medium-high-density residential category; and 30 percent in the high-density residential category.

^eIncludes one rural residential lot totaling 5.25 acres; however, only 2.50 acres of the developed residential portion on this lot is included in this category. The other 2.75 acres were nonurban land uses such as open lands containing environmentally significant natural resources.

fincludes approximately 3.25 acres of land that contain about 20 single-family dwelling units located on lots less than 7,200 square feet in size.

⁹These figures do not incorporate the approximately 4 percent of the total population that lived in dwelling units located in commercial buildings, since the commercial use is considered the principal land use of the property. It is assumed that approximately 4 percent of the total forecast population will live in either group-quarters or dwelling units located in commercial buildings by the year 2010.

^h Commercial employees include retail trade and service employees. Information on the number of retail trade employees and service employees occupying commercial land was not available in order to determine separate 1990 development ratios for retail trade employees and service.

ⁱThe estimated total employees include industrial employees and transportation, communication, and utilities employees.

^jBased on the recent trend of existing industrial uses expanding or relocating to larger parcels of land where the amount of land required par employee has increased, the industrial development standard of 9 acres per industrial employee was applied to the total forecast of 1,570 "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.

^kThis category includes only areas for intensive outdoor recreation activities.

1/ncludes approximately 16 acres of privately owned lands for intensive outdoor recreational activities such as the Hon-E-Kor Golf and Country Club and Holy Trinity Catholic Church recreation facilities.

^mThe development ratio is based only on the amount of public recreational land per 1,000 persons.

Source: U. S. Bureau of the Census; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

Community Facility Needs

The Village Municipal Building, located at 204 First Street, accommodates the police department, the library, administrative offices, Village Board chambers, and a community room. It was determined that the existing parking area, library, and community meeting room will need to be enlarged to meet future needs. Most existing governmental operations are anticipated to continue at the present location to the year 2010. The Village, however, is contemplating the relocation of the library and/or community room in order to provide larger facilities on another site. This relocation will free space in the Municipal Building for any future expansion of Village offices that may be needed.

The existing fire station serving the Kewaskum area is located in the Village at 1106 Fond du Lac Avenue (USH 45). The land use plan standards call for most urban development to be located within the 1.5-mile optimum service radius of a fire station, as recommended by the national Insurance Services Office. Within the Kewaskum planning area, both the existing urban development and the planned urban service area lie largely within the optimum service radius of the existing fire station. Accordingly, the current fire station



KEWASKUM MUNICIPAL BUILDING



KEWASKUM FIRE DEPARTMENT



KEWASKUM HIGH SCHOOL

may be expected to serve urban development within the Kewaskum planning area at least to the year 2010.

The approximately 24-square-mile Kewaskum planning area lies entirely with the Kewaskum School District, which covers about 142 square miles. The future Village of Kewaskum urban service area is also expected to lie entirely within this District and, therefore, any educational facility expansion planned for the Kewaskum School District to meet probable future needs may be expected to occur within the planned urban service area. On the basis of estimated future school-age population levels for the Kewaskum area, an analysis of the capacity of the existing schools, and application of the standards set forth in Table 2, a school-age population forecast at the middle to higher end of the forecast range indicates that there would be a need for additional school facilities, as well as ancillary recreational facilities, within the planning area by the plan design year 2010.

THE LAND USE AND STREET SYSTEM PLAN

The adopted land use and street system plans for the Village urban service area and for the Kewaskum planning area, respectively, are shown on Maps 4 and 5.



KEWASKUM SEWAGE TREATMENT PLANT



KEWASKUM WATER TOWER





LEGEND

- PLANNED URBAN SERVICE AREA BOUNDARY
- VILLAGE OF KEWASKUM PLANNED URBAN SERVICE AREA BOUNDARY: 2010



ADOPTED WISCONSIN DEPARTMENT OF NATURAL RESOURCES PROJECT BOUNDARY

SINGLE-FAMILY RESIDENTIAL DEVELOPMENT



SUBURBAN-DENSITY (1.5- 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)



MEDIUM-HIGH-DENSITY (6.1 TO 7.3 DWELLING UNITS PER NET RESIDENTIAL ACRE)



- GOVERNMENTAL AND INSTITUTIONAL V VILLAGE HALL AND POLICE DEPARTMENT L LIBRARY/COMMUNITY CENTER F FIRE STATION \square

 - POST OFFICE POST OFFICE PUBLIC ELEMENTARY SCHOOL PUBLIC MIDDLE SCHOOL PRIVATE SCHOOL CHURCH
 - M
- Δ
- PARKS AND RECREATION C COMMUNITY PARK N NEIGHBORHOOD PARK O OTHER PUBLIC PARK AND RECREATION SITES G GOLF COURSE

PRIMARY ENVIRONMENTAL CORRIDOR

SECONDARY ENVIRONMENTAL CORRIDOR

ISOLATED NATURAL RESOURCE AREAS



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PROPOSED PUBLIC PEDESTRIAN/RECREATION TRAIL ACCESS

Source: SEWRPC.

Figure 1

COMPARISON OF EXISTING 1990 AND RECOMMENDED LAND USES IN THE KEWASKUM PLANNING AREA



NOTE: THE KEWASKUM PLANNING AREA TOTALS APPROXIMATELY 15,580 SQUARE MILES. SEE MAP 5.

Source: SEWRPC.

Figure 1 indicates the differences between the existing 1990 land uses and the recommended land uses, assuming full development of the planned urban service area, in the planning area. The planned urban service area includes the adopted Village of Kewaskum sanitary sewer service area and certain additional adjacent lands. The plan sets forth recommendations concerning the type, amount, and spatial distribution of the various land uses both within the Village urban service area and within the planning area as a whole.

The adopted plan represents a pattern of urban development that can accommodate the physical, social, and economic needs of the residents of the Village of Kewaskum and environs through and beyond the plan design year 2010 in an economical and environmentally sound manner. It is a long-range plan that will meet the longterm development objectives of the Village if individual projects are developed in accordance with the general guidelines provided by the plan. The adopted land use plan for the planning area, shown on Map 5, is designed for a planning period extending at least to the year 2010. Map 4 provides a more detailed plan for the entire planned urban service area with block, lot, and street layout designs based on an integrated street system, consisting of arterial, collector, and minor landaccess streets.

The adopted plan reflects responses to information provided at public meetings held on a preliminary recommended plan. The Village Plan Commission determined that the detailed plan for the urban service area should reflect full development of that area in order to provide an urban land use and street system plan that could serve the Village at least to, and probably beyond, the year 2010. This approach provides flexibility for the operation of the urban land market without significantly affecting the substance of the plan and provides a basis for guiding future urban development in fringe areas. As a result, the adopted plan allocates somewhat more land to urban use than may be required to meet Village needs to the plan design year 2010 and, in effect, extends the plan design period well into the twenty-first century.

Land Use Categories

One of the most important objectives of the plan is the protection of primary environmental corridors and other environmentally significant areas in essentially open, natural uses. The plan also recommends that other environmentally sensitive lands, including secondary environmental corridors and isolated natural resource areas, be carefully integrated with urban development at the site planning stage to protect valuable natural resources to the maximum extent practicable. Such areas are often well suited for use as public open spaces, including parks, drainageways, and stormwater retention or detention areas. In addition, the plan recommends the preservation of the best remaining farmlands outside the planned urban service area.

Under the plan, new urban development is proposed to occur within the planned urban service area. The plan recommends that new urban residential development, defined as development on lots smaller than five acres per dwelling unit, or at an equivalent overall density, take place only within the urban service area or as infill on existing vacant lots in urban subdivisions outside this area, provided that the soils and size of such infill lots are capable of properly accommodating an onsite



sewage-disposal system and a private well. Except for these infill areas, any new lots created outside the urban service area should be rural-type lots at least five acres in size, or equivalent overall density, and be capable of properly accommodating a single-family dwelling, private well, and sewage-disposal system.

The plan identifies five classifications of residential land use. Housing types in three of the five classifications, suburban-, low-, and medium-density, would consist of single-family housing units. The medium-high-density classification would consist primarily of two-family housing units and the high-density residential classification would consist essentially of multi-family housing units. New urban residential development is proposed to be located in the Village urban service area, where a full range of public facilities and services would be available, including, among others, public sanitarysewerage and water-supply services, engineered stormwater drainage, emergency services, street lighting, and sidewalks.

The plan proposes that several areas be devoted to commercial land uses. Most of these areas represent expansion of existing commercial areas located along major arterial streets in addition to new areas that would serve commercial retail sales and service needs to the year 2010 and beyond. The plan standards recommend that all new commercial uses be located within centers of concentrated retail and service activity that would be located to conveniently meet the day-to-day needs of community residents. Categories of specific commercial development shown on the plan include the community Central Business District and two neighborhood commercial centers in the northern and southern part of the planned urban service area.

The plan also identifies land for future industrial development. Most of the recommended increase in industrial lands would occur through the expansion of existing industrial areas and through the creation of two new industrial parks to be located northwest of the intersections of USH 45 with Badger Road and STH 28.

The plan recommends an integrated street system organized on a functional basis and consisting of arterial, collector, and minor land-access streets. The Village Plan Commission determined that the recommended street system plan should identify potential ultimate right-of-way widths for major arterial streets since the plan is to represent full development of the Kewaskum planned urban service area. Accordingly, six planned arterial streets are likely to require significant additional right-of-way to accommodate future increases in traffic: CTH V, CTH H, Badger Road, Kettle View Drive, STH 28, and CTH S. In addition, four travel lanes will need to be provided with prohibited on-street parking on USH 45 between the Village of Kewaskum southern corporate limits and STH 28 at its northern corporate limits.

In the preparation of the street system plan, all modes of travel, including walking, bicycling, carpooling, and transit, were considered in the plan design process. The plan recommends a metropolitan commuter-oriented "park-and-pool" lot be located northwest of the intersection of USH 45 and CTH H. The plan also recognizes the continued use of the railroad freight services provided by the Wisconsin Central Transportation Company on its main line from Milwaukee to Green Bay via Fond du Lac.

Community Facilities

The plan includes recommended locations for various community facilities. Most of these locations coincide with, and envision the continued use of, existing recreational, governmental, institutional, and recreational uses. The plan recommends expanding an existing park and the Village Municipal Building site; and providing sites for a new carpool parking lot, library/community center, elementary school, and neighborhood parks.

Municipal Building and Library/Community Center

As already noted, most Village governmental operations are anticipated to be located on the existing Village Municipal Building site through the year 2010. The plan, however, recommends that the Municipal Building site be expanded to the north and east in order to provide additional parking to meet future demand. In addition, the plan tentatively recommends a new library and/or community center on the old Sentry Food Store site, northwest of the intersection of Main Street (STH 28) and Railroad Street. This new facility would provide a larger library and/or community activity meeting rooms to meet future demand, while freeing space in the Municipal Building for any necessary future expansion of Village offices.

Fire Station

As already noted, planned urban service area would lies within the 1.5-mile optimum service radius of the existing Village fire station. The existing station, therefore, may be expected to serve urban development within the Kewaskum planning area to the year 2010. In 1993 the Village of Kewaskum Fire Department consisted of a 45-member volunteer force, provides around the clock emergency rescue service, and has reciprocal service agreements with neighboring fire departments if supplemental fire-fighting services are needed.

Schools

Based upon full development of the planned urban service area, the existing middle and high school capacities will probably need to be expanded and a new elementary school will probably need to be provided, given the school capacity standards set forth in Table 2. Accordingly, Map 5 shows the tentative location of a potential public elementary school, south of the Kewaskum Kiwanis Community Park, where the recreational facilities could be shared by students and neighborhood residents. The identification of this new school site is not intended to imply that such a facility will be needed by the year 2010, but is provided to permit the District to reserve land for the provision of such a school when school enrollments warrant such provision.

The Kewaskum School District was conducting a school facility study in 1996. The options still under consideration include remodeling the existing Kewaskum elementary school, replacing that school on the present site, or relocating that school to the middle school site. If any additional lands are needed within the planned urban service area as a result of this District study and any other future school facility need studies, the adopted land use and street system plan presented herein should be properly amended.

Recreational Facilities

Existing and proposed parks for the Kewaskum planning area are also shown on Maps 4 and 5, including the expansion of the Kettle Moraine State Forest-Northern Unit. The plan proposes the continued use of existing Village parks, including River Hill Park, Knights Avenue Neighborhood Park, Wildlife Drive Neighborhood Park, and Kewaskum Creek Park, and the continued use and expansion of the Kewaskum Kiwanis Community Park by an about 16 acres to accommodate additional playfields to serve future recreational needs. Three new neighborhood park sites are recommended to be acquired and developed in the north, south, and east areas of the planned urban service area to provide safe and convenient opportunities for recreational pursuits for future residents of these areas. The plan also recognizes the continued use of such private recreational areas as the Sunburst Ski Area, the Holy Trinity Catholic School property, and the Hon-E-Kor Golf and Country Club.

The Village has a unique opportunity to establish an interconnecting parkway system with trail facilities along the Milwaukee River and its major tributaries, including North, Knights, Edgewood, Kewaskum, and Kettle View Creeks, as depicted on Maps 7 and 8. Trail-



HON-E-KOR GOLF AND COUNTRY CLUB



POTENTIAL TRAIL SYSTEM



KEWASKUM KIWANIS COMMUNITY PARK



RECREATION FIELD



RECOMMENDED BIKEWAYS FOR THE KEWASKUM PLANNING AREA

Source: SEWRPC.

oriented facilities for accommodating pedestrian and bicyclists are advanced by the plan to connect significant urban and natural features of the Kewaskum area for both recreational and utilitarian purposes. Maps 6, 7, and 8 show a network of recommended trails generally traversing the Kewaskum planning area and linking planned residential areas to parks and recreation facilities, public and private schools, and the Kewaskum Central Business District. It is envisioned that the overall trail system would connect to the existing Kettle Moraine State Forest—Northern Unit to the east and to the Ice Age National Scenic Trail to the south and east of the Village, as shown on Maps 6 and 7. The Ice Age Park & Trail Foundation, Inc., developed property west of the existing Sunburst Ski Area, which further presents a unique opportunity to also create cross-country ski trails on this property in coordination with the Sunburst Ski Area. Ultimately, this network of trails would provide the residents of the Kewaskum area opportunities for a wide array of attractive trail-oriented recreational pursuits, such as hiking and biking, as well as safe and convenient utilitarian access to major activity centers.





RECOMMENDED MAIN RECREATIONAL TRAILS FOR THE KEWASKUM PLANNING AREA

Source: SEWRPC.

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Source: SEWRPC.

Kewaskum Central Business District and Urban Design Recommendations

The plan provides urban design recommendations to help the Village continue its efforts to maintain and improve the unique visual character of the community and the vitality of the Kewaskum Central Business District through sound development and redevelopment. Map 9 shows a general development plan for a portion of the Central Business District that indicates potential streetscape improvements and building and parking lot layout for a new library and/or community center on Main Street, as well as recommended parking and traffic circulation patterns for other areas in the District. The proper design of improvements to the Central Business District and environs will help to ensure an attractive community and will help to stabilize and increase property values to the advantage of both the community and the individual property owners concerned.

Urban design recommendations for the Central Business District and environs include:

- Improving the streetscape and building facades of the Kewaskum Central Business District and identifying, as well as preserving, significant historic resources in the District and the community;
- Streetscaping along major arterials, including planting attractive street trees, providing ornate street furniture, and installing decorative streetlights with colorful banners, as illustrated in Figure 2;
- Reducing or eliminating the negative visual clutter of overhead utility lines and supporting structures;
- Encouraging landscaping, provided by private property owners, including building foundation landscaping, interior parking lot landscaping, parking lot screening, buffer and perimeter strip landscaping, and sign landscaping;
- Providing architectural review guidelines to ensure architectural compatibility of buildings and other structures, as illustrated in Figure 3;
- 6. Ensuring the proper maintenance of landscaping, buildings, and other structures; and
- 7. Improving vehicular, bicycle, and pedestrian circulation.

PLAN IMPLEMENTATION

The adopted land use and street system plan provides a design for attaining community development objectives. The plan is not complete, however, until the steps necessary to implement it are specified. Plan implementation begins with plan adoption by the Village Plan Commission and Village Board, which occurred in



KEWASKUM HISTORIC MUSEUM IN AN 1847 LOG CABIN



ST. LUCAS EVANGELICAL LUTHERAN CHURCH

June 1997. Upon that adoption, the plan became an official guide to be used by Village officials in the making of decisions regarding development and redevelopment in the Village and environs.

It is intended that the Village Plan Commission initiate appropriate amendments to the Village land subdivision control and zoning ordinances and the zoning district

VILLAGE HALL AND POLICE DEPT STREET FIRST a course 32 ROAL 2 0 x LAC AVENUE ORES ΜΔΙΝ STREET -CLOCK 1-0 AY AREA NENUE 1111 Mirro.

POTENTIAL GENERAL DEVELOPMENT PLAN FOR A PORTION OF THE KEWASKUM CENTRAL BUSINESS DISTRICT

LEGEND

| | EXISTING BUILDING |
|------------|--|
| | PROPOSED BUILDING |
| | SIDEWALK |
| - | DECORATIVE PAVING |
| 00 | TREES |
| 80 | SMALL-SCALE TREES OR TALL SHRUBS BY RAILWAY |
| | SHRUBS |
| \bigcirc | LOW BERM |
| | GRASS |

| CROSSWALK | WITH | DECORATIVE | PAVING |
|---------------|------|------------|--------|

- DECORATIVE STREET LIGHTS
 - ORNATE BENCHES
 - ++ BOLLARDS
- TRAFFIC SIGN\SIGNAL

D

111

- HANDICAP ACCESSABLE CURB RAMP

TENANT PARKING IN FRONT OF TENANT GARAGES



Source: SEWRPC.

Figure 2

POTENTIAL STREETSCAPE IMPROVEMENTS FOR THE KEWASKUM CENTRAL BUSINESS DISTRICT ALONG FOND DU LAC AVENUE (USH 45), LOOKING NORTHWEST NEAR ITS INTERSECTION WITH MAIN STREET (STH 28)



1994 VIEW



Figure 3

POTENTIAL STREET FACADE IMPROVEMENTS FOR PART OF THE SOUTH ELEVATION OF MAIN STREET (STH 28), BETWEEN FOND DU LAC AVENUE (USH 45) AND THE WISCONSIN CENTRAL TRANSPORTATION COMPANY RAILWAY



1994 ELEVATION



ELEVATION AFTER IMPROVEMENTS

Source: SEWRPC.

map to help implement the adopted land use plan and related urban design standards. To continue to ensure that the built environment will foster the attractiveness of the Village as a place to live and work, the Village zoning ordinance should establish minimum landscaping and architectural review requirements consistent with the urban design guidelines set forth in the plan. Requirements for building foundation plantings, advertising sign landscaping, buffers and perimeter landscape strips, parking lot landscaping and screening, and dumpster and mechanical equipment screening for all multi-family residential, commercial, industrial, and institutional projects should be included in the ordinance.

In addition, existing and proposed streets, highways, parkways, parks, and playgrounds should be incorporated into an official map for the Village and environs. The adopted land use and street system plan should serve as a basis for the review of land subdivision plats and certified survey maps. All urban subdivisions should be required to provide a full complement of urban services. Those elements of the plan requiring public expenditures for implementation may be funded, in part, under an impact fee ordinance or could be integrated into the Village capital improvements program.

Within the framework of the adopted plan, detailed revitalization and historic preservation plans should be prepared for the Kewaskum Central Business District and environs. In addition, more detailed comprehensive bicycle and recreation trail facility plans should be prepared to further refine and detail such plans presented earlier.

CONCLUDING REMARKS

The land use and street system plan, together with supporting implementation measures, provides an important means for promoting the orderly growth and development of the Village of Kewaskum and environs over time. Implementation of the plan will help to preserve and enhance the unique and highly desirable environmental characteristics of the Kewaskum area. Consistent application of the plan will help assure that



RIVER HILL PARK AND THE MILWAUKEE RIVER

individual physical development and redevelopment proposals are properly related to the development of the Village and surrounding areas and that a more healthful and attractive, as well as cost-effective, community is created over time.

This is a summary of SEWRPC Community Assistance Planning Report No. 214, <u>A Land Use and Street System Plan</u> for the Village of Kewaskum: 2010, prepared by the Southeastern Wisconsin Regional Planning Commission in cooperation with the Village of Kewaskum. For further information contact:

> Village Administrator Village of Kewaskum 204 First Street Kewaskum, Wisconsin 53040 Telephone: (414) 626-8484 Facsimile: (414) 626-4909

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