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### COMMUNITY ASSISTANCE PLANNING REPORT NUMBER 234

# A LAND USE PLAN FOR THE VILLAGE OF SAUKVILLE: 2010 OZAUKEE COUNTY, WISCONSIN

Prepared by the

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

December 1998

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## INTRODUCTION

The State municipal planning enabling act, as set forth in Section 62.23 of the Wisconsin Statutes, provides for the creation of municipal plan commissions and charges those commissions with the responsibility of creating and adopting a "master," or comprehensive, plan for the physical development of the municipality, including any areas outside of its boundaries which may affect development of the municipality. The scope and content of the comprehensive plan, as set forth in the Statutes, is very broad, extending to all aspects of the physical development of a community. The Statutes indicate that the plan shall be prepared for the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, prosperity, and general welfare, as well as fostering efficiency and economy in the process of development.

Acting in accordance with this statutory charge, the Village of Saukville in December of 1993, requested the Southeastern Wisconsin Regional Planning Commission to assist the Village Plan Commission in the development of a key element of a comprehensive plan for the Village, a land use plan. The plan, while intended primarily to meet local development objectives, is also intended to carry pertinent regional plan elements into greater depth and detail as necessary for sound community development. This report sets forth the desired land use plan for the Village of Saukville and environs.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting land use development in the Village of Saukville planning area, including the preparation of projections of a possible range of future population and economic activity levels within the planning area; inventories of the natural resource base and existing land uses of the planning area; an inventory of existing local plan implementation devices; the formulation of a set of recommended land use development objectives and supporting standards for the Village and surrounding areas; careful analyses of the inventory findings; and the preparation of a land use plan which best meets the Village objectives. The plan, when adopted by the Village Plan Commission and the Village Board, is intended to serve as a guide to Village officials in making development decisions within the Village of Saukville and environs. The planning effort also included a review of existing plan implementation measures and devices needed to help carry out the recommended plan over time with particular emphasis upon any needed revisions to the Village zoning and land subdivision control ordinances.

### THE PLANNING AREA

The Village of Saukville planning area is located in the central portion of Ozaukee County, and as defined for the purposes of the land use planning effort consists of the Village of Saukville together with adjacent land located mostly in the Towns of Cedarburg, Grafton, Saukville, and Port Washington as shown on Map 1. The planning area encompasses approximately 16.3 square miles consisting of U. S. Public Land Survey Sections 1 and 2 in Township 10 North, Range 21 East; Sections 5 and 6 in Township 10 North, Range 22 East; Sections 22 through 27 and 34 through 36 in Township 11 North, Range 22 East; and Sections 19, 30, and 31 in Township 11 North, Range 22 East. The corporate limits of the Village of Saukville in 1995 encompassed an area of about 2.8 square miles, or about 17 percent of the planning area.

### **COMMUNITY HISTORY**

The settlement of Southeastern Wisconsin by Europeans began in about 1836, shortly after completion of the U. S. Public Land Survey in the Region. The Saukville area was among one of the first areas to be settled in the 1830s. This settlement was accompanied by the conversion of land from native vegetation to agricultural and urban uses. Settlers were attracted to this area because of the presence of fertile agricultural soils and the presence of sites on the Milwaukee River for waterpowered mills. William Payne is considered the founder of the initially unincorporated village, who erected a grist mill and a sawmill in 1846. The Village was named after a Sauk Indian village that was located in the area. The Village site was also an important meeting place where two heavily used Indian trails intersected.

LOCATION OF THE VILLAGE OF SAUKVILLE PLANNING AREA IN THE SOUTHEASTERN



Source: SEWRPC.

CO.

WALWORTH



HISTORICAL URBAN GROWTH IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1900-1990

Source: SEWRPC.

The Village of Saukville incorporated in 1915. Completion in 1871 of the old Milwaukee and Northern Railway—later operated by the Chicago, Milwaukee, St. Paul & Pacific Railroad Company, and presently operated by the Wisconsin Central Transportation Corporation—from Milwaukee to Green Bay through the Village brought further opportunity for urban development to the area. Map 2 shows the pattern of historic urban development in the Village of Saukville planning area from 1900 to 1990.

### **PLANNING INFLUENCES**

Sound planning practice dictates that local plans be prepared within the framework of broader areawide plans. The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is the official areawide planning agency for the seven-county Southeastern Wisconsin Region, which includes Ozaukee County and the Village of Saukville. The Commission has, since its creation in 1960, prepared advisory plans for the physical development of the Region through the systematic formulation of those elements of such plans most important to the units and agencies of government operating within the Region. While always advisory in nature to the government agencies concerned and to private sector interests, this framework of regional plan elements is intended to serve as a basis for more detailed county and local government planning, and is intended to influence both public and private sector decision-making with respect to development matters. An understanding of pertinent recommendations contained in regional, subregional, county, and local plans, as described below, are, therefore, important to the proper preparation of a land use plan for the Village of Saukville.



#### ADOPTED REGIONAL LAND USE PLAN AS RELATED TO THE VILLAGE OF SAUKVILLE PLANNING AREA: 2010

Source: SEWRPC.

#### **Regional Land Use Plan**

The adopted regional land use plan, as documented in SEWRPC Planning Report No. 40, *A Regional Land Use Plan for Southeastern Wisconsin*—2010, January 1992, provides recommendations regarding the amount, spatial distribution, and general arrangement of the various land uses required to serve the needs of the existing and anticipated future resident population and economic activity levels within the Region. Particularly pertinent to the preparation of a land use plan for the Village of Saukville and environs are the recommendations for the preservation of the primary environmental corridors and prime agricultural lands of the Region, and for the encouragement of a more compact pattern of urban development. The regional plan recommends that urban development be encouraged to occur contiguous to and outward from the existing urban centers of the Region in areas which are covered by soils suitable for such use; which are not subject to hazards, such as flooding; and which can be readily and efficiently served by such essential urban facilities as public sanitary sewerage and water supply. These important recommendations of the regional land use plan provided the basic framework around which a Village land use plan could be developed. The adopted regional land use plan, as it pertains to the Village of Saukville planning area, is shown on Map 3.

#### **Transportation System Plans**

The adopted regional transportation system plan, presented in SEWRPC Planning Report No. 41, A Regional

#### ADOPTED REGIONAL TRANSPORTATION SYSTEM PLAN AND BICYCLE-WAY SYSTEM PLAN AS RELATED TO THE VILLAGE OF SAUKVILLE PLANNING AREA: 2010



Source: SEWRPC.

Transportation System Plan for Southeastern Wisconsin: 2010, December 1994, provides recommendations as to how the regional land use plan can best be served by highway, arterial street, and transit facilities. It recommends a functional and jurisdictional system of arterial streets and highways to serve the Region through the design year 2010, together with a functional network of various types of transit lines. The regional transportation system plan was developed on the basis of careful quantitative analyses of existing and probable future traffic movements within the Region, and of existing highway and transit system capacity and use.

The system of functional and jurisdictional arterial streets and highways recommended in the regional transportation system plan for Ozaukee County is also identified in SEWRPC Planning Report No. 17, *A Jurisdictional Highway Plan for Ozaukee County*, December 1973, as amended, February 1992. The adopted plan, as it pertains to the Village planning area, is shown on Map 4.

The first regional bicycle and pedestrian facilities system plan, as documented in SEWRPC Planning Report No. 43, *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010*, December 1994, was adopted as an element of the regional transportation system plan. The bicycle and pedestrian facilities system plan is intended to encourage increased bicycle and pedestrian travel as alternatives to travel by automobile within the Region in a safe and efficient manner. The plan includes a proposed regional bicycle-way system designed to provide connections between urbanized areas and incorporated areas with a population of 5,000 or more located outside of urbanized areas. Map 4 includes the adopted regional bicycle-way system plan as related to the Village of Saukville planning area.

The pedestrian facilities element of the plan recommends that the various units and agencies of government, such as the Village of Saukville, responsible for the pedestrian facilities within the Region adopt and follow policies and guidelines recommended in the plan for the development of those facilities.

In November 1993, the Ozaukee County Board requested that the Regional Planning Commission prepare a plan for improving public transit service within the County. The request was prompted, not only by increasing demands being placed upon the existing specialized transportation services provided within the County to elderly and disabled individuals, but also by the needs of Ozaukee County employers for transit services to help overcome labor shortages and meet the requirements of the Federal Clean Air Act Amendments of 1990 related to reducing employee work trips made in single-occupancy automobiles. The findings and recommendations of the study are documented in SEWRPC Community Assistance Planning Report No. 218, A Transit Service Plan for Ozaukee County: 1996-2000, July 1995. The plan recommends the establishment on a two-year demonstration basis of bidirectional commuter bus service over IH 43 between the central business district of Milwaukee and park-ride lots in Ozaukee County, including the existing lot located south of the Saukville planning area; the establishment of companion shuttle-bus services from park-ride lots to serve employment centers, including the Village of Saukville; the conversion of the existing County specialized services for elderly and disabled persons into a general public, Countywide shared-ride taxicab service similar to the service now being provided by the City of Port Washington; and the continued provision of specialized transportation services to elderly and disabled County residents for trips made outside the County, primarily for medical purposes.

#### **Park and Open Space Plans**

The adopted regional park, outdoor recreation, and related open space plan, as described in SEWRPC Planning Report No. 27, *A Regional Park and Open Space Plan for Southeastern Wisconsin—2000*, November 1977, identifies existing and probable future park and open space needs within the Region and recommends a system of large regional resource-oriented parks, recreational corridors, and smaller urban parks, together with atten-

dant recreational facilities, to meet those needs. That portion of the Regional Plan that applies to Ozaukee County, including the Village of Saukville planning area, was refined and detailed in 1978 and again in 1987 by the Regional Planning Commission in response to requests from the Ozaukee County Board. The currently adopted park and open space plan for the County is documented in SEWRPC Community Assistance Planning Report No. 133, *A Park and Open Space Plan for Ozaukee County*, July 1987. The adopted Ozaukee County park and open space plan as related to the Village of Saukville and environs is shown on Map 5.

The Village of Saukville Comprehensive Outdoor Recreation Plan, prepared by the consulting firm of Foth and Van Dyke, and adopted by the Village in March 1996, identifies specific recommendation regarding the improvement and expansion of the Village of Saukville Park System and the development of a bicycleway and recreational trail system.

#### Water Quality and Related Plans

A regional water quality management plan is intended to provide recommendations to help meet a Congressional mandate that the waters of the United States be made, to the extent practical, "fishable and swimmable." The findings and recommendations of the water quality management planning program for Southeastern Wisconsin are described in SEWRPC Planning Report No. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin-2000, Volume One, Inventory Findings, September 1978; Volume Two, Alternative Plans, February 1979; and Volume Three, Recommended Plan, June 1979. The plan consists of a land use and sanitary sewer service area element, a point water pollution abatement element, a nonpoint water pollution abatement element, a wastewater sludge management element, and a water quality monitoring element. The adopted regional water quality management plan includes recommended sanitary sewer service areas attendant to each recommended sewage treatment facility in the Region. These initially recommended sanitary sewer service areas were based upon the urban land use configuration identified in the regional land use plan for the year 2000. As such, delineation of the areas was necessarily general, and did not reflect more detailed local planning considerations. Accordingly, the plan recommends that each community served by public sanitary sewerage facilities refine and detail sanitary sewer service areas for their area. In response to this recommendation, the Village of Saukville adopted on September 6, 1983, a refined sanitary sewer service plan designating a detailed



#### ADOPTED OZAUKEE COUNTY PARK AND OPEN SPACE PLAN AS RELATED TO THE VILLAGE OF SAUKVILLE PLANNING AREA: 2000

Source: SEWRPC.

#### ADOPTED SANITARY SEWER SERVICE AREA PLAN FOR THE VILLAGE OF SAUKVILLE AND ENVIRONS: 2000



Source: SEWRPC.

sanitary sewer service area tributary to the Village of Saukville Sewage Treatment Plant. This plan is shown on Map 6 and documented in SEWRPC Community Assistance Planning Report No. 90, entitled, *Sanitary Sewer Service Area for the Village of Saukville*, September 1983. In addition to the regional plan elements, there is a subregional plan element which is of importance to the Village of Saukville planning area. This subregional plan is SEWRPC Planning Report No. 13, *A Comprehensive Plan for the Milwaukee River Watershed*, Volume One, *Inventory Findings and Forecasts*, December

1970; and Volume Two, Alternative Plans and Recommended Plan, October 1971. This subregional plan also contains recommendations for floodland management, water pollution abatement, and water supply which pertain to the Saukville planning area. Particularly important for the Village of Saukville is the recommendation to preserve flood water storage areas in the headwater areas of the watershed, in order to avoid major increases in the flood flows and stages of the Milwaukee River through Saukville.

#### **Agricultural Preservation Plans**

In 1982, the Ozaukee County Zoning Committee, acting on behalf of the Ozaukee County Board, requested the Regional Planning Commission to assist the County in preparing a farmland preservation planning program. The findings and recommendations of this program are set forth in SEWRPC Community Assistance Planning Report No. 87, A Farmland Preservation Plan for Ozaukee County Wisconsin, May 1983. The plan is intended to serve as a guide to the preservation of agricultural lands in Ozaukee County. This plan was prepared partly in response to the increasing public concern over the rapid conversion of farmland to urban use and to the requirements of the State "Farmland Preservation Act." The Wisconsin Legislature adopted this Act in 1977 to encourage the preparation of county farmland preservation plans and to provide state income tax credits for the maintenance of farmlands in delineated preservation areas. Ultimately, only those farmers owning lands within delineated prime agricultural areas zoned for exclusive agricultural use, and, in Southeastern Wisconsin, in an area for which a farmland preservation plan has been prepared, as in this case, are eligible for the full state income tax credits provided under the law. The County plan further recommends the protection of environmentally significant areas, and makes recommendations regarding the location and intensity of urban development within the County through the year 2000. The plan also presents recommendations for implementation of the agricultural land preservation plan by local units and agencies of government. Such recommendations are designed to minimize the loss of valuable agricultural lands while providing for the efficient and economical provision of public facilities to areas of urban growth and development.

Concerns about cropland soil erosion led the Ozaukee County Board in 1985 to also request Regional Planning Commission assistance in preparing a plan to control such erosion and to comply with the erosion control planning requirements of Section 92.10 of the Wisconsin Statutes. The resulting plan is documented in SEWRPC Community Assistance Planning Report No. 171, Ozaukee County Agricultural Soil Erosion Control Plan, February 1989. As part of the planning process, agricultural soil erosion control problems were identified and erosion control priority ratings were developed for each U. S. Public Land Survey section in the County, including those sections within the Village of Saukville planning area. The plan describes available soil erosion control practices such as conservation tillage, contouring, terraces, and permanent vegetative cover, and identifies farm conservation planning activities needed to implement the recommended control practices.

#### Village of Saukville Master Plan

A master plan was prepared for the Village of Saukville by Max Anderson Associates of Madison, Wisconsin, and is documented in a report entitled *Master Plan for Saukville, Wisconsin*, 1982. The report presented a summary of pertinent data together with a master plan for the orderly growth and development of the Village to the plan design year 2000. The plan included land use, arterial and collector street, park and recreation, and community facility elements. These various elements are summarized in graphic form on Map 7. The plan was prepared to meet the needs of a resident population of about 15,000 by the year 2000. The plan was adopted by the Village Plan Commission on September 9, 1982.

#### **Triangle Park Study**

In 1986, a redevelopment plan for the Triangle Park area was completed in response to the concerns of declining property values in the Village's downtown district. The plan was prepared by Kubala Washatko Architects Inc., of Cedarburg, Wisconsin, and is set forth in a document entitled, Triangle Park Study, Saukville, Wisconsin, 1986. The study defines strategies for improving the image and further establishing the importance of Triangle Park as a focal point and the businesses and residences associated with it. The study describes existing conditions such as land uses, parking, ownership, buildings, and potential development areas as well as potential streetscape improvements. Such improvement recommendations include the formation of a Business Improvement District; the development of a tree planting program; the removal of overhead electric wires and poles; the upgrading of building exteriors; the provision of additional landscaping in the park as well as adding a roof on the existing bandstand; the development of a bridge gateway as illustrated in architectural sketches; the provision of decorative lights; the organization of a sign approval committee to enforce a sign ordinance; and the



#### THE ADOPTED 1982 MASTER PLAN FOR THE VILLAGE OF SAUKVILLE

Source: Max Anderson Associates.

creation and/or support of a number of festivals that would encourage people to gather at the park.

#### **Stormwater Management Plan**

A stormwater drainage study for the Village of Saukville was completed by RUST Environment & Infrastructure of Milwaukee, Wisconsin. The findings and recommendations of the study are documented in a report entitled *Stormwater Management Plan for the Village of Saukville*, 1994. The stormwater management plan provides recommendations for abating rural and urban nonpoint sources of pollution as well as addressing drainage and flooding problems. The report also anticipates areas where new problems of nonpoint source pollution or increased runoff are likely to occur based on proposals for development within the Village, including a large area proposed for an industrial park. As noted earlier, the findings and recommendations of the plan elements all have important implications for any comprehensive planning effort for the Village of Saukville and environs. Pertinent recommendations from these earlier planning efforts are reflected in the land use plan presented in this document.

### THE COMMUNITY COMPREHENSIVE PLANNING PROCESS

The recommended plan presented in this report was developed through a planning process consisting of the following six steps: 1) a comprehensive inventory of the factors affecting land use development and redevelopment in the Village and environs; 2) a careful analysis of the inventory data; 3) the formulation of land use development objectives, principles, and standards; 4) the identification of anticipated land use and facility needs in the planning area through the year 2010 based, in part, upon the resident population forecasts and the agreed upon development objectives and standards; 5) the development, evaluation and adoption of a recommended land use plan; and 6) the development of recommended plan implementation measures. The comprehensive planning process is diagramed in Figure 1. The active participation of citizens and local officials during the planning process is imperative for the process to succeed. It is also important, as part of the planning process, to reevaluate adopted community plans in light of new information and changing public attitudes and opinions.

#### **Inventory and Analysis**

Reliable planning data are essential for the formulation of workable land use plans. Consequently, inventory becomes the first operational step in the planning process. The crucial nature of factual information in the process should be evident, since no reliable forecasts can be made or alternative courses of action evaluated without knowledge of the current state of the system being planned. Development of the land use plan for the Village of Saukville and environs was based on the existing development pattern; the potential demand for each of the various major land use categories; local land use development potentials and constraints; and the underlying natural resource and public utility base and their ability to support development. The necessary inventory and analyses not only provide data describing the existing conditions, but also provide a basis for identifying existing and potential problems in the planning area, and opportunities for development. The inventory data are also crucial to forecasting community land use and facility needs, and formulating and evaluating a land use plan.

### Formulation of Objectives, Principles, and Standards

An objective is defined as a goal or end toward which the attainment of plans and policies are directed. Planning is a rational process for formulating and attaining objectives. The objectives serve as a guide to the preparation of the land use plan and provide an important basis for the evaluation of the plan. The land use plan should be clearly related to the defined objectives through a set of standards. Objectives may change as new information is developed, as objectives fail to be implemented due to changing public attitudes and values. The formulation of objectives should involve the active participa-

#### Figure 1

THE COMMUNITY LAND USE PLANNING PROCESS





tion of local officials and knowledgeable and concerned citizens. The Village Plan Commission, which includes both key elected and appointed local officials and citizen members, provided active guidance to the technical staffs engaged in the planning process.

### Identification of Community Land Use and Facility Requirements

Although the preparation of forecasts is not planning, a land use plan must, to the extent possible, anticipate future land and facility requirements as a basis for the development of the plan. The future demand for land use will depend primarily upon the size of the future resident population and the nature of future economic activity in the Village. Control of changes in population and employment levels, however, lies largely, although not entirely, outside the scope of government activity at the local level. Therefore, future population and economic activity levels must be forecast. These forecast levels are then used to determine the probable future demand for various types of land uses and facilities. This is not to say that governmental policies at the local level cannot influence the course of urban growth and development, and, consequently, of population and economic activity growth rates.

### Development, Evaluation, and Adoption of a Recommended Plan

Once the probable future demand for a variety of land uses and facilities has been estimated, a land use plan which meets the probable demand can be developed. The plan should be evaluated based upon its ability to attain the agreed upon objectives. The evaluation, refinement and adoption of the recommended land use plan should be undertaken by the Village Plan Commission based on information obtained during all stages of the planning process.

#### **Plan Implementation**

Implementation of the adopted land use plan requires the use of several planning tools of a legal nature. A zoning ordinance and accompanying zoning district map should be used to legally assure that private development

and redevelopment will occur in conformance with the adopted plan. The zoning regulations should govern not only the types of land uses permitted in various parts of the community, but the height and arrangement of buildings on the land and the intensity of the use of land as well. Land division regulations should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the adopted plan with respect to both proposed land uses to be accommodated and with respect to such details as street, block, and lot layout and required infrastructure improvements. An official map should be used to assure that the land required for the streets, parkways, and parks needed to serve the recommended land use pattern is reserved for future public use. Implementation of the plan should also be furthered by the formulation of public policies that promote and ensure plan implementation. A capital improvements program is one particularly effective expression of such policies relating the physical development and redevelopment of the community.

### **SUMMARY**

This chapter has served as an introduction to the Village of Saukville land use plan and planning process. It has cited the Wisconsin laws which authorize the Village to engage in land use planning; described the location of the Village in a broader geographic setting and the community history; indicated that the Southeastern Wisconsin Regional Planning Commission and Ozaukee County have prepared comprehensive, areawide plan elements and land use control ordinances and policies having important implications for any local planning effort; outlined previous local planning efforts; and outlined each of the steps followed in the Village land use planning process.

#### **Chapter II**

# POPULATION, HOUSEHOLD AND EMPLOYMENT INVENTORIES, ANALYSES, AND FORECASTS

This chapter presents information on the characteristics and distribution of the population of the Village of Saukville, on economic activity within the Village, and on changes anticipated in these socioeconomic factors over time. Fully understanding the existing and probable future population, household, and employment levels in the Village will help to ensure that future land use needs in the community are accounted for, and as such, a sound land use plan is prepared.

### **POPULATION CHARACTERISTICS**

#### **Historical Levels**

The historic population levels of Wisconsin, the Southeastern Wisconsin Region, Ozaukee County, and the Village of Saukville are presented in Table 1. As indicated, the Village has experienced steady increases in population since its incorporation in 1915. The most significant growth occurred during the 1970 to 1980 time period when the population of the Village increased from 1,389 in 1970 to 3,494 in 1980, an increase of approximately 152 percent. During this same time period, the County population increased by 23 percent while the regional population remained relatively stable, increasing by less than 1 percent.

Leveling off significantly during the 1980 to 1990 time period, the population of the Village grew by only 201 residents to a 1990 total of 3,695—an increase of less than 6 percent. This compares to approximately 9 percent for the County and less than 3 percent for the Region. Since 1990, the population of the Village appears to have been growing at a much faster rate than during the previous decade, with an estimated increase of 524 residents, or approximately 14 percent, during the 1990 to 1997 time period.

#### **Age Group Distribution**

The respective age group distributions of residents of the Region, Ozaukee County, and the Village of Saukville during the 1970-to-1990 time period are set forth in Table 2 and Figure 2. Shifts in age group distribution may have important implications for planning and public policy formation. Education, health, housing, transportation, and recreation policy decisions should be based, in part, on the evaluation and consideration of anticipated changes within age-groups to determine their future public service and facility needs.

The Village, which experienced a heavy influx of new residents during the 1970 to 1990 time period, also experienced a shift in age group distribution during this time period. The largest percentage shift took place in the 18 to 64 age-group which represented approximately 51 percent of the Village population in 1970, and nearly 61 percent in 1990. The school-age population, that is, residents 17 years of age and younger also experienced a significant shift, representing approximately 43 percent of the Village population in 1970 but only approximately 33 percent in 1990. The 65 and over age group, which represented approximately 6 percent of the population in 1970, experienced a lesser shift, less than one-half of 1 percent, during the 20-year time period.

The redistribution of the Village population within the various age groups does not necessarily indicate a need for policy changes based on these trends. More pertinent to policy determination may be the overall population increases experienced within each age group during the 1970 to 1990 time period. During this time period, residents 17 years of age and under more than doubled from 590 in 1970 to 1,234 in 1990. The 18 to 64 age group increased by nearly 1,300 residents, going from 706 in 1970 to 2,002 in 1980, and the 65 and over age group increased by 126, going from 85 in 1970 to 126 in 1990. While the majority of this growth took place during the 1970 to 1980 time period, current population estimates indicate that continued increases are probable.

### HOUSING CHARACTERISTICS

### Occupancy Type

As shown in Table 3, there was a steady increase in the number of housing units in the Region, Ozaukee County, and the Village of Saukville during the 1970 to 1990 time period. As shown, the rate of increase in the number of housing units exceeded the rate of population increase in each of the areas listed on the table. With the number of

### COMPARISON OF HISTORICAL POPULATION LEVELS FOR THE STATE OF WISCONSIN, THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE VILLAGE OF SAUKVILLE: 1850-1997

	Wisconsin		Southe Wiscons	eastern in Region	Ozaukee	e County	Village of Saukville"		
Year	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	Population	Percent Change from Previous Period	
1850	305,391		113,389		<sup>b</sup>				
1860	775,881	154.1	190,409	67.9	15,682				
1870	1,054,670	35.9	223,546	17.4	15,564	-0.8			
1880	1,315,497	24.4	277,119	24.0	15,461	-0.7			
1890	1,693,330	28.7	386,774	39.6	14,943	-3.4			
1900	2,069,042	22.2	501,808	29.7	16,363	9.5			
1910	2,333,860	12.8	631,161	25.8	17,123	4.6			
1920	2,632,067	12.8	783,681	24.2	16,335	-4.6	330		
1930	2,939,006	11.7	1,006,118	28.4	17,394	6.5	399	20.9	
1940	3,137,587	6.8	1,067,699	6.1	18,985	9.1	431	8.0	
1950	3,434,575	9.5	1,240,618	16.2	23,361	23.0	699	62.2	
1960	3,951,777	15.1	1,573,614	26.8	38,441	64.6	1,038	48.5	
1970	4,417,821	11.8	1,756,083	11.6	54,461	41.7	1,389	33.8	
1980	4,705,642	6.5	1,764,796	0.5	66,981	23.0	3,494	151.5	
1990	4,891,769	4.0	1,810,364	2.6	72,831	8.7	3.695	5.8	
1995 °	5,101,581	4.3	1,879,182	3.8	79,894	9.7	4,124	11.6	
1997 °	5,192,298	1.2	1,899,285	1.1	79,436	-0.6	4,219	2.3	

\*The Village of Saukville was incorporated in 1915.

<sup>b</sup>In 1853, seven towns (Belgium, Cedarburg, Fredonia, Grafton, Mequon, Port Washington, and Saukville) and the Village of Port Washington, then in Washington County and which contained a resident population of 8,281 persons in 1850, were detached from the remainder of Washington County to form Ozaukee County.

°Data are estimates.

Source: U. S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC.

households increasing at a faster rate than the population, household size throughout the Region has steadily decreased. The decline in the number of persons per household can be attributed to an increase in the number of one person households and a decrease in the number of children per family.

Based upon the U. S. Census figures presented in Table 3, the total number of housing units in the Village increased from 445 in 1970 to 1,273 in 1990, an increase of approximately 186 percent. In 1990, approximately 55 percent of the year-round occupied housing units were owner-occupied and approximately 43 percent were renter-occupied. The number of owner-occupied housing units increased from 280 in 1970 to 706 in 1990, an increase of approximately 152 percent. The number of renter-occupied units also increased significantly, from 94 in 1970 to 548 in 1990, an increase of approximately 483 percent. The significant increase in renter-occupied housing is reflective of several factors including more single-person households and smaller families, and to the increasing urbanization of the Village of Saukville area.

There were no vacant "owner-occupied" type housing units—that is, formerly owner-occupied housing units that were vacant and up for sale—in the Village in 1990. The vacancy rate for rental units, however, was approximately 1 percent of the total 554 rental units in the Village in 1990.

Standards contained in SEWRPC Planning Report No. 20, A Regional Housing Plan for Southeastern Wisconsin, suggest that local housing vacancy rates be maintained at a minimum of 4 percent and a maximum of 6 percent for rental units, and at a minimum of 1 percent and a maximum of 2 percent for owner-occupied units over

#### AGE COMPOSITION OF THE POPULATION IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE VILLAGE OF SAUKVILLE: 1970, 1980, AND 1990

Southeastern Wisconsin Region												
	1970°		1980 <sup>b</sup>		19	1990		1970-1980		1980-1990		-1990
Age Group	Number	Percent	Number	Percent	Number	Percent	Change	Percent	Change	Percent	Change	Percent
Under 5	153,243	8.7	128,085	7.2	138,444	7.6	-25,158	-16.4	10,359	8.1	-14,799	-9.7
5 through 17	472,342	26.9	375,653	21.3	338,629	18.7	-96,689	-20.5	-37,024	-9.9	-133,713	-28.3
18 through 64	960,887	54.8	1,065,887	60.4	1,106,820	61.2	105,000	10.9	40,933	3.8	145,933	15.2
65 and Older	169,415	9.6	195,294	11.1	226,471	12.5	25,879	15.3	31,177	16.0	57,056	33.7
All Ages	1,755,887	100.0	1,764,919	100.0	1,810,364	100.0	9,032	0.5	45,445	2.6	54,477	3.1

					Ozauke	e County						
	197	0°	1980		1990		1970-1980		1980-1990		1970-1990	
Age Group	Number	Percent	Number	Percent	Number	Percent	Change	Percent	Change	Percent	Change	Percent
Under 5	5,074	9.3	4,771	7.1	5,323	7.3	-303	-6.0	552	11.6	249	4.9
5 through 17	17,165	31.6	16,174	24.1	14,362	19.7	-991	-5.8	-1,812	-11.2	-2,803	-16.3
18 through 64	28,213	51.8	40,374	60.3	45,086	61.9	12,161	43.1	4,712	11.7	16,873	59.8
65 and Older	3,969	7.3	5,662	8.5	8,060	11.1	1,693	42.7	2,398	42.4	4,091	103.1
All Ages	54,421	100.0	66,981	100.0	72,831	100.0	12,560	23.1	5,850	8.7	18,410	33.8

Village of Saukville												
	1970		1980		1990		1970-1980		1980-1990		1970-1990	
Age Group	Number	Percent	Number	Percent	Number	Percent	Change	Percent	Change	Percent	Change	Percent
Under 5	146	10.5	420	12.0	344	9.3	274	187.7	-76	-18.1	198	135.6
5 through 17	452	32.6	934	26.7	890	24.1	482	106.6	-44	-4.7	438	96.9
18 through 64	706	50.8	2,002	57.3	2,250	60.9	1,296	183.6	248	12.4	1,544	218.7
65 and Older	85	6.1	138	4.0	211	5.7	53	62.4	73	52.9	126	148.2
All Ages	1,389	100.0	3,494	100.0	3,695	100.0	2,105	151.5	201	5.8	2,306	166.0

\*The 1970 regional population of 1,755,887 excludes 196 persons who were added subsequent to the conduct of the 1970 census but were not allocated to the various age group categories.

\*The 1980 regional population of 1,764,919 includes 123 persons who were subtracted subsequent to the conduct of the 1980 census but are included in the various age group categories.

<sup>e</sup>The 1970 county population of 54,42l excludes 40 persons who were added after the conduct of the 1970 census but were not allocated to the various age group categories. Source: U. S. Bureau of the Census and SEWRPC.

a full range of housing types, sizes, and costs. These vacancy rates are desirable to facilitate population mobility and to enable households to exercise choices in the selection of suitable housing. The Village's 1990 vacancy rate for both "owner-occupied" and rental housing units were well below these recommended standards.

#### Housing Types and Building Activity

A windshield survey conducted by Village staff in 1989, along with a analysis of residential building permit activity, determined that there were 1,220 total housing units in the Village as of January 1, 1990. This total was slightly lower than the 1,273 units reported by the U. S. Census for the period ending March 1, 1990. Discrepancies between the local figure and that of the U. S. Census may be attributed to changes which occurred between the time of the local survey and that of the U. S. Census. Of the total determined by the Village, 676 units, or 52 percent, were single-family; 198 units, or 15 percent, were two-family; and 427 units, or 33 percent, were multi-family.

#### Figure 2

#### AGE COMPOSITION AND DISTRIBUTION OF VILLAGE OF SAUKVILLE RESIDENTS: 1970, 1980, AND 1990



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

#### HISTORICAL POPULATION AND HOUSING CHARACTERISTICS OF THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY AND THE VILLAGE OF SAUKVILLE: 1970, 1980, AND 1990

						1	_					
Southeastern Wisconsin Region												
	1970"		19	90°	1990		1970-1980		1980-1990		1970-1990	
Characteristics	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Change	Percent	Change	Percent	Change	Percent
Population Household Group Quarters	1,714,200 41,687	97.6 2.4	1,724,567 40,352	97.7 2.3	1,769,120 41,244	97.7 2.3	10,367 -1,335	0.6 -3.2	44,553 892	2.6 2.2	54,920 -443	3.2 -1.1
Total	1,755,887	100.0	1,764,919	100.0	1,810,364	100.0	9,032	0.5	45,445	2.6	54,447	3.1
Housing Unit Type Owner Occupied Renter Occupied Vacant, for Sale Vacant, for Rent Other Vacant <sup>e</sup>	331,339 205,147 2,379 9,101 18,790	58.5 36.2 0.4 1.6 3.3	389,381 238,574 4,478 11,205 21,335	58.5 35.9 0.7 1.7 3.2	414,049 262,058 3,830 12,615 24,623	57.7 36.6 0.5 1.8 3.4	58,042 33,427 2,099 2,104 2,545	17.5 16.3 88.2 23.1 13.5	24,668 23,484 -648 1,410 3,288	6.3 9.8 -14.5 12.6 15.4	82,710 56,911 1,451 3,514 5,833	25.0 27.7 61.0 38.6 31.0
Total	566,756	100.0	664,973	100.0	717,175	100.0	98,217	17.3	52,202	7.9	150,419	26.5
Persons Per Occupied Housing Unit	3.20		2.75		2.62		-0.45	-14.1	-0.13	-4.7	-0.58	-18.1

Ozaukee County													
	19	70°	19	80	19	1990		1970-1980		1980-1990		1970-1990	
Characteristics	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Change	Percent	Change	Percent	Change	Percent	
Population Household Group Quarters	53,951 470	99.1 0.9	66,211 770	98.9 1.1	71,732 1,099	98.5 1.5	12,260 300	22.7 63.8	5,521 329	8.3 42.7	17,781 629	33.0 133.8	
Total	54,421	100.0	66,981	100.0	72,831	100.0	12,560	23.1	5,850	8.7	18,410	33.8	
Housing Unit Type Owner Occupied Renter Occupied Vacant, for Sale Other Vacant <sup>e</sup>	11,621 3,132 134 126 326	75.8 20.4 0.9 0.8 2.1	16, 164 5,599 234 172 351	71.8 24.9 1.0 0.8 1.5	19,128 6,579 140 170 465	72.2 24.9 0.5 0.6 1.8	4,543 2,467 100 46 25	39.1 78.8 74.6 36.5 7.7	2,964 980 -94 -2 114	18.3 17.5 -40.2 -1.2 32.5	7,507 3,447 6 44 139	64.6 110.1 4.5 34.9 42.6	
Total	15,339	100.0	22,520	100.0	26,482	100.0	7,181	46.8	3,962	17.6	11,143	72.6	
Persons Per Occupied Housing Unit	3.66		3.04		2.79		-0.62	-16.9	-0.25	-8.2	-0.87	-23.8	

					Village o	f Saukville						
	19	70	19	80	1990		1970-1980		1980-1990		1970-1990	
Characteristics	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Change	Percent	Change	Percent	Change	Percent
Population Household Group Quarters	1,389 0	100.0 0.0	3,494 0	100.0 0.0	3,695 0	100.0 0.0	2,105 0	151.5 	201	5.8 	2,306 0	166.0
Total	1,389	100.0	3,494	100.0	3,695	100.0	2,105	151.5	210	5.8	2,306	166.0
Housing Unit Type Owner Occupied Renter Occupied Vacant, for Sale Other Vacant <sup>e</sup> Total	280 94 48 16 7 445	62.9 21.1 10.8 3.6 1.6 100.0	619 462 6 23 9 1,119	55.3 41.3 0.5 2.1 0.8 100.0	706 548 0 6 13 1,273	55.5 43.0 0.0 0.5 1.0 100.0	339 368 -42 7 2 674	121.1 391.5 -87.5 43.8 28.6 151.5	87 86 -6 -17 4 154	14.1 18.6  -73.9 44.4 13.8	446 454 -48 -10 6 828	152.1 483.0 -100.0 -62.5 85.7 186.1
Persons Per Occupied Housing Unit	3.71		3.23		2.95		-0.48	-12.9	-0.28	-8.7	-0.76	-20.5

\*The 1970 regional population of 1,755,887 excludes 196 persons who were added subsequent to the 1970 census but were not allocated to the total number of persons in households or group quarters.

<sup>b</sup>The 1980 regional population of 1,764,919 includes 123 persons who were subtracted subsequent to the1980 census but are included in the total number of persons in households or group quarters.

<sup>c</sup>Includes migratory and seasonal housing units.

<sup>d</sup>The 1970 County population of 54,421 excludes 40 persons who were added subsequent to the 1970 census but were not allocated to the total number of persons in households or group quarters.

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

RESIDENTIAL BUILDING PERMITS ISSUED IN THE VILLAGE OF SAUKVILLE: 1980-1997

			and the second sec	
	Single- Family	Two- Family	Multi- Family	Total
	Housing	Housing	Housing	Housing
Year	Units	Units	Units	Units
	01110	0		0
1980	1	4	0	5
1981	· 0	0	44	44
1982	1	0	0	1
1983	3	4	0	7
1984	3	4	0	7
1985	3	6	0	9
1986	4	2	16	22
1987	6	. 0	· · · 0	6
1988	5	.0	0	5
1989	9	6	0	15
1990	4	2	76	82
1991	11	0	0	11
1992	24	6	0	30
1993	17	2	0	19
1994	22	8	.0	30
1995	21	4	16	41
1996	18	10	14	42
1997	25	0	0	25
Total	177	58	166	401

Source: U. S. Bureau of the Census, Allied Construction Employers' Association, and SEWRPC.

Table 4 provides a summary of residential building permit issued in the Village from 1980 through 1997. During this period, permits for 401 housing units were issued, of which 177 were for single-family units; 58 were for two-family units; and 166 were for multi-family units. As of December, 1997, the Village had 1,529 total housing units. Of this total, 814 units, or 53 percent were single-family; 228 units, or 15 percent were two-family; and 487 units, or 32 percent were multi-family.

#### **Housing Costs**

Table 5 provides the monthly owner costs, including debt costs, of selected owner-occupied, mortgaged, housing units in the Southeastern Wisconsin Region, Ozaukee County, and the Village of Saukville. As shown, the 1990 median monthly mortgage housing cost in the Village and the Region were the same—\$764. This was significantly lower than the County, which had a median cost of \$913. The average monthly mortgage housing cost in the Village, \$771, was less than that in the County and Region, which had average costs of \$1,036, and \$840, respectively.

Table 6 shows the 1990 monthly gross rent of renteroccupied housing units in the Southeastern Wisconsin Region, Ozaukee County, and the Village of Saukville. As

#### Table 5

#### NUMBER OF HOUSING UNITS OF OWNER-OCCUPIED MORTGAGED HOUSING BY MONTHLY OWNER COSTS\* IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE VILLAGE OF SAUKVILLE: 1990

		1. A.		· · · · ·		
	Southe Wisconsi	eastern n Region	Ozaukee	County	Village of Saukville	
Actual Monthly Owner Costs with Mortgage	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$300	2,788 9,220 18,936 27,594 32,750 32,393 26,738 21,348 28,724 11,211 8,104	1.3 4.1 8.5 12.3 14.6 14.5 11.9 9.5 12.8 5.0 3.6	68 234 467 778 1,387 1,466 1,343 1,340 1,968 1,085 1,105	0.6 2.0 3.9 6.6 11.7 12.4 11.3 11.3 16.6 9.2 9.3	7 2 13 44 102 142 95 47 67 0 0	1.3 0.4 2.5 8.5 19.7 27.4 18.3 9.1 12.9 0.0 0.0
\$2,000 or more	4,159	1.9	602	5.1	0	0.0
Total	223,965	100.0	11,843	100.0	519	100.0
Median Costs	\$764		\$913		\$764	••
Average Costs	\$840		\$1,036	and the state of t	\$771	

\*Monthly owner costs include monthly payments for real estate taxes, fire and hazard insurance, utilities, fuels and mortgage.

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

NUMBER OF HOUSING UNITS BY MONTHLY CONTRACT RENT FOR RENTER-OCCUPIED HOUSING IN
THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE VILLAGE OF SAUKVILLE: 1990

	Southeastern Wisconsin Region		Ozaukee	e County	Village of Saukville		
Actual Monthly Contract Rent	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	
Less than \$100 \$100 to \$149 \$150 to \$199 \$200 to \$249 \$250 to \$299 \$300 to \$349 \$350 to \$399 \$400 to \$449 \$450 to \$499	4,690 10,372 10,782 17,776 30,695 36,808 39,954 32,217 24 161	1.8 4.0 4.2 6.9 11.9 14.3 15.5 12.5 9.4	81 130 156 245 362 632 822 1,008 616	1.3 2.1 2.5 3.9 5.7 10.0 13.0 15.9 9.7	31 15 26 26 36 83 103 119 25	5.7 2.8 4.8 4.8 6.6 15.2 18.9 21.8 6 4	
\$500 to \$549 \$550 to \$599 \$600 to \$649 \$650 to \$699 \$700 to \$749 \$750 to \$999 \$1,000 or more No Cash Rent	15,432 10,676 7,084 4,152 2,448 4,117 1,220 5,542	6.0 4.1 2.7 1.6 0.9 1.6 0.5 2.1	661 683 394 106 90 101 32 205	10.5 10.8 6.2 1.7 1.4 1.6 0.5 3.2	34 18 6 1 1 1 2 8	6.2 3.3 1.1 0.2 0.2 0.2 0.4 1.5	
Total	258,126	100.0	6,324	100.0	545	100.0	
Median Rent	\$372		\$431		\$375	<b>*</b> *	
Average Rent	\$381	· • •	\$439		\$362		

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

shown, the median monthly rent paid in the Village was \$375, similar to that for the Region, \$372 but less than that for the County, \$431. The average monthly rent paid in the Village was \$362, less than that in the County and Region, which had average rents of \$439, and \$381, respectively.

### **ECONOMIC CHARACTERISTICS**

#### **Household Income**

Table 7 indicates 1989 household income for the Southeastern Wisconsin Region, Ozaukee County, and the Village of Saukville by income ranges, together with the median and average income levels for each area. In 1989, the median household income in the Village, \$34,461, was higher than that for the Region, \$32,146, but lower than that for the County, \$42,695. The average household income in the Village, \$34,997, was lower than that for the County and the Region, \$54,348 and \$38,541, respectively. While median incomes tend to reflect the most common level of income in a community, average incomes tend to be skewed higher or lower based upon a relatively small percentage of household incomes that may be very low or very high. The similarity between the median and average income reported in the Village would indicate that income levels are very similar among most residents of the Village.

### **Resident Occupations**

Table 8 provides information on the employed population 16 years of age and older by occupation for the Southeastern Wisconsin Region, Ozaukee County, and the Village of Saukville. In 1990, 2,002 persons, or approximately 54 percent of the population of the Village were

#### HOUSEHOLD INCOME IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE VILLAGE OF SAUKVILLE: 1989

				· · · · · · · · · · · · · · · · · · ·			
	Southe	astern	с. Х				
	Wisconsin Region		Ozaukee	County	Village of Saukville		
	Number of Percent		Number of Percent		Number of	Percent	
Income Range	Households	of Total	Households	of Total	Households	of Total	
Less than \$5,000	24,879	3.7	328	1.3	30	2.4	
\$5,000 to \$9,999	63,191	9.3	1,053	4.1	35	2.8	
\$10,000 to \$12,499	29,465	4.4	640	2.5	81	6.4	
\$12,500 to \$14,999	26,147	3.9	666	2.6	60	4.8	
\$15,000 to \$17,499	29,003	4.3	814	3.2	41	3.3	
\$17,500 to \$19,999	27,707	4.1	760	3.0	55	4.4	
\$20,000 to \$22,499	30,503	4.5	866	3.4	61	4.8	
\$22,500 to \$24,999	26,473	3.9	731	2.8	44	3.5	
\$25,000 to \$27,499	30,020	4.4	947	3.7	63	5.0	
\$27,500 to \$29,999	24,880	3.7	901	3.5	35	2.8	
\$30,000 to \$32,499	30,327	4.5	1,035	4.0	85	6.7	
\$32,500 to \$34,999	24,118	3.6	847	3.3	51	4.0	
\$35,000 to \$37,499	27,610	4.1	1,170	4.6	80	6.3	
\$37,500 to \$39,999	23,380	3.5	889	3.5	76	6.0	
\$40,000 to \$42,499	27,513	4.1	1,129	4.4	67	5.3	
\$42,500 to \$44,999	21,174	3.1	942	3.7	49	3.9	
\$45,000 to \$47,499	22,261	3.3	900	3.5	59	4.7	
\$47,500 to \$49,999	18,646	2.8	743	2.9	31	2.5	
\$50,000 to \$54,999	34,933	5.2	1,671	6.5	95	7.5	
\$55,000 to \$59,999	26,800	4.0	1,219	4.7	61	4.8	
\$60,000 to \$74,999	52,685	7.8	2,830	11.0	49	3.9	
\$75,000 to \$99,999	31,826	4.7	2,179	8.5	49	3.9	
\$100,000 to \$124,999	10,308	1.5	875	3.4	0	0.0	
\$125,000 to \$149,999	4,901	0.6	418	1.6	3	0.2	
\$150,000 or more	8,653	1.3	1,146	4.5	0	0.0	
Total	676,593	100.0	25,699	100.0	1,260	100.0	
Median Income	\$32,146		\$42,695	1	\$34,461		
Average Income	\$38,541		\$54,348		\$34,997		

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

in the employed labor force. Managerial and professional specialty workers; and technical, sales, and administrative support workers represented approximately 45 percent of the employed population of the Village. Service, farming, forestry, and fishing workers; precision production, craft, and repair workers; and operators, fabricators, and laborers represented approximately 55 percent of the employed population of the Village.

#### Place of Work

Table 9 indicates the general place of work of the employed population 16 years and older living in Ozaukee County and in the Village of Saukville in 1990. As shown, 1,306 residents of the Village, or approximately 65 percent of the Village's employed labor force, worked in Ozaukee County. The remaining 35 percent, or 696 workers, were employed outside Ozaukee County.

#### EMPLOYED PERSONS 16 YEARS OF AGE AND OLDER BY OCCUPATION IN THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE VILLAGE OF SAUKVILLE: 1990

		-				
	Southeastern Wisconsin Region		Ozaukee	County	Village of Saukville	
		Percent		Percent		Percent
Occupation	Number	of Total	Number	of Total	Number	of Total
Managerial and Professional Specialty			-			
Executive, Administrative, Managerial	103,680	11.7	6,211	15.9	149	7.4
Professional Specialty	122,673	13.9	6,046	15.5	139	6.9
Technical, Sales, and Administrative Support		· · · ·				
Technicians and Related Support	31,301	3.5	1,131	2.9	56	2.8
Sales	103,033	11.7	5,100	13.0	252	12.6
Administrative Support, including Clerical	150,205	17.0	5,682	14.5	304	15.2
Service Occupations						
Private Households	1,728	0.2	128	0.3	4	0.2
Protective Service	12,724	1.4	278	0.7	17	0.9
Service, Except Protective and Household	98,458	11.2	3,696	9.4	234	11.7
Farming, Forestry, and Fishing	9,288	1.1	661	1.7	25	1.2
Precision Production, Craft and Repair	103,690	11.7	4,898	12.5	345	17.2
Operators, Fabricators, and Laborers						
Machine Operators, Assemblers, Inspectors	80,106	9.1	3,308	8.5	344	17.2
Transportation and Material Moving	32,522	3.7	767	2.0	38	1.9
Handlers, Equipment Cleaners, Helpers, Laborers	33,278	3.8	1,194	3.1	95	4.8
Total	882,716	100.0	39,100	100.0	2,002	100.0

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

Approximately 295 residents of the Village, or approximately 15 percent of the employed labor force, worked in the Village. The remaining 85 percent, or 1,707 workers, were employed outside the Village.

### POPULATION, HOUSEHOLD, AND EMPLOYMENT FORECASTS

The population, household and employment forecasts chosen as the basis for preparation of the Village land use plan are based upon a thorough review of the historical data presented earlier in this chapter, as well as a review of forecast data relative to the Village that were used in preparation of the 2010 regional land use plan. Other local issues such as development constraints, market forces, and local desires were also taken into consideration in identifying probable future population, household and employment levels.

#### **Alternative Regional Forecast Data**

The Southeastern Wisconsin Regional Planning Commission prepared a range of alternative 2010 population, household and employment levels for all communities within the seven-county Southeastern Wisconsin region in developing the 2010 Regional Land Use Plan. Three alternative future scenarios were developed<sup>1</sup>. Two scenarios, the low-growth scenario and the high-growth scenario, were intended to identify reasonable extremes for growth in the Region. An intermediate-growth scenario was also developed, providing a probable future between the low-growth and high-growth extremes. The intermediate-growth scenario, under a centralized development pattern, was chosen as the basis for which the regional land use plan was prepared.

The alternative 2010 population, household and employment forecasts envisioned for the Region, Ozaukee County, and the Village of Saukville are shown in

<sup>&</sup>lt;sup>1</sup>For a detailed description of the methodology used to develop the alternative futures, see SEWRPC Technical Report No. 25, Alternative Futures for Southeastern Wisconsin; Technical Report No. 11 (2nd Edition), The Population of Southeastern Wisconsin; and Technical Report No. 10 (2nd Edition), The Economy of Southeastern Wisconsin.

#### PLACE OF WORK OF WORKERS 16 YEARS OF AGE AND OLDER LIVING IN OZAUKEE COUNTY AND THE VILLAGE OF SAUKVILLE: 1990

	Ozaukee	County	Village of	Saukville
Place of Work	Number of Workers	Percent of Total	Number of Workers	Percent of Total
Ozaukee County Village of Saukville Remainder of Ozaukee County	n.a. 19,592	n.a. 50.1	295 1,011	14.7 50.5
Subtotal	19,592	50.1	1,306	65.2
Milwaukee County City of Milwaukee City of Glendale City of West Allis City of Wauwatosa Remainder of Milwaukee County Subtotal	9,887 1,346 412 599 2,498 14,742	25.3 3.4 1.1 1.5 6.4 37.7	310 71 11 13 64 469	15.5 3.5 0.6 0.7 3.2 23.4
Washington County City of West Bend Remainder of Washington County Subtotal	424 592 1,016	1.1 1.5 2.6	60 17 77	3.0 0.8 3.8
Waukesha County City of Brookfield City of Waukesha Remainder of Waukesha County Subtotal	491 404 1,230 2,125	1.3 1.0 3.1 5.4	34 9 57 100	1.7 0.5 2.8 5.0
Worked Elsewhere	1.626	4.2	50	2.5
Total	39,100	100.0	2,002	100.0

"n.a." - information not available.

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

Table 10. As shown, the population of the Village was expected to range from approximately 3,230 residents under a low-growth scenario to approximately 8,590 residents under a high-growth scenario. Households were expected to range from approximately 1,230 under a low-growth scenario. The number of jobs in the Village was expected to range from approximately 1,370 under a low-growth scenario to approximately 1,370 under a low-growth scenario to approximately 2,700 under a high-growth scenario.

#### **Selected Forecasts**

The Village Plan Commission, after reviewing the historical and alternative forecast data, determined that 2010 population, household, and employment levels in the Village were likely to be determined by the local market

demand for housing, the finite amount of developable land available for various land uses in the Village; and development objectives of the Village with regard to specific land uses. As such, the Plan Commission chose historical residential building permit trends as the guide for which future household and population levels in the Village would be determined. Based upon a review of the historical permit data, the Plan Commission determined that an average annual increase of approximately 24 new residential dwelling units per year in the Village was the most likely residential development scenario through the year 2010. This would result in an increase of approximately 312 additional dwelling units between 1998 and 2010, or approximately 1,841 total dwelling units in the Village by 2010. As a result of this increase in dwelling units, the population of the Village may be expected to reach

### ALTERNATIVE POPULATION, HOUSEHOLD AND EMPLOYMENT FORECASTS FOR THE SOUTHEASTERN WISCONSIN REGION, OZAUKEE COUNTY, AND THE VILLAGE OF SAUKVILLE: 2010

				Alternative Future Scenarios: 2010			
Area	1970	1980	1990	Low-Growth	Intermediate- Growth Centralizedª	High-Growth	
Region Population Households Employment	1,756,083 536,486 753,700	1,764,796 627,955 884,200	1,810,364 676,107 990,300	1,517,100 692,740 870,900	1,911,000 774,300 1,095,000	2,316,100 846,400 1,251,600	
Ozaukee County Population Households Employment	54,461 14,753 19,800	66,981 21,763 25,600	72,831 25,707 32,200	67,600 2,889 35,800	79,800 30,500 38,700	151,300 37,000 56,800	
Village of Saukville Population Households Employment	1,390 374 350	3,490 1,081 670	3,695 1,254 940	3,230 1,228 1,370	4,250 1,460 1,800	8,590 2,668 2,700	

\*The intermediate-growth centralized scenario represents the adopted regional land use plan.

Source: U. S. Bureau of the Census, U. S. Bureau of Economic Analysis, and SEWRPC.

approximately 5,430 by the year 2010 based upon 1,841 total dwelling units with an average of 2.95 person per household.

No forecast employment levels were chosen by the Plan Commission. Anticipated acreage needs associated with probable future commercial and industrial land uses in the Village would be based upon acreage identified for such uses during the current, as well as previous, planning efforts in the Village.

The selected population and household forecasts, while exceeding the intermediate-growth centralized forecast scenario chosen to guide regional development under the adopted 2010 Regional Land Use Plan, are within the range of reasonable extremes established as part of the regional planning program.

Chapter VII of this report, titled "Anticipated Urban Land Uses, Transportation System Improvements, and Community Facilities," applies the selected population and housing forecasts to specific development standards to determine the anticipated acreage needs of single-family residential, government and institutional, and public outdoor recreation land uses in the Village through 2010. In the case of two- and multi-family residential, commercial, and industrial land uses, anticipated acreage needs are based upon current and previous planning efforts in the Village that identified areas for such uses.

### **SUMMARY**

This chapter described the historic and projected population, household and employment data affecting the development of a land use plan for the Village. Of significance to the preparation of the plan is the following:

1. The Village experienced steady increases in population since its incorporation in 1915. The most significant growth occurred during the 1970 to 1980 time period when the population of the Village increased from 1,389 in 1970 to 3,494 in 1980, an increase of approximately 152 percent. The growth rate slowed considerably during the 1980 to 1990 time period, with the population of the Village increasing by only 201 residents to a 1990 total of 3,695. From 1990 to 1997, the population of the Village grew at a much faster rate than during the previous decade, with an estimated increase of 524 residents, or approximately 14 percent.

- During the 1970 to 1990 time period, the number of Village residents 17 years of age and under more than doubled from 590 in 1970 to 1,234 in 1990. The 18 to 64 age group increased by nearly 1,300 residents, going from 706 in 1970 to 2,002 in 1980, and the 65 and over age group increased by 126, going from 85 in 1970 to 126 in 1990.
- 3. A windshield survey conducted by Village staff in 1989, along with an analysis of residential building permit activity, determined that there were 1,220 total housing units in the Village as of January 1, 1990. Of this total, 676 units, or 52 percent, were single-family; 198 units, or 15 percent, were two-family; and 427 units, or 33 percent, were multi-family.
- 4. As of 1990, 1,306 residents of the Village, or approximately 65 percent of the Village's employed labor force, worked in Ozaukee County. The remaining 35 percent, or 696 workers, were employed outside Ozaukee County. Approximately 295 residents of the Village, or approximately

15 percent of the employed labor force, worked in the Village. The remaining 85 percent, or 1,707 workers, were employed outside the Village.

- 5. Based upon a review of the historic building permit data, the Plan Commission determined that an average annual increase of approximately 24 new residential dwelling units per year in the Village was the likely growth scenario through the year 2010. This would result in an increase of approximately 312 additional dwelling units between 1998 and 2010, or approximately 1,841 total dwelling units in the Village by 2010. As a result of this increase in dwelling units, the population of the Village may be expected to reach approximately 5,430 by the year 2010 based upon 1,841 total dwelling units with an average of 2.95 persons per household.
- 6. No forecast employment levels were chosen by the Plan Commission. Anticipated acreage needs associated with probable future commercial and industrial land uses in the Village would be based upon areas identified for such uses during the current, as well as previous, planning efforts in the Village.

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# NATURAL RESOURCE BASE INVENTORY AND ANALYSIS

The conservation and wise use of the natural resource base is vital to the physical, social, and economic development of any area and to the continued ability of the area to provide a pleasant and habitable environment for life. Given the anticipated population and employment growth envisioned for the Saukville planning area, land use development may be expected to subject the natural resource base of the area to substantial deterioration and destruction in the absence of sound planning and plan implementation. Consequently, a sound development plan for the planning area should identify areas with concentrations of natural resources deserving of protection from intensive urban development for ecological reasons and also areas having natural resource characteristics which may impose severe limitations on urban development.

For the purpose of this planning program, the principal elements of the natural resource base requiring consideration in the land use planning process were identified as: 1) soils and topographic characteristics; 2) water resources, including rivers, streams, and associated floodlands and wetlands; 3) woodlands; 4) wildlife habitat areas; and 5) prairies. Elements closely related to the natural resource base and considered in the planning process include park and open space sites, scenic viewpoints, and natural areas.

Areas of the landscape containing concentrations of high value elements of the natural resource base have been identified and termed "environmental corridors" by the Regional Planning Commission. The environmental corridors presented herein encompass those areas of Southeastern Wisconsin in which concentrations of recreational, aesthetic, ecological, and cultural resources occur, and which, therefore, should be preserved and protected in an essentially open, natural state.

Without a proper understanding of the significance of the natural resource base, human alteration of the natural environment proceeds at the risk of excessive costs in terms of both monetary expenditures and environmental degradation. The natural resource base is highly vulnerable to misuse through improper land use development. Such misuse may lead to severe environmental problems, which are difficult and costly to correct, and to the deterioration and destruction of the natural resource base itself. Selection of the most desirable urban development pattern must be based in part upon a careful assessment of the effect of such development upon the natural resource base. The following discussion summarizes the inventory findings in this respect.

# SOILS AND TOPOGRAPHY

#### Soils

Soil properties exert a strong influence on the manner in which people use land. Soils are an irreplaceable resource, and mounting pressures upon land are constantly making this resource more and more valuable. A need exists, therefore, in any planning effort to examine not only how land and soils are presently used, but also how they can best be used and managed for future use. This requires a detailed soil survey which maps the geographic locations of various types of soils; identifies their physical, chemical, and biological properties; and interprets these properties for land use and public facilities planning. A soil survey of the Southeastern Wisconsin Region was completed in 1965 by the U.S. Department of Agriculture, Soil Conservation Service-recently renamed the U.S. Natural Resources Conservation Service-under contract to the Regional Planning Commission. The findings of the survey are set forth in SEWRPC Planning Report No. 8, Soils of Southeastern Wisconsin, June 1966; and in five county reports subsequently published by the Soil Conservation Service. Soil survey information for the Village of Saukville planning area is included in the Soil Survey of Ozaukee County, published in September 1970.

The information on soils is of particular importance to the preparation of a land use plan for the Saukville area, because it is essential for the proper analysis of existing land use patterns, alternative plan design and evaluation, and plan selection. Among the more important land uses influenced by soil properties are residential development with public sanitary sewer service and residential development using onsite sewage disposal systems. The most significant soil properties relating to domestic sewage disposal are depth to bedrock, depth to the water table, permeability, presence of coarse textured sand and gravel, flooding hazard, and slope. Interpretive maps showing the limitations of the soils in the planning area for selected uses were prepared for use in the planning effort.

## Soil Suitability for Onsite Sewage Disposal Systems

At the time that the regional soil survey was conducted in 1965, disposal of domestic sewage was primarily based on use of the conventional septic tank system. Since that time, alternative onsite sewage disposal systems have been designed, field tested, and, in some cases, approved by regulatory agencies for use under more limiting soil conditions than those for which conventional systems would be acceptable. Chapter COMM 83 of the Wisconsin Administrative Code, which governs the siting and design of onsite sewage disposal systems, was also adopted subsequent to the completion of the detailed regional soil survey.

As part of the year 2010 regional land use planning effort, the Regional Planning Commission reviewed and, as necessary, revised the soil interpretations developed under the 1965 soil survey to reflect current technology and regulatory practice. Soil classifications were developed to reflect suitability for conventional onsite sewage disposal systems and the most common alternative onsite sewage disposal system—the mound system—in accordance with the soil and site specifications were based on soil characteristics as indicated in the detailed soil surveys as well as the actual field experience of County and State technicians responsible for overseeing the location and design of such systems.

Maps 8 and 9 show the suitability of soils in the planning area for onsite sewage disposal systems based on State requirements. Specifically, Map 8 shows the suitability of soils in the planning area for conventional onsite systems: while Map 9 shows the suitability of soils in the planning area for mound systems. Areas shown as "suitable" on Maps 8 and 9 depict areas covered by soils that have a high probability of meeting State requirements for onsite systems. Areas shown as "unsuitable" depict areas covered by soils that have a high probability of not meeting these requirements. Areas shown as "undetermined" include soils that span the range from unsuitable to suitable for characteristics that affect the operation of onsite systems, so that no classification can be assigned. For example, such soils may exhibit a wide range of slopes or a wide range of percolation rates. Areas shown as "unclassified" are disturbed areas, such as quarries and gravel pits, for which no interpretive data are available.

Map 8 indicates that about 10.2 square miles, or about 63 percent of the planning area, are covered by soils that are unsuitable for the use of conventional onsite sewage disposal systems. These soils are located throughout the planning area, but primarily in association with rivers, streams, floodlands, wetlands, and other low-lying areas. Areas covered by soils suitable for conventional onsite systems, also shown on Map 8, encompass about 1.5 square miles, or about 9 percent of the planning area. Suitable areas include much of the developed portion of the Village and upland areas in the remainder of the planning area. About 4.2 square miles, or about 26 percent of the planning area, are covered by soils whose suitability or unsuitability for conventional onsite systems cannot be determined without onsite investigation. About 0.4 square mile, or about 2 percent of the planning area, is covered either by surface water or by soils that have not been classified.

The technology and practices of onsite sewage disposal continue to change rapidly. As previously noted, mound sewage disposal systems have been, in some cases, approved for use under more limiting soil conditions than those for conventional systems. For example, mound systems may be feasible in areas with shallow bedrock or high water tables which would preclude the use of conventional systems. These alternative systems include shallow in-ground, at-grade, and mound soil absorption systems. Mound systems are similar to conventional septic tank systems in that they consist of a septic tank and a soil absorption field; however, mound systems are constructed above the surface of the ground and covered with soil, while conventional systems are located beneath the surface of the ground. In addition, a conventional septic tank system distributes sewage through the absorption field by gravity, while a mound system uses a pump to flood the absorption field two or three times per day. Shallow in-ground systems or at-grade systems distribute sewage by either gravity or pressure, with dosing pump systems preferred.

The general pattern of soil suitability for mound sewage disposal systems is shown on Map 9. Approximately 6.6 square miles, or about 40 percent of the planning area, are covered by soils unsuitable for mound sewage disposal systems; as compared to about 63 percent of the planning area covered by soils unsuitable for conventional systems. Soils shown on Map 9 as suitable for mound disposal systems encompass approximately 5.9 square miles, or about 36 percent of the planning area, while only 9 percent of the planning area is classified as suitable for conventional systems. About 3.5 square miles acres, or about

#### SUITABILITY OF SOILS FOR CONVENTIONAL ONSITE SEWAGE DISPOSAL SYSTEMS IN THE VILLAGE OF SAUKVILLE PLANNING AREA



Source: Wisconsin Department of Commerce, U. S. Natural Resources Conservation Service, and SEWRPC.

# SUITABILITY OF SOILS FOR MOUND SEWAGE DISPOSAL SYSTEMS IN THE VILLAGE OF SAUKVILLE PLANNING AREA



Source: Wisconsin Department of Commerce, U. S. Natural Resources Conservation Service, and SEWRPC.

22 percent of the planning area, are covered by soils whose suitability or unsuitability for mound systems cannot be determined without onsite investigation. The remaining 0.4 square mile, or about 2 percent of the planning area, is covered either by surface water or by soils that have not been classified.

It should be recognized that Maps 8 and 9 are intended to illustrate the overall pattern of soil suitability for onsite systems. Detailed site investigations based on the requirements of Chapter COMM 83 are necessary to determine if the soils on a specific tract of land are suitable for development with onsite sewage disposal systems. In general, areas covered by soils that are unsuitable for both conventional and mound systems should not be considered for urban development unless public sanitary sewers are provided.

## Soil Suitability for Residential Development Using Public Sanitary Sewerage Services

Map 10 shows the areas covered by soils having severe limitations for residential development served by public sanitary sewerage facilities. Severe limitations are due to such soil properties as high water table, slow permeability rates, erosive slopes, low bearing capacity, high shrink-swell potential, and frost heave potential. These soils are found throughout the planning area, but primarily in steeply sloped areas and in association with rivers, streams, floodlands, wetlands, and other low-lying areas. The development of these areas for residential uses requires particularly careful planning and above average design and management to overcome the limitations, and such development may be expected to be more costly and difficult than development in areas with more suitable soils.

Map 10 indicates that about 5.5 square miles, or about 34 percent of the planning area, are covered by soils that have severe limitations for residential development served by public sanitary sewerage facilities. About 0.4 square mile, or about 2 percent of the planning area, is covered by surface water or soils that have not been classified. The remaining area, encompassing about 10.4 square miles, or about 64 percent of the planning area, has soils with slight or moderate limitations for such development.

# Soils Well Suited for Agricultural Use

Prime agricultural lands have been identified by the Regional Planning Commission as those lands which are well suited for agricultural use and which meet specific criteria regarding agricultural soil capabilities and farm size. These criteria include: 1) the farm unit must be at least 35 acres in size; 2) at least 50 percent of the farm unit must be covered by soils which meet U. S. Natural Resources Conservation Service standards for prime farmland or farmland of statewide importance; and 3) the farm unit should be located in a block of farmland at least 100 acres in size. The areas that meet these criteria within the Village of Saukville planning area in 1990 are located throughout the planning area (see Map 11). In 1990, prime farmlands totaled about 6.7 square miles, or about 41 percent of all lands in the planning area.

The rapid conversion of farmland to urban use has become a matter of increasing public concern. Partly in response to this concern, the Wisconsin Legislature in 1977 adopted a law commonly known as the "Farmland Preservation Act." The act is designed to encourage the preparation of county farmland preservation plans and to provide State income tax credits for the maintenance of farmlands in delineated preservation areas. Under the act, owners of farmland zoned for exclusive agricultural use become eligible for the full State income tax credits provided under the law. This legislation has resulted in a broad interest in farmland preservation planning. A farmland preservation plan has been prepared for Ozaukee County and is documented in SEWRPC Community Assistance Planning Report No. 87, A Farmland Preservation Plan for Ozaukee County, Wisconsin, May 1983.

#### Topography

The topography, or relative elevation of the land surface, within the Village of Saukville planning area has been determined by the configuration of the bedrock geology and by the overlying glacial deposits. In general, the topography of the planning area is relatively level to gently rolling, with low-lying areas associated with the perennial river and stream valleys or wetland areas.

Slope is an important determinant of land uses practicable on a given parcel of land. Lands with steep slopes are generally poorly suited for urban development as well as for most agricultural purposes and should, therefore, be maintained in natural cover for erosion control. Lands with less severe slopes may be suitable for certain agricultural uses, such as pasture, and for certain urban uses, such as carefully designed rural-density residential areas. Lands which are gently sloping or nearly level are best suited to agricultural production and to medium- and high-density residential, commercial, or industrial uses. It should also be noted that slope is directly related to water runoff and erosion hazards and, therefore, the type and extent of both urban and rural land uses should be carefully adjusted to



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# SUITABILITY OF SOILS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE IN THE VILLAGE OF SAUKVILLE PLANNING AREA



#### PRIME AGRICULTURAL LANDS IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1990





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the slope of the land. In general, slopes of 12 percent or more should be considered unsuitable for urban development and most types of agricultural land uses and, therefore, should be maintained in essentially natural, open uses. Urban development, if allowed on such slopes, would require careful planning and above average site-specific design and management. As shown on Map 12, areas with slopes of 12 percent or more occupy about 0.9 square mile, or about 5 percent of the planning area.

# WATER RESOURCES

#### Watershed, Subwatersheds, and Subbasins

The surface drainage system of the Village of Saukville planning area is divided by the boundary between the Sauk Creek watershed on the east and the Milwaukee River watershed on the west, which are part of the Great Lakes-St. Lawrence River drainage system. As shown on Map 13, approximately 14.1 square miles, or about 89 percent of the planning area, are located within the Milwaukee River watershed, while the remaining 1.9 square miles are located within the Sauk Creek watershed. While a watershed plan has not been prepared for the Sauk Creek watershed, such a plan has been completed for the Milwaukee River watershed as set for in SEWRPC Planning Report No. 13, A Comprehensive Plan for the Milwaukee River Watershed. The Milwaukee River watershed is further divided into two subwatersheds, the Lower and Upper Lower Milwaukee River subwatersheds, as shown on Map 13. For stormwater management planning purposes, the watersheds and subwatersheds have been further subdivided into individual drainage areas, termed subbasins, also shown on Map 13.

#### **Surface Water Resources**

Surface water resources consisting of rivers, streams, lakes, and associated floodlands and wetlands, form a particularly important element of the natural resource base of the Saukville area. Surface water resources influence the physical development of an area, provide recreational opportunities, and enhance the aesthetic quality of the area. Lakes and streams constitute a focal point for water-related recreational activities, provide an attractive setting for properly planned residential development, and when viewed in the context of the total landscape, greatly enhance the aesthetic quality of the environment.

Lakes and streams are readily susceptible to degradation through improper land use and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads, from malfunctioning and improperly located onsite sewage disposal systems; sanitary sewer overflows; urban runoff, including runoff from construction sites; and careless agricultural practices. The water quality of lakes and streams may also be adversely affected by the excessive development of riverine areas and the filling of peripheral wetlands, which removes valuable nutrient and sediment traps while adding to nutrient and sediment sources. The surface water resources in the Village of Saukville planning area are shown on Map 13.

#### Lakes, Rivers, and Streams

Lakes have been classified by the Regional Planning Commission as being either major or minor. Major lakes have 50 acres or more of surface water area; minor lakes have less than 50 acres of surface water area. No major lakes lie within the Village of Saukville planning area. There is, however, an approximately 13-acre, unnamed minor lake located in the southwestern part of the Village of Saukville planning area.

Several significant rivers and streams flow through the planning area. These watercourses may be classified as perennial or intermittent, as indicated on Map 13. Perennial streams are defined as watercourses which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Intermittent streams are defined as watercourses which do not maintain such a continuous flow throughout the year. A total of approximately 21 miles of perennial and intermittent watercourses exist within the planning area, including Mole Creek and the Milwaukee River. Of this total, about eight miles, or 38 percent, are classified as perennial, and about 13 miles, or 62 percent, are classified as intermittent.

#### Floodlands

The floodlands of a river or stream are the wide, gently sloping areas contiguous to, and usually lying on both sides of, the river or stream channel. For planning and regulatory purposes, floodlands are normally defined as the areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This is the flood event that has a 1 percent chance of occurring in any given year.

Floodland areas are generally not well suited to urban development, not only because of the flood hazard, but also because of the presence of high water tables and, generally, of soils poorly suited to urban uses. The floodland areas also generally contain such important elements of the natural resource base as high-value woodlands, wetlands, and wildlife habitat and, therefore, constitute prime locations for needed park and open space areas. Every effort should be made to discourage indiscriminate



SLOPE ANALYSIS FOR THE VILLAGE OF SAUKVILLE PLANNING AREA



# SURFACE WATERS, WETLANDS, FLOODLANDS, AND WATERSHED FEATURES IN THE VILLAGE OF SAUKVILLE PLANNING AREA

Source: Federal Emergency Management Agency and SEWRPC.

and incompatible urban development on floodlands, while encouraging compatible park and open space uses.

Within the Milwaukee River watershed portion of the planning area, floodlands were originally delineated by the Regional Planning Commission in the Milwaukee River Watershed study. The findings and recommendations of that study are set forth in SEWRPC Planning Report No. 13, A Comprehensive Plan for the Milwaukee River Watershed. In 1991, the floodland data for the Milwaukee River watershed were reviewed and updated, as necessary, by the Federal Emergency Management Agency (FEMA) when that agency completed a new flood insurance study for Ozaukee County. The 1991 FEMA flood insurance study also includes floodland delineations for selected streams in the Sauk Creek watershed, one of which extends into the northeast part of the planning area. In areas for which detailed hydrologic and hydraulic data were available from the Regional Planning Commission, the FEMA study utilized such data. Where such data were not available, the flood hazard areas were determined by FEMA using approximate methods and, accordingly, no base flood elevations or depths were provided.

Map 13 shows the distribution of floodlands in the planning area. About 3.2 square miles, or about 19 percent of the planning area, are located within the 100-year recurrence interval flood hazard area, mostly along the main stem of the Milwaukee River and Mole Creek.

#### Wetlands

Wetlands are defined as areas that are inundated or saturated by surface or groundwater at a frequency, and with a duration, sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands include swamps, marshes, bogs, and similar areas. Precipitation provides water to wetlands either by surface water runoff or by percolating through the soil as groundwater seepage. The location of a wetland in the landscape affects the type of water received. Wetlands can occur on slopes as well as in depressions.

Wetlands are generally unsuited or poorly suited for most agricultural or urban purposes. Wetlands, however, have important recreational and ecological values. Wetlands contribute to flood control and water quality enhancement, since such areas naturally serve to store excess runoff temporarily, thereby tending to reduce peak flows and to trap sediments, nutrients, and other water pollutants. Wetlands may also serve as groundwater recharge and discharge areas. Additional important natural functions of wetlands include the provision of breeding, nesting, resting, and feeding grounds and predator escape cover for many forms of wildlife. In view of these important functions, continued efforts should be made to protect these areas by discouraging wetland draining, filling, and development for urban use. The latter can be particularly costly in both monetary and environmental terms.

As shown on Map 13, wetlands cover about 2.3 square miles, or about 14 percent of the planning area. It should be noted that such areas as tamarack swamps and other lowland wooded areas are classified as wetlands, rather than woodlands, because the water table is located at, near, or above the land surface and such areas are generally characterized by hydric soils supporting hydrophytic (water-loving) trees and shrubs. Wetland areas are located throughout the planning area, particularly in areas adjacent to streams and rivers, including Mole Creek and the Milwaukee River.

## WOODLANDS

Woodlands are generally defined as those upland areas approximately one acre or more in size having 17 or more deciduous trees per acre, each measuring at least four inches in diameter at breast height and having 50 percent or more canopy coverage. Coniferous tree plantations and reforestation projects are also identified as woodlands.

Woodlands have value beyond any monetary return as forest products. Under good management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, the presence of woodlands within an area can contribute to the maintenance of a diversity of plant and animal life in association with human life. The existing woodlands in the planning area, which required a century or more to develop, can be destroyed through mismanagement within a comparatively short time. The deforestation of hillsides contributes to rapid stormwater runoff, the siltation of lakes and streams, and the destruction of wildlife habitat.

Woodlands, as shown on Map 14, occur in scattered locations throughout the planning area. Woodland areas covered about 330 acres, or about 3 percent of the planning area in 1990. These woodlands should be maintained for their scenic, wildlife habitat, open space, educational, recreational, and air and water quality protection values.



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#### WOODLANDS IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1990

# WILDLIFE HABITAT AREAS

Wildlife in the Village of Saukville planning area includes upland game such as rabbit and squirrel, predators such as fox and raccoon, game birds such as pheasant, and water fowl. The remaining wildlife habitat areas provide valuable recreation opportunities and constitute an invaluable aesthetic asset to the planning area. The spectrum of wildlife species originally present in the planning area has, along with the habitat, undergone significant alterations since settlement by Europeans and the subsequent clearing of forests and draining of wetlands for agricultural purposes. Modern-day practices that affect wildlife and wildlife habitat include the excessive use of fertilizers and pesticides, road salting, heavy traffic which produces disruptive noise levels and damaging air pollution, and the introduction of domestic animals. It is, therefore, important to protect and preserve remaining wildlife habitat in the planning area.

In 1985, the Regional Planning Commission and the Wisconsin Department of Natural Resources cooperatively conducted an inventory of the Region's wildlife habitat. The results of that inventory, as it pertains to the planning area, are shown on Map 15. The inventory identified and delineated three classes of wildlife habitat: 1) Class I, defined as wildlife habitat areas containing good diversity of wildlife, large enough to provide all of the habitat requirements for each species, and generally located near other wildlife habitat areas; 2) Class II, defined as wildlife areas lacking one of the three criteria necessary for a Class I designation; and 3) Class III, defined as wildlife habitat areas that are generally remnant in nature and lack two of the three criteria for Class I designation.

As shown on Map 15, wildlife habitat areas in the planning area generally occur in association with existing surface water, wetland, and woodland resources, and in 1985 covered about 3.8 square miles, or about 23 percent of the planning area. Of this habitat acreage, about 0.9 square mile, or about 5 percent of the planning area, were rated as Class I; about 1.9 square miles, or about 12 percent of the planning area, were rated as Class II; and about 1.0 square mile, or about 6 percent of the planning area, were rated as Class III. It is recommended that such wildlife habitat areas be maintained in essentially natural, open uses.

# PARK AND OPEN SPACE SITES

An inventory of park and open space sites and outdoor recreational facilities in the Village of Saukville planning area was conducted in 1995. As shown on Map 16 and listed in Table 11, there were 10 such sites encompassing a total of approximately 233 acres, or about 2 percent of the planning area. Of this total, nine sites encompassing about 94 acres were publicly owned, including one site associated with a public school—Saukville Elementary School. The Village of Saukville owned seven of these sites, encompassing approximately 73 acres. Villageowned parks range in size from the one-acre Triangle Park to the 22-acre Schowalter Park, and provide a variety of recreational facilities for local residents, as indicated in Table 11.

# SCENIC OVERLOOKS

Scenic overlooks are defined as areas that provide a panoramic or picturesque view. There are two important components of a scenic overlook: the picturesque view itself, which usually consists of a diversity of natural or cultural features, and the vantage point or viewpoint from which the scene and its features are observed. In identifying the scenic viewpoints in the Saukville area three basic criteria were applied: 1) a variety of features to be viewed should exist harmoniously in a natural or rural landscape; 2) there should be a dominant or particularly interesting feature, such as a river or lake, which serves as a focal point of the picturesque view; and 3) the viewpoint should permit an unobstructed observation area from which a variety of natural features can be seen.

A special inventory of scenic overlooks meeting the aforementioned criteria was conducted. Using the best available topographic maps, all areas with a relief greater than 30 feet and a slope of 12 percent or greater were identified. Those areas of steep slope so identified, with a ridge of at least 200 feet in length and a view of at least three features, including surface water, wetlands, woodlands, or agricultural lands within approximately one-half mile of the ridge, were identified as scenic overlooks. In the Village of Saukville planning area, 35 scenic overlooks were identified. Many of these were long, continuous ridge lines are located in the southwestern portion of the Village of Saukville planning area, west of the Milwaukee River. The topography and location of the scenic overlooks in the planning area are shown on Map 16.

# NATURAL AREAS

Natural areas, as defined by the State of Wisconsin Natural Areas Preservation Council, are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact

#### WILDLIFE HABITAT AREAS IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1985







# SCENIC OVERLOOKS, NATURAL AREAS, AND PARK AND OPEN SPACE SITES IN THE VILLAGE OF SAUKVILLE PLANNING AREA

Source: Wisconsin Department of Natural Resources, Village of Saukville, and SEWRPC.

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		1.0				Number	of Selected	Facilities				
	Number		Regulatio n Baseball	Basketbal		Ptav	League Softball	Sandlot Ball				
	on		Diamond	1		Apparatu	Diamond	Diamond	Tennis	Soccer	Volleyball	Other
Site Name	Map 16	Acreage	S	Courts	Playfields	s Areas	S	Ś	Courts	Fields	Courts	Facilities
Publicly Owned Ehlers County Park	1	11										Milwaukee River
Schowalter Park	2	22	2			1						Horseshoe pits
Saulville Elementary							•					and fishing pond
School	3	10		1	1	1						
Grady Park	4	11	1	1	1	2	2		2		-4	Picnic shelter
												and
Triangle Park	5	1	,									restrooms Park benches and
Peninsula Park	6	11			1			1		2		bandstand Milwaukee River
East Riverside Park	7	12					<b></b>	<u>.</u>				Milwaukee River access and
West Riverside Park	8	5		· ,	1	1				<u>,</u> -		archery range Milwaukee River access and
Quade Park	9	11		1	1	1	1		2	2	· · · · ·	football field Outdoor ice skating rink
Subtotal		94	3	3	5	6	3	1	4	4	4	
Privately Owned Country Club of Wisconsin	10	139*										18-hole golf course and clubhouse
Subtotal		139							1 <b>-</b> - 1			
Total		233	3	3	5	6	3	1	4	4	4	<u> </u>

#### **OUTDOOR RECREATIONAL FACILITIES IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1995**

\*Only a portion—139 acres—of the total 218-acre golf course lies within the Village of Saukville planning area.

Source: Village of Saukville and SEWRPC.

native plant and animal communities believed to be representative of the pre-European settlement landscape. Based on the current condition of each natural area, each site was classified into one of the following three categories: 1) natural areas of Statewide or greater significance (NA-1); 2) natural areas of countywide or regional significance (NA-2); and 3) natural areas of local significance (NA-3). Classification of an area into one of these three categories is based upon consideration of the diversity of plant and animal species and community types present; the structure and integrity of the native plant or animal community; the extent of disturbance from human activity such as logging, grazing, water level changes, and pollution; the commonness of the plant and animal communities present; unique natural features within the area; the size of the area; and the area's educational value.

A comprehensive inventory of natural area sites in Southeastern Wisconsin was conducted by the Regional Planning Commission in 1994. A protection and management plan for natural areas and critical species habitat sites within the Region is set forth in SEWRPC Planning Report No. 42, *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*, September 1997. As shown on Map 16 and identified in Table12, there are three natural area sites in the Village of Saukville planning area, encompassing about 166 acres, or about 2 percent of the planning area. One of these sites, the 70-acre Kurtz Woods,

#### NATURAL AREAS IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1994

· · · ·	· · ·					
Number		Classification				
on Map 16	Name	Code*	Location	Ownership	Acres	Description
	Kurtz Woods	NA-1 (SNA, RSH)	T10N, R21E, Section 1 Town of Grafton	The Nature Conservancy and private	70	A mature southern mesic hard woods that is a remnant of the once-extensive pre-settlement forest which covered this part of the Region. Dominated by sugar maple, beech, and white ash, with a moderately rich ground flora. Several small, dry kettle depressions are present. The woods have been undisturbed for at least 60 years. The younger woods to the southeast are important as a buffer
2	Mole Creek Swamp	NA-3 (RSH)	T10N, R21E, Section 2 Town of Cedarburg	City and Town of Cedarburg and private	89	Primarily a disturbed, low, wooded area bordering Mole Creek, dominated by green ash, alder, and red-osier dogwood
3	Ulao Lowland Forest	NA-3	T10N, R22E, Sections 4, 5, 8, and 9 Town of Grafton <sup>b</sup>	Private	7 <sup>6</sup>	A large lowland hardwoods area, dominated by red and silver maples and black ash. Adversely affected by changing water levels, selective cutting, and Dutch elm disease, which have opened the canopy. Marshy stands occur throughout

\*NA-1 identifies Natural Area sites of Statewide or greater significance.

NA-3 identifies Natural Area sites of local significance.

SNA or State Natural Area identifies those sites officially designated as a State Natural Area by the State of Wisconsin Natural Areas Preservation Council.

RSH or Rare Species Habitat identifies those sites which support rare, threatened, or endangered animal or plant species officially designated by the Wisconsin Department of Natural Resources.

An additional 340 acres lie outside the Village of Saukville planning area.

Source: Wisconsin Department of Natural Resources and SEWRPC.

is classified as a natural area of Statewide or greater significance. The other two sites, Mole Creek Swamp and the Ulao Lowland Forest, are classified as natural area sites of local significance. Only a small portion of the Ulao Lowland Forest lies within the planning area.

# ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

As defined by the Regional Planning Commission, environmental corridors are elongated areas in the landscape that encompass concentrations of high value elements of the natural resource base and which, therefore, should be preserved and protected as essentially natural, open uses. Such areas generally include one or more of the following elements of the natural resource base which are essential for maintaining both the ecological balance and natural beauty of the Region: 1) steep or rugged topography; 2) water resources including rivers, streams, lakes, and associated shorelands, floodlands, and wetlands; 3) woodlands; 4) wildlife habitat areas; and 5) remnant prairies. There are certain other elements which, although not a part of the natural resource base, are closely related to, or centered on, that base. These elements include: parks and related open space sites; historic and archeological sites; scenic viewpoints; and natural area sites. The Village of Saukville planning area includes all of these elements of the natural resource base except prairies.

The delineation of these natural resources and related elements on a map results in a linear pattern of elongated areas which have been termed "environmental corridors" by the Regional Planning Commission. Map 17 shows the location and extent of these corridors together with other environmentally significant areas, termed "isolated natural resource areas," within the planning area in 1990'.

# Importance of Preserving Environmental Corridors and Isolated Natural Resource Areas

In any consideration of environmental corridors and isolated natural resource areas, it is important to note that the preservation of such resources can assist in flood flow attenuation, water pollution abatement, glare reduction, and favorable climate modification. In addition, because of the many interacting relationships between living organisms and their environment, the deterioration or destruction of any one element of the natural resource base may lead to a chain reaction of deterioration and destruction. The draining and filling of wetlands, for example, may destroy fish spawning grounds, wildlife habitat, groundwater recharge areas, and the natural filtration action and flood water storage functions which contribute to maintaining high levels of water quality and stable stream flows and lake stages in a watershed. The resulting deterioration of surface water quality may, in turn, lead to the deterioration of the quality of the groundwater which serves as a source of domestic, municipal, and industrial water supply and on which low flows in rivers and streams may depend. Similarly, the destruction of woodland cover may result in soil erosion and stream siltation, more rapid storm water runoff and attendant increased flood flows and stages, as well as destruction of wildlife habitat.

Although the effects of any one of these environmental changes may not in and of itself be overwhelming, the combined effects will eventually create serious environmental and developmental problems. These problems include flooding, water pollution, deterioration and destruction of wildlife habitat, loss of groundwater recharge, and destruction of the unique natural beauty of the area. The need to maintain the integrity of the remaining environmental corridors and isolated natural resource areas thus becomes apparent.

#### **Primary Environmental Corridors**

About 2.5 square miles, or about 15 percent of the planning area are encompassed within the primary environmental corridors shown on Map 17. These corridors are generally located along perennial and intermittent streams in the planning area, including Mole Creek and the Milwaukee River, and the large wetland complexes associated with these streams. The primary environmental corridors contain the best remaining woodlands, wetlands, and wildlife habitat areas within the planning area; and are, in effect, a composite of the best individual elements of the natural resource base, with truly immeasurable environmental and recreational value.

The protection of the primary environmental corridors from intrusion by incompatible rural and urban uses, and thereby from degradation and destruction, should be one of the principal objectives of a local land use plan. Preservation of these primary corridors in an essentially open, natural state, including park and open space uses and rural density residential uses, will serve to 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 avoid the creation of serious and costly environmental and developmental problems such as flooding, poor drainage, wet basements, failing pavements and other structures, excessive infiltration of clear waters into sanitary sewers, and water pollution.

#### **Secondary Environmental Corridors**

As shown on Map 17, about 0.5 square mile, or about 3 percent of the planning area, is included within the secondary environmental corridors. Secondary environmental corridors in the Village of Saukville planning area are generally located along streams, including the tributaries of the Milwaukee River. These corridors often contain remnant resources from former primary environmental corridors which have been developed for intensive agricultural purposes or urban land uses. Secondary environmental corridors facilitate surface water drainage and provide for the movement of wildlife, and the movement and dispersal of seeds for a variety of plant species. Such corridors should be preserved in essentially open natural uses as urban development proceeds within the

<sup>&</sup>lt;sup>1</sup>A detailed description of the process for delineating environmental corridors is presented in SEWRPC Technical Record Vol. 4, No. 2, Refining the Delineation of Environmental Corridors in Southeastern Wisconsin, March 1981, pp. 1-21.

R 22 E Z (KB E 0 COUNT (43 A PARK-H H -19 Z 24 Y 1 W T þ S 4 0 < æ 3 RD. SODOW H C 5 ILLAGE 0 SAUKVILLE 26 HILLCRES 1 Z CITY OF E PORT WASHINGTON KXV SUNSE 36 (43) RD SAU τ T 11 N CEDAR SAUK N R G TONCEDARBUR E • 5 C 0 W 2 E PKWY R 21 E R 22 E SANT VALLE RI PRIMARY ENVIRONMENTAL CORRIDOR SECONDARY ENVIRONMENTAL CORRIDOR ISOLATED NATURAL RESOURCE AREA

#### ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1990

R 21 E

Map 17

Source: SEWRPC.

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planning area, particularly when the opportunity is presented to incorporate them into urban stormwater detention areas, associated drainageways, and neighborhood parks and open spaces.

### **Isolated Natural Resource Areas**

In addition to the primary and secondary environmental corridors, other small concentrations of natural resource base elements exist within the planning area. These elements are isolated from the corridors by urban development or agricultural uses and, although separated from the environmental corridor network, may have important residual natural values. Isolated natural features may provide the only available wildlife habitat in an area, provide good locations for local parks and nature study areas, and lend aesthetic character and natural diversity to an area. Important isolated natural resource areas within the Village of Saukville planning area include a geographically well distributed variety of isolated wetlands, woodlands, and wildlife habitat. These areas should be protected and preserved in a natural state whenever possible. Such isolated natural resource areas are shown on Map 17, and encompass about 0.4 square mile, or about 2 percent of the planning area.

# SUMMARY AND CONCLUSIONS

This chapter has presented the natural resource base of the Village of Saukville planning area. Findings having particular significance for the preparation of a land use plan for the planning area are described below:

1. Soil limitations for various urban and nonurban uses are an important consideration in any sound land use planning effort. Detailed soil survey data indicate that about 5.5 square miles, or about 34 percent of the total planning area, are covered by soils that have severe limitations for residential development served by public sanitary sewerage service, or stated differently, are poorly suited for residential development of any kind. With respect to unsewered development, the soil survey data indicate that about 10.2 square miles, or about 63 percent of the total planning area, are covered by soils classified as unsuitable for conventional onsite sewage disposal systems; about 1.5 square miles, or about 9 percent, are classified as suitable; and about 4.2 square miles, or about 26 percent, are covered by soils of uncertain suitability, requiring onsite inspection to resolve.

- The Village of Saukville is surrounded by rich agricultural soils. About 6.7 square miles, or about 30 percent of the planning area, is covered by prime agricultural lands. These soils are particularly well suited for agricultural use and are an economic asset to the Saukville area.
- 3. The Village of Saukville planning area is located within both the Sauk Creek and the Milwaukee River watersheds, which are part of the Great Lakes-St. Lawrence River drainage system. The major surface water resources in the planning area are the Milwaukee River and its tributaries, including Mole Creek, and one unnamed minor lake. About 3.2 square miles, or about 19 percent of the planning area, lie within the 100-year recurrence interval floodplain.
- 4. The Village of Saukville planning area contains some significant natural resource base features. The planning area includes wetland areas encompassing a total of about 2.3 square miles, or 14 percent of the planning area; woodlands encompassing about 0.5 square mile, or 3 percent; and wildlife habitat areas encompassing about 3.8 square miles, or 23 percent. The planning area includes three sites identified as natural areas under criteria established by the State of Wisconsin Natural Areas Preservation Council.
- 5. There are nine public outdoor recreation sites in the planning area. The Village of Saukville owns seven of these sites, ranging in size from the oneacre Triangle Park to the 22-acre Schowalter Park. Other public recreation sites in the planning area include Ehlers County Park and Saukville Elementary School.
- 6. Many of the natural resource features in the Village of Saukville planning area, as in other parts of the Southeastern Wisconsin Region, occur in linear concentrations in the landscape. One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of these linear areas, or corridors. The most important elements of the natural resource base and features closely related to that base, including wetlands, woodlands, prairies, wildlife habitat, major lakes and streams and associated shorelands and floodlands, and outdoor recreation sites, when combined, result in an essentially linear pattern referred to by the

Southeastern Wisconsin Regional Planning Commission as environmental corridors. Primary environmental corridors include a wide variety of important natural resource and resource related elements and are, by definition, at least 400 acres in size, two miles long, and 200 feet wide. Primary environmental corridors in the planning area are primarily associated with the natural resources located along the Milwaukee River and Mole Creek. Together, these areas encompass a total of about 2.5 square miles, representing about 15 percent of the planning area.

Secondary environmental corridors also include a variety of important natural resource and resource

related elements and are, by definition, at least 100 acres in area and one mile in length. These secondary environmental corridors often contain remnant resources from former primary environmental corridors which have been developed for intensive agricultural purposes or urban land uses. Secondary environmental corridors in the Village of Saukville planning area encompass a total of about 0.5 square mile, representing about 3 percent of the planning area.

Other smaller concentrations of the natural resource base—known as isolated natural resource areas encompass a total of about 0.4 square mile, representing about 2 percent of the planning area. (This page intentionally left blank)

#### **Chapter IV**

# **EXISTING LAND USES, COMMUNITY FACILITIES, AND PUBLIC UTILITIES**

If the Village of Saukville land use plan is to constitute a sound and realistic guide for making decisions concerning the physical development of the Village and environs, it must be based upon careful consideration of pertinent features of the built environment as well as of the natural resource base of the area. For the purposes of plan preparation, the pertinent existing features of the built environment are identified as: 1) land uses; 2) historic places; 3) community facilities; and 4) public utility systems. Each of these features is described in this chapter as it affects the physical development of the Village and its environs.

# **EXISTING LAND USES**

In 1995, a survey was conducted by the Regional Planning Commission to determine the nature and extent of land uses in the Village of Saukville planning area. The data gathered in this survey were mapped and analyzed in order to provide a basis for considering future land use development patterns in the Saukville area.

Land uses in the Saukville planning area for 1995 are shown on Map 18, and the amount of land devoted to each use is set forth in Table 13. Land uses within the incorporated area of the Village of Saukville in 1995 are also shown on Map 18, and the amount of land devoted to each type of land use in the Village is set forth in Table 14. In 1995, the Village of Saukville occupied approximately 2.8 square miles, or nearly 17 percent of the total 16.4 square-mile planning area.

Map 18 and Tables 13 and 14 reveal that the planning area outside the Village of Saukville is largely rural in nature. About 75 percent of the planning area was characterized as rural in 1995, with agriculture and natural resource areas constituting about 49 percent and 20 percent, respectively, of the planning area. Land uses in the Village were closely divided between urban and rural uses. Agriculture and natural resource areas constituted about 22 percent and 16 percent, respectively, of the Village in 1995. Residential uses, which encompassed about 18 percent of the Village, were the largest category of urban land use in the Village.

#### **Urban Land Uses**

In 1995, urban land uses occupied approximately 2,662 acres, or about 25 percent of the planning area. In the Village of Saukville approximately 885 acres, or about 50 percent of the total area within the Village corporate limits, was devoted to urban land uses. A discussion of the different types of urban uses within the planning area and the Village follows.

#### **Residential Land Use**

The residential land use portion of a land use plan normally holds the most interest of community residents. Since the residential land use element of the plan seeks primarily to provide a safe, attractive, and comfortable setting for residential development, it is very important that this element be given careful consideration. The nature and extent of residential development is a major determinant of the type and location of utilities and community facilities needed to serve local residents.

In 1995, residential land use accounted for approximately1,047 acres, or about 39 percent, of the urban land uses and about 10 percent of the total land uses in the Village of Saukville planning area. Within the 1995 Village corporate limits, residential land use accounted for approximately 312 acres, or about 35 percent, of the urban land uses and about 18 percent of all land uses.

As shown on Map 18, low-density single-family residential developments were primarily located outside of the Village corporate limits with concentrations in the southern, eastern, and northern-central sections of the planning area. Medium density single-family, two-family, and multi-family residential developments were located primarily within the corporate limits of the Village with concentrations in the central and southwestern sections of the Village.

Of the approximately 1,047 acres devoted to residential land uses in the planning area in 1995, about 93 percent were occupied by single-family units; about 4 percent were occupied by two-family units; and about 3 percent were occupied by multi-family units. Of the approximately 312 acres of land in the Village devoted to



# EXISTING LAND USE IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1995

# SUMMARY OF LAND USE IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1995

Land Use Category   Percent of Subtotal (urban or nonurban)   Percent of Total     Urban* Residential Single-Family*   977   36.7   9.3     Two-Family   37   1.4   0.4     Multi-Family   33   1.2   0.3     Subtotal   1,047   39.3   10.0     Commercial   83   3.1   0.8     Industrial   170   6.4   1.6     Transportation, Communications, and Utilities   170   6.4   1.6     Arterial Streets and Highways   556   20.9   5.3     Collector and Land Access Streets   45   1.7   0.4     Communications, Utilities, and Others   65   2.4   0.6     Subtotal   1.091   41.0   10.4     Governmental and Institutional   230   8.7   2.2     Urban Land Use Subtotal   230   8.7   2.2     Urban Land Use Subtotal   2.662   100.0   25.4     Nonurban   360   4.6   3.4     Subtotal   2.662				
Urban*   977   36.7   9.3     Single-Family*   37   1.4   0.4     Multi-Family   33   1.2   0.3     Subtotal   1,047   39.3   10.0     Commercial   83   3.1   0.8     Industrial   170   6.4   1.6     Transportation, Communications, and Utilities   170   6.4   1.6     Arterial Streets and Highways   45   1.7   0.4     Collector and Land Access Streets   425   16.0   4.1     Railways   45   1.7   0.4     Communications, Utilities, and Others   65   2.4   0.6     Subtotal   1.091   41.0   10.4     Governmental and Institutional   41   1.5   0.4     Public   555   2.1   0.5     Private   175   6.6   1.7     Subtotal   2.662   100.0   25.4     Nonurban   360   4.6   3.4     Subtotal   2.060	Land Use Category	Number of Acres	Percent of Subtotai (urban or nonurban)	Percent of Total
Residential Single-Family   977   36.7   9.3     Two-Family   37   1.4   0.4     Multi-Family   33   1.2   0.3     Subtotal   1,047   39.3   10.0     Commercial   83   3.1   0.8     Industrial   170   6.4   1.6     Transportation, Communications, and Utilities   170   6.4   1.6     Arterial Streets and Highways   556   20.9   5.3     Collector and Land Access Streets   425   16.0   4.1     Railways   455   1.7   0.4     Communications, Utilities, and Others   655   2.4   0.6     Subtotal   1.091   41.0   10.4     Governmental and Institutional   41   1.5   0.4     Public   555   2.1   0.5     Private   175   6.6   1.7     Subtotal   2.662   100.0   25.4     Nonurban   153   2.0   1.5     Natural Resource	Urban <sup>a</sup>			
Subtotal   1,047   39.3   10.0     Commercial   83   3.1   0.8     Industrial   170   6.4   1.6     Transportation, Communications, and Utilities   170   6.4   1.6     Arterial Streets and Highways   556   20.9   5.3     Collector and Land Access Streets   425   16.0   4.1     Railways   45   1.7   0.4     Communications, Utilities, and Others   65   2.4   0.6     Subtotal   1,091   41.0   10.4     Governmental and Institutional   41   1.5   0.4     Recreational <sup>e</sup> 55   2.1   0.5     Private   55   2.1   0.5     Private   175   6.6   1.7     Subtotal   2,662   100.0   25.4     Nonurban   1,547   19.8   14.8     Water   1,547   19.8   14.8     Woodlands   360   4.6   3.4     Subtotal   2,0	Residential Single-Family <sup>b</sup> Two-Family Multi-Family	977 37 33	36.7 1.4 1.2	9.3 0.4 0.3
Commercial   83   3.1   0.8     Industrial   170   6.4   1.6     Transportation, Communications, and Utilities   556   20.9   5.3     Collector and Land Access Streets   425   16.0   4.1     Railways   45   1.7   0.4     Communications, Utilities, and Others   65   2.4   0.6     Subtotal   1,091   41.0   10.4     Governmental and Institutional   41   1.5   0.4     Public   55   2.1   0.5     Private   55   2.1   0.5     Private   175   6.6   1.7     Subtotal   230   8.7   2.2     Urban Land Use Subtotal   2.662   100.0   25.4     Nonurban   153   2.0   1.5     Wetlands   1.547   19.8   14.8     Woodlands   360   4.6   3.4     Subtotal   2.060   26.4   19.7     Quarries and Landfiill   5.082	Subtotal	1,047	39.3	10.0
Arterial Streets and Highways 556 20.9 5.3   Collector and Land Access Streets 425 16.0 4.1   Railways 455 17.7 0.4   Communications, Utilities, and Others 65 2.4 0.6   Subtotal 1,091 41.0 10.4   Governmental and Institutional 41 1.5 0.4   Recreational <sup>6</sup> 2.1 0.5 0.5   Public 555 2.1 0.5   Private 175 6.6 1.7   Subtotal 230 8.7 2.2   Urban Land Use Subtotal 2,662 100.0 25.4   Nonurban 153 2.0 1.5   Water 153 2.0 1.5   Wetlands 1547 19.8 14.8   Woodlands 360 4.6 3.4   Subtotal 2,060 26.4 19.7   Quarries and Landfill 66 0.9 0.6   Agricultural 5,082 65.1 48.6   Open Lands <sup>d</sup> 596 7.6 <	Commercial Industrial Transportation, Communications, and Utilities	83 170	3.1 6.4	0.8 1.6
Collector and Land Access Streets 425 16.0 4.1   Railways 45 1.7 0.4   Communications, Utilities, and Others 65 2.4 0.6   Subtotal 1,091 41.0 10.4   Governmental and Institutional 41 1.5 0.4   Recreational <sup>e</sup> 41 1.5 0.4   Public 55 2.1 0.5   Private 175 6.6 1.7   Subtotal 230 8.7 2.2   Urban Land Use Subtotal 2,662 100.0 25.4   Nonurban 1,53 2.0 1.5   Wetar 1,547 19.8 14.8   Woodlands 360 4.6 3.4   Subtotal 2,060 26.4 19.7   Quarries and Landfill 66 0.9 0.6   Agricultural 596 7.6 5.7   Nonurban Land Use Subtotal 7,804 100.0 74.6	Arterial Streets and Highways	556	20.9	5.3
Hailways 45 1.7 0.4   Communications, Utilities, and Others 65 2.4 0.6   Subtotal 1,091 41.0 10.4   Governmental and Institutional 41 1.5 0.4   Recreational <sup>e</sup> 41 1.5 0.4   Public 55 2.1 0.5   Private 175 6.6 1.7   Subtotal 230 8.7 2.2   Urban Land Use Subtotal 2,662 100.0 25.4   Nonurban 1,547 19.8 14.8   Woodlands 360 4.6 3.4   Subtotal 2,060 26.4 19.7   Quarries and Landfill 66 0.9 0.6   Agricultural 5,082 65.1 48.6   Open Lands <sup>d</sup> 7,804 100.0 74.6	Collector and Land Access Streets	425	16.0	4.1
Communications, Utilities, and Others   65   2.4   0.6     Subtotal   1,091   41.0   10.4     Governmental and Institutional   41   1.5   0.4     Recreational <sup>e</sup> 55   2.1   0.5     Private   55   2.1   0.5     Private   175   6.6   1.7     Subtotal   230   8.7   2.2     Urban Land Use Subtotal   2,662   100.0   25.4     Nonurban   1,547   19.8   14.8     Woodlands   360   4.6   3.4     Subtotal   2,060   26.4   19.7     Quarries and Landfill   66   0.9   0.6     Agricultural   596   7.6   5.7     Nonurban Land Use Subtotal   7,804   100.0   74.6		45	1.7	0.4
Subtotal   1,091   41.0   10.4     Governmental and Institutional   41   1.5   0.4     Recreational <sup>e</sup> 55   2.1   0.5     Private   175   6.6   1.7     Subtotal   230   8.7   2.2     Urban Land Use Subtotal   2,662   100.0   25.4     Nonurban   153   2.0   1.5     Wetlands   1,547   19.8   14.8     Woodlands   360   4.6   3.4     Subtotal   2,060   26.4   19.7     Quarries and Landfill   66   0.9   0.6     Agricultural   596   7.6   5.7     Nonurban Land Use Subtotal   7,804   100.0   74.6	communications, Utilities, and Others	65	2.4	0.6
Governmental and Institutional   41   1.5   0.4     Recreational <sup>6</sup> 55   2.1   0.5     Private   175   6.6   1.7     Subtotal   230   8.7   2.2     Urban Land Use Subtotal   2,662   100.0   25.4     Nonurban   153   2.0   1.5     Water   153   2.0   1.5     Woodlands   1,547   19.8   14.8     Woodlands   360   4.6   3.4     Subtotal   2,060   26.4   19.7     Quarries and Landfill   66   0.9   0.6     Agricultural   596   7.6   5.7     Nonurban Land Use Subtotal   7,804   100.0   74.6	Subtotal	1,091	41.0	10.4
Public 55 2.1 0.5   Private 175 6.6 1.7   Subtotal 230 8.7 2.2   Urban Land Use Subtotal 2,662 100.0 25.4   Nonurban 153 2.0 1.5   Water 153 2.0 1.5   Wetlands 1,547 19.8 14.8   Subtotal 2,060 26.4 19.7   Quarries and Landfill 66 0.9 0.6   Agricultural 596 7.6 5.7   Nonurban Land Use Subtotal 7,804 100.0 74.6	Governmental and Institutional	41	1.5	0.4
Private 175 6.6 1.7   Subtotal 230 8.7 2.2   Urban Land Use Subtotal 2,662 100.0 25.4   Nonurban 153 2.0 1.5   Water 153 2.0 1.5   Wetlands 1,547 19.8 14.8   Woodlands 360 4.6 3.4   Subtotal 2,060 26.4 19.7   Quarries and Landfill 66 0.9 0.6   Agricultural 5,082 65.1 48.6   Open Lands <sup>d</sup> 7,804 100.0 74.6   Total 10,466  100.0	Public	55	2.1	0.5
Subtotal   230   8.7   2.2     Urban Land Use Subtotal   2,662   100.0   25.4     Nonurban   153   2.0   1.5     Water   153   2.0   1.5     Wetlands   1,547   19.8   14.8     Woodlands   360   4.6   3.4     Subtotal   2,060   26.4   19.7     Quarries and Landfill   66   0.9   0.6     Agricultural   5,082   65.1   48.6     Open Lands <sup>d</sup> 596   7.6   5.7     Nonurban Land Use Subtotal   7,804   100.0   74.6	Private	175	6.6	1.7
Urban Land Use Subtotal   2,662   100.0   25.4     Nonurban Natural Resource Areas Water   153   2.0   1.5     Wetlands   1,547   19.8   14.8     Woodlands   360   4.6   3.4     Subtotal   2,060   26.4   19.7     Quarries and Landfill   66   0.9   0.6     Agricultural   5,082   65.1   48.6     Open Lands <sup>d</sup> 596   7.6   5.7     Nonurban Land Use Subtotal   7,804   100.0   74.6     Total   10,466    100.0   74.6	Subtotal	230	8.7	2.2
Nonurban Natural Resource Areas   153   2.0   1.5     Water   153   2.0   1.5     Wetlands   1,547   19.8   14.8     Woodlands   360   4.6   3.4     Subtotal   2,060   26.4   19.7     Quarries and Landfill   66   0.9   0.6     Agricultural   5,082   65.1   48.6     Open Lands <sup>d</sup> 596   7.6   5.7     Nonurban Land Use Subtotal   7,804   100.0   74.6     Total   10,466    100.0   74.6	Urban Land Use Subtotal	2,662	100.0	25.4
Water 153 2.0 1.5   Wetlands 1,547 19.8 14.8   Woodlands 360 4.6 3.4   Subtotal 2,060 26.4 19.7   Quarries and Landfill 66 0.9 0.6   Agricultural 5,082 65.1 48.6   Open Lands <sup>d</sup> 596 7.6 5.7   Nonurban Land Use Subtotal 7,804 100.0 74.6   Total 10,466  100.0	Nonurban Natural Resource Areas			
Wetlands 1,547 19.8 14.8   Woodlands 360 4.6 3.4   Subtotal 2,060 26.4 19.7   Quarries and Landfill 66 0.9 0.6   Agricultural 5,082 65.1 48.6   Open Lands <sup>d</sup> 596 7.6 5.7   Nonurban Land Use Subtotal 7,804 100.0 74.6   Total 10,466  100.0	Water	153	2.0	1.5
Woodlands   360   4.6   3.4     Subtotal   2,060   26.4   19.7     Quarries and Landfill   66   0.9   0.6     Agricultural   5,082   65.1   48.6     Open Lands <sup>d</sup> 596   7.6   5.7     Nonurban Land Use Subtotal   7,804   100.0   74.6     Total   10,466    100.0	Wetlands	1,547	19.8	14.8
Subtotal   2,060   26.4   19.7     Quarries and Landfill   66   0.9   0.6     Agricultural   5,082   65.1   48.6     Open Lands <sup>d</sup> 596   7.6   5.7     Nonurban Land Use Subtotal   7,804   100.0   74.6     Total   10,466    100.0	Woodlands	360	4.6	3.4
Quarries and Landfill   66   0.9   0.6     Agricultural   5,082   65.1   48.6     Open Lands <sup>d</sup> 596   7.6   5.7     Nonurban Land Use Subtotal   7,804   100.0   74.6     Total   10,466    100.0	Subtotal	2,060	26.4	19.7
Agricultural   5,082   65.1   48.6     Open Lands <sup>d</sup> 596   7.6   5.7     Nonurban Land Use Subtotal   7,804   100.0   74.6     Total   10,466    100.0	Quarries and Landfill	66	0.9	0.6
Open Lands*   596   7.6   5.7     Nonurban Land Use Subtotal   7,804   100.0   74.6     Total   10,466    100.0	Agricultural	5,082	65.1	48.6
Nonurban Land Use Subtotal   7,804   100.0   74.6     Total   10,466   -   100.0	Open Lands"	596	7.6	5.7
Total 10,466 100.0	Nonurban Land Use Subtotal	7,804	100.0	74.6
	Total	10,466		100.0

\*Includes related off-street parking areas.

<sup>b</sup>Includes farm residences, other farm buildings are included in the agricultural land use category.

<sup>c</sup>Includes only those areas used for intensive outdoor recreational activities.

<sup>d</sup>Includes unused lands and lands under development as of April 1995.

Land Use Category	Number of Acres	Percent of Subtotal (urban or nonurban)	Percent of Total
Urhan <sup>a</sup>			
Residential			
Single-Family <sup>b</sup>	250	292	141
Two-Family	200	20.2	14.1
Multi-Family	30	3.0	1.0
	50	3.4	1./
Subtotal	312	35.2	17.6
Commercial	58	6.6	3.3
Industrial	158	17.9	8.9
Transportation, Communication, and Utilities			
Arterial Streets and Highways	86	9.7	4.9
Collector and Land Access Streets	141	15.9	8.0
Railways	25	2.8	1.4
Communications, Utilities, and Others	29	3.3	1.6
Subtotal	281	31.7	15.9
Governmental and Institutional	33	3.7	1.8
	42	4.0	
Private	43	4.9	2.4
		0.0	0.0
Subtotal	43	4.9	2.4
Urban Land Use Subtotal	885	100.0	49.9
Nonurban	1		
Natural Resource Areas			
Water	31	3.4	1.7
Wetlands	214	24.1	12.1
Woodlands	38	4.3	2.1
Subtotal	283	31.8	15.9
Quarries and Landfill	1	0.1	0.1
Agricultural	388	43.7	21.9
Open Lands <sup>d</sup>	216	24.4	12.2
Nonurban Land Use Subtotal	888	100.0	50.1
Total	1,773		100.0
	-		

#### SUMMARY OF EXISTING LAND USE IN THE VILLAGE OF SAUKVILLE: 1995

\*Includes related off-street parking areas.

<sup>b</sup>Includes farm residences, but not farm buildings which were included in the agricultural land use category.

<sup>c</sup>Includes only those areas used for intensive outdoor recreational activities.

<sup>d</sup>Includes unused lands and lands under development as of April 1995.

# HISTORICAL RESIDENTIAL LAND SUBDIVISIONS IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1927-1995

							1.1		1.1			
			<b>.</b>			100 A		and the second				
		0. 5.	Public Lan	d Survey Loo	ation				Typical			Total
					One-				Lot Size	Number of	Number	Dwelling
Municipality/	Year				Quarter	Number	Gross	Net	(square	Developed	of Vacant	Units per
Subdivision Name	Recorded	Township	Range	Section	Section	of Lots	Acres	Acres	feet)	Lots	Lots	Net Area
Village of Saukville												
Bell's Addition No. 1		11	21	35	NE	19	3.91	2 92	6 600	17		10
Bell's Addition No. 2		11	21	35	NE	18	3.81	2.80	6 767	18	6	9
Schmit No. 1 & 2	1940	11	21	25/26	SW/NW	, i i i i i i i i i i i i i i i i i i i	2.54	0.99	5 500	a 10	2	A
Vande Boom Subdivision	1945	11	21	36	NW	4	1.01	0.76	11,218	Å Å	ō	4
Lubahn Subdivision	1946	11	21	25	SW	9	1.44	0.71	8,400	8	1	5
Schmit No. 3	1947	11	21	35	SE	9	2.29	1.83	8.864	, j	o.	9
Hackl Subdivision	1947	11	21	26	SE	21	4.16	3.42	6.840	21	ŏ	19
Arnold Miller Subdivision	1953	11	21	35	NE	14	5.68	4.82	14.700	14	ō	15
Dominski Subdivision	1957	11	21	36/25	NW/SW	6	2.14	1.76	12,834	6	Ō	2
Claremont Estates	1966	11	21	35	NE,NW	61	24.00	19.34	11,305	61	0	61
Claremont Estates Add. No. 1	1967	11	21	35	NW	37	12.31	9.02	10,050	37	0	37
Knollwood Subdivision No. 1	1968	11	21	35	SE,SW	59	23.86	18.46	10,800	59	0	59
Claremont Estates Add. No. 2	1969	11	21	35	NW	26	9.13	7.33	10,241	26	0.	26
Claremont Estates Add. No. 3	1970	11	21	35	NW	. 60	20.05	15.22	9,975	60	0	60
Knollwood Subdivision No. 2	1972	11	21	35	SW	68	23.00	16.99	11,205	68	0	68
Stoney Ridge Subdivision	1972	11	21	25/26	SW/SE	27	11.91	9.20	14,840	27	0	72
Claremont Estates Add. No. 4	1973	. 11	21	35	NW	28	12.09	8.75	13,400	28	0	31
Sunny Acres	1974	11	21	26	NE	21	10.82	8.69	10,710	21	0	31
Stoney Ridge Subdivision Add. No. 1	1973	11	21	26	SE	6	2.04	1.63	11,862	- 6	0	12
Stoney Ridge Subdivision Add. No. 2	1974	11	21	25/26	SW/SE	9	3.11	2.27	12,360	9	0	19
Sunny Acres 1st Addition	1974	11	21	26	SE	7	2.69	2.23	17,000	7	· 0	14
Stoney Ridge Subdivision Add. No. 3	1977	11	21	25/26	SW/SE	24	13.33	9.39	16,536	23	1	73
Ver Velde's Windmolen Weg	1977	11	21	26	· NE	. 14	5.01	3.80	11,543	3	11	5
Knollwood Subdivision No. 3	1977	11	- 21	35	SE,SW	29	13.15	9.33	9,975	29	0	43
Claremont Estates Add. No. 5	1978	11	21	35	NW	0	3.27	2.54	10,640	10	0	10
Majesa Hills (Replat)	1989	11	21	35	sw	20	9.50	8.44	18,392	16	4	17
Majesa Hills Subdivision 1st Add.	1990	11	21	35	sw	· 49	10.17	8.13	7,229	48	1	48
Friendship Acres	1991	. 11	21	26	NE	10	4.00	2.90	12,650	10	0	. 10
Majesa Hills Subdivision 2nd Add.	1993	11	21	35	SW	. 17	5.57	4.50	11,541	10	7	10
Fox Run Subdivision	1993	11	21	35	NW	55	32.03	26.51	20,996	9	46	9
Meioso Hills North LLC	1993	11	21	26	NE	22	10.46	8.61	17,057	9	13	12
Majesa milis North ELC	1995	11	21	26	NE	21	10.52	8.21	17,035	0	21	0
Subtotal - Village		· ·			••	788	299.00	231.50	12,797	679	109	813
Town of Saukville							6. S. S.					
River Hills Subdivision	1973	11	21	23	NE	7	13.21	11.39	72,182	6	1	. 6
City and Town of Port Washington												-
Prom Subdivision	1062	- 11			<i></i>	-	4.05			_		
Northwoods Subdivision	1902	11	22	30	SW	5	4.25	3.28	28,750	5	U	5
Blev Park Estates	1902	11	22	20	111VV 617	12	10.10	14.40	52,2/2	11		11
Blev Park Estates Add. No. 1	1993	11	22	30	SE	40	11 02	0.05	15,840	35	13	40
				30	JE	20	11.03	3.07	10,101	10		<u>c</u> i
Town of Grafton										· ·	1	
Edgewater Park*	1927	10	21	1/12	SE/NE	21	26.41	23.83	33,000	15	6	20
Subtotal - Remainder of				1.1	Sec. Sec.		1.1.1					
PlanningArea						119	97.06	81.03	29.661	87	32	129
Total						007	306.00	212 52	15.010	766	141	042
L	- <b>-</b> -			••		301	390.00	312.03	15,010	700	141	942

\*Only a portion of the Edgewater Park Subdivision is in the Village of Saukville Planning Area.

Source: SEWRPC.

residential use in 1995, about 80 percent were occupied by single-family units; about 10 percent were occupied by two-family units; and about 10 percent were occupied by multi-family units.

Table 15 provides data on the developed and vacant residential subdivision lots in the Village of Saukville

planning area platted between 1927 and 1995. The total number of such lots platted within the Village of Saukville during this period was 788, of which 109, or about 14 percent, were undeveloped, that is, vacant and unused, in 1995. It should be noted that some of the undeveloped lots may not have been suitable for development due to existing site constraints, or may have been under the ownership of adjoining developed residential lots. During this same time period, 119 residential lots were platted in the portions of the planning area outside the Village corporate limits. Of the total number of lots platted, 32, or about 27 percent, were undeveloped in 1995.

#### **Commercial Land Use**

In 1995, commercial retail sales, offices, and services, together with associated parking, accounted for approximately 83 acres, or about 3 percent of the urban land uses and about 0.8 percent of the total land uses in the Village of Saukville planning area. Within the corporate limits of the Village of Saukville, commercial land uses accounted for approximately 58 acres, or about 7 percent of the urban land uses and about 3 percent of the total land uses in the Village are predominantly located along STH 33 from Progress Drive on the west to just east of IH 43/STH 57 on the east.

It should be noted that the commercial development located near the interchange of STH 33 and IH 43/ STH 57 is areawide in nature and serves residents from throughout Ozaukee County as well as motorists traveling through the area on each of the respective highways. The commercial development located along STH 33 west of IH 43 near the Veterans Park area is more locally oriented, primarily serving Village residents.

## Industrial Land Use

In 1995, industrial land uses accounted for approximately 170 acres, or about 6 percent of the urban land uses within the planning area and about 2 percent of all land uses in the planning area. Within the Village of Saukville in 1995, industrial land uses accounted for approximately 158 acres, or about 18 percent of the urban land uses and about 9 percent of all land uses in the Village. The Saukville Industrial Park and Dakora Woods Business Park, located in the northwest quadrant of the Village, contained the majority of the industrial land uses in the Village and were home to several major industrial firms including Charter Specialty Steel and Cramer Coil & Transformer Company.

## Transportation, Communications, and Utilities Land Use

In 1995, transportation, communications, and utility land uses, which include a railway line, streets and highways, and utility rights-of-way, accounted for approximately 1,091 acres of land in the planning area, or about 41 percent of the urban land uses in the planning area, and about 10 percent of all land uses in planning area. Within the corporate limits of the Village, these land uses accounted for approximately 281 acres, or about 32 percent of the urban land uses and about 16 percent of the all land uses. Major transportation and utility facilities include IH 43, the Wisconsin Central Transportation Corporation railway line, and the Village of Saukville sewage treatment plant.

#### Governmental and Institutional Land Use

In 1995, governmental and institutional land uses accounted for approximately 41 acres of land in the Village of Saukville planning area, representing about 2 percent of the urban land uses of the planning area and less than 1 percent of all land uses in the planning area. Within the Village of Saukville in 1995, these land uses accounted for approximately 33 acres, or about 4 percent of the urban land uses and about 2 percent of all land uses. Major governmental and public institutional land uses in the planning area include the Saukville Village Hall, the public library, the fire station, the public works garage, and the Saukville Elementary School.

### Parks and Recreational Land Use

In 1995, developed park and recreational land uses in the planning area encompassed approximately 230 acres of land, or about 9 percent of the urban portion of the planning area and about 2 percent of the total planning area. Within the Village of Saukville, these land uses accounted for approximately 43 acres, or about 5 percent of the urban land uses and about 2 percent of the total land uses. As shown on Map 18, this category includes only those areas that have been developed for intensive park and recreational uses, with facilities such as a playfields, baseball diamonds, and tennis courts. Park and open space sites are shown on Map 16 and listed in Table 11 of Chapter III.

#### **Nonurban Land Uses**

Nonurban land uses, including water, wetlands, woodlands, agricultural lands, and other open lands, totaled approximately 7,804 acres, or about 75 percent of the Village of Saukville planning area in 1995, while such uses occupied approximately 888 acres, or about 50 percent of the area within the Village corporate limits. The various types of nonurban land uses that occupy the Saukville area are described below.

# Natural Resource Areas

Natural resource areas include surface water areas, wetlands, and woodlands. Such areas encompassed approximately 2,060 acres, or about 20 percent of the planning area in 1995. Of this total, surface water areas represented approximately 153 acres, or about 2 percent of the planning area; wetland areas represented approximately 1,547 acres, or about 15 percent of the planning area; and woodlands occupied approximately 360 acres, or about 3 percent of the planning area. In the Village of Saukville in 1995, natural resource areas encompassed approximately 283 acres, or about 16 percent of the Village. Surface water areas encompassed approximately 31 acres, or about 2 percent of the Village; wetlands encompassed approximately 214 acres, or about 12 percent of the Village; and woodlands encompassed approximately 38 acres, or about 2 percent of the Village. Information regarding the distribution and importance of natural resource areas within the planning area is provided in Chapter III.

#### Agricultural and Open Lands

The agricultural and open land category shown on Map 18 includes all croplands, pasture lands, orchards, nurseries, fowl and fur farms, and undeveloped lands. This category also includes farm buildings other than residences associated with farms. Farm residences, together with a 20,000 square foot dwelling site area, were classified as single-family residential land uses.

Open lands include lands in rural areas that are not being farmed, as well as lands in urban areas that have not been developed. Examples of open lands in urban areas include park sites that have not been developed; excess transportation rights-of-way; subdivision outlots; and undeveloped portions of commercial and industrial lots.

In 1995, agricultural lands encompassed approximately 5,082 acres, or about 49 percent of the planning area. Of this total, prime agricultural lands occupied approximately 3,679 acres, or about 35 percent, of the planning area. Nonprime agricultural lands and farm buildings accounted for approximately 1,403 acres, or about 13 percent, of the planning area. Open lands accounted for approximately 596 acres, or about 6 percent, of the planning area.

Agricultural lands encompassed approximately 388 acres, or about 22 percent, of the Village of Saukville in 1995. Of this total, prime agricultural lands occupied approximately 210 acres, or about 12 percent of the Village; non-prime agricultural lands occupied approximately 178 acres, or about 10 percent of the Village. Vacant or unused lands occupied approximately 216 acres, or about 12 percent of the Village.

# HISTORIC BUILDINGS, STRUCTURES AND SITES

The preservation of historic places is intended to help ensure that the historic heritage of a community is protected and enhanced over time. Historic preservation planning recognizes that historic places are valuable resources whose loss would be detrimental to the community. The key elements of an effective historic preservation planning effort include: 1) a thorough survey of historic resources; 2) community support for historic preservation; and 3) integration of historic preservation planning into the comprehensive community planning process. The principal means for implementing historic preservation planning include a local landmarks or historic preservation commission created by municipal ordinance; a zoning ordinance with specific districts and district regulations for protecting historic sites and structures; and a demolition control ordinance. These principal means may be supplemented by the use of easements and taxation policies.

The importance of historic preservation planning is based on the assumption that the historic resources of a community are valuable and should be carefully considered in planning for community development and redevelopment. Historic preservation can help to maintain the unique identity of a community, especially within a community's central business district, in a time when many factors tend to create a national homogeneity in the environment. Other benefits of historic preservation include: promoting tourism, increased real estate values and municipal tax revenues, arresting decay in declining areas, creating community pride, and conserving cultural resources. Despite these potential benefits, other forces such as economics, public attitudes, and existing laws can sometimes work against historic preservation. Through proper planning, however, the impediments to historic preservation can be reduced.

To be most effective, historic preservation planning for communities such as the Village of Saukville should be integrated into the overall community planning process. As an integral part of the total planning process, historic preservation can be considered in addition to all of the other needs and goals of the community, thereby affording preservation equal consideration with other planning issues. In this way, historic preservation can become an issue of continuing concern and can be built into the ongoing development and redevelopment decision-making process of the community.

#### The Village of Saukville Landmarks Commission

The Village of Saukville Landmarks Commission was established in July 1988 by Ordinance No. 416. The Landmarks Commission Ordinance provides the legal means of enforcing the Village historic preservation program. Under the provisions of the ordinance, the Landmarks Commission is composed of seven members and should include, if possible, a registered architect; a historian qualified in the field of historic preservation; a licensed real estate broker; a Plan Commission member; and other citizens interested in landmarks preservation. The members are appointed by the Village President, subject to confirmation by the Village Board. Members serve a threeyear term, and may be appointed for succeeding terms. The Landmarks Commission should meet at least four times a year.

The Landmarks Commission Ordinance is intended to safeguard Saukville's history as reflected in its landmarks and landmark sites, stabilize and improve property values, foster civic pride in the beauty and accomplishments of the past, and enhance the Village's attraction to residents and visitors. The Landmarks Commission defines a "Landmark" as "any building or structure which has a special character or special historic interest or value as part of the development, heritage, or cultural characteristics of the Village of Saukville, State of Wisconsin, or Nation and which has been designated as a landmark pursuant to the provisions of Ordinance 416." A "Landmark Site" is defined as "any parcel of land of historic significance due to a substantial value in tracing the history of man, or upon which an historical event has occurred, and which has been designated as a landmark site under this section, or any improvement parcel, of part thereof, on which is situated a landmark and any abutting improvement parcel, or part thereof, used as constituting part of the premises on which a landmark is situated." An "Historic District" is defined as "an area designated by the Commission which contains one or more landmarks or landmark sites, and which may have within its boundaries other properties or structures that, while not of such historic and/or architectural significance to be designated as landmarks, nevertheless contribute to the overall visual characteristics of the landmark or landmarks located within the historic district."

According to the Landmarks Commission Ordinance, a landmark, landmark site, or historic district may be designated if any of the following criteria are met: 1) the site or structure exemplifies or reflects the broad cultural, political, natural, economic, or social history of the Village, State, or Nation; 2) is identified with historic personages or with important events in national, state, or local history; 3) embodies the distinguishing characteristics of an architectural type inherently valuable for a study of a period, style, method of construction, or of indigenous materials or craftsmanship; 4) is representative of notable work of a master builder, designer or architect whose individual genius influences an era; or 5) is part of, or related to, a square, park, or other distinctive area which should be developed or preserved according to a plan based on an historic, cultural, or architectural motif."

The primary duties and powers of the Landmarks Commission include the designation of landmarks, landmark sites, and historic districts and the regulation of construction, reconstruction, exterior alteration and demolition of designated landmarks. A public hearing must be held when a proposal for designation is being considered. In addition, whenever any construction or exterior alteration is proposed for a designated landmark, a Certificate of Appropriateness must be obtained from the Commission, and approved by the Plan Commission and Village Board.

# **Existing Historic Preservation Inventories**

In 1995, 58 buildings, structures, or sites in the Village of Saukville planning area had been identified as historic in one or more historic inventories. Of this total, 45 had been identified within the Village of Saukville corporate limits. General historic surveys and inventories which cover the Village of Saukville planning area are documented in: 1) H. Russell Zimmermann's book entitled, The Heritage Guidebook: Landmarks and Historical Sites in Southeastern Wisconsin, 1975; 2) the second edition of Richard N. E. Perrin's book entitled, Historic Wisconsin Buildings: A Survey in Pioneer Architecture: 1835-1870, 1981; 3) a book by John Boatman entitled, Memories from a Rural, Ethnic Community at "the Crossroads": The Saukville, Wisconsin Area, 1993; 4) reconnaissance surveys conducted by the State Historical Society of Wisconsin-Division of Historic Preservation in 1973, 1978, and 1987; 5) an inventory prepared by the Village of Saukville Landmarks Commission during the years 1988 through 1995; and 6) a field survey conducted by the Southeastern Wisconsin Regional Planning Commission during December 1995.

Seven buildings were identified as historically significant in the Zimmermann book, and one building—the Michael Ahner log house, which is now on permanent display at the Milwaukee Public Museum—was so identified in the Perrin book. The reconnaissance survey conducted by the State Historical Society initially identified 25 buildings with potential historic significance; however, one of these buildings has been demolished since the time the survey was conducted. The Payne Hotel was the only property identified by the State Historical Society survey as having potential to be listed on the National Register of Historic Places. The Village Landmarks Commission inventoried 32 potential landmark or landmark sites within the Village corporate limits. Of this total, 28 were buildings or structures, three were park sites, and one was a cemetery. The field survey conducted by the Southeastern Wisconsin Regional Planning Commission inventoried 43 buildings or sites with potential historic significance within the Village of Saukville planning area.

Map 19 and Table 16 identify the location, historic name and/or use of the places identified, and the source of the documentation. As might be expected, there is some overlap among the inventories, with most buildings appearing on two or more surveys. A comprehensive historic inventory of the Village should be conducted.

The large number of potentially historic buildings, structures, and sites that have been identified in the Village of Saukville planning area and the high concentration of such historic places within the Veterans Park area of the Village indicates that the area is rich in historic resources and should be considered for designation as an historic district.

Additional information relative to historic preservation in the Village is presented in Chapter VI, "Objectives, Principles, and Standards"; Chapter VIII, "Recommended Land Use Plan"; and Chapter IX, "Plan Implementation."

# **COMMUNITY FACILITIES**

To serve the needs of the general public, certain community facilities should be provided by the public sector. Such public facilities would help meet the ultimate goal of protecting and promoting the general public health, safety, and welfare for existing and future generations of Saukville residents. Data on certain public facilities is, therefore, essential to help determine if any additional land will be needed to accommodate expansions or development of new community facilities.

#### Schools

The Village of Saukville planning area lies within the boundaries of four school districts: the School Districts of Cedarburg, Grafton, Northern Ozaukee, and Port Washington-Saukville. As shown on Map 20, the majority of the Village of Saukville lies within the Port Washington-Saukville School District. It is anticipated that any educational facility expansion that may be needed to serve the future needs of Village residents will occur in the Port Washington-Saukville School District. The 1995-1996 school year enrollments and capacity of each school in the Port Washington-Saukville School District are set forth in Table 17. In 1995, the Village of Saukville planning area had only one school located within it—the Saukville Elementary School.

#### Public Library

The Village of Saukville's public library, known as the Oscar Grady Library, occupied the old American Legion Post building located at 151 S. Main Street in 1995. The building included a meeting room capable of accommodating 40 to 50 people during library hours. The library housed approximately 18,000 book volumes, subscribed to 90 magazines and newspapers, and had a collection of over 700 videotapes and 60 books on tape. The library also participated in an interlibrary loan program which provides access to materials from other libraries throughout Wisconsin and the United States. In 1996, a library facility expansion was initiated that more than doubled the size of the existing library from approximately 5,000 square feet to nearly 10,900 square feet.

#### **Municipal Office Buildings**

In 1995, the Saukville Village Hall was located at 639 E. Green Bay Avenue. Village departments located at the Village Hall included Administration, Building Inspection, Clerk/Treasurer, Community Development, and Police. The Department of Public Works was housed at its garage facility located at 649 S. Main Street.

#### **Police Protection Services**

The Village Police Department was located in the Village Hall in 1995. The Department provided 24-hour law enforcement services with seven full-time officers. Law enforcement in the Town of Saukville was provided by the Ozaukee County Sheriff's Department. An informal mutual aid agreement with adjacent municipalities and Ozaukee County provided additional law enforcement services as needed.

#### **Fire Protection Services**

In 1995, the Village fire department had 29 paid-oncall firefighters and 14 paid-on-call emergency medical technicians providing around-the-clock emergency fire and rescue service to the Village. The department, under contract, also provided fire protection services to



#### LOCATION OF POTENTIAL HISTORIC DISTRICT AND HISTORIC PLACES IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1995

Source: Wisconsin State Historical Society; Ozaukee County Historical Society; Village of Saukville Landmarks Commission, and SEWRPC.

# POTENTIALLY SIGNIFICANT HISTORIC PLACES IDENTIFIED IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1995

				5	Source of His	storic Listing	1
Number			Located	1011	SEWRPC	State	
on Man 19	Historic Place Location	Historia Nama/Deference	Vitnin	Village of	Field	Historical	National
	matoric made Education		village	Saukvine	inventory	Society	Register
1	STH 33 at Milwaukee River	Parker Through Truss Bridge	· · X ·	• X			
2	343-345 E. Green Bay Ave.	1850s Style Frame Houses	X	x			
3	311-317 E. Green Bay Ave.	Schanen Garden's Tavern	X	X			
4	310-312 E. Green Bay Ave.	Payne's Hotel	X	X	X	x	x
5	301 E. Green Bay Ave.	Kempt Hotel & Tavern/Brandt's Tavern	X	X			
0	East Clay Street	Peninsula Park	X	X			
/	295 East Cay Street	Brenner Civil War Era House		X			
0	203 E. Green Bay Ave.	George Vernaalen House	X	X	X	x	
10	2/3 E. Green Bay Ave.	Centrel Hotel		X		v	
11	229 E Green Bay Ave.	Lacob Sebougiteria Garage			<b>^</b>	~	
12	221 E. Green Bay Ave.	Commorcial Building	l û	· • •	· •		
13	209-213 F Green Bay Ave	Commercial Building	Î		Ŷ		
14	193-197 E Green Bay Ave	Grady General Store (Moose Lodge)	Î	v	Ŷ		
15	189 F. Green Bay Ave	Edward Eastman House	Ŷ	Ŷ	^		
16	173 F. Green Bay Ave.	Daniel McGinley Home	Ŷ	x ·	x	Y	
17	155-157 E. Green Bay Ave.	Victorian Residence	Ŷ	^	Ŷ	$\hat{\mathbf{r}}$	
18	133-139 E. Green Bay Ave.	Mediterranean Revival Ant. Bidg	x		x ·	x	
19	125 E. Green Bay Ave.	Mediterranean Revival Gatehouse	x		x	x	
20	100 E. Green Bay Ave.	Seelman's Book Bindery	x	x			
21	165 S. Mill Street	Eagle Hotel/Hotel Saukville	x	x	x		
22	135 S. Mill Street	DeBuhr Brothers Hardware Store	Â	x	~		
23	103-105 S. Mill Street	August Koenig's General Store	x	x	x		
24	East Green Bay Ave.	Triangle Park	x	x			
25	234 E. Dekora Street	Saukville State Bank	x	x	x		
26	226 E. Dekora Street	Heim Shoe and Harness Shop	х	х			
27	200 E. Dekora Street	Johl Meat Market	х	х	x		
28	101-117 N. Mill Street	Munes Saloon/Albinger Garage	x	х	x		
29	133 N. Mill Street	Feites Saloon	х	х	x	х	
30	200 N. Mill Street	Firehouse	х	х	x		
31	203 N. Mill Street	Ed Fintzen's Blacksmith Shop	х	х			
32	243 N. Mill Street	Cream Brick Farmhouse	х		x		
33	East Dekora Street	Grady Park	<b>X</b>	x			
- 34	166 W. Dekora Street	St. Peter's United Church of Christ	х	х	X	X	
35	151 S. Main Street	Saukville El. School(Oscar Grady Library)	X	х	X	X	
36	140 W. Church Street	Immaculate Conception Catholic Church	x	X	x	X	
3/	222 W. Church Street	Victorian Frame House	X		X		
38	201 Center Street	Residence	X		X	X	
39	198 S. Dries Street	Residence	X		X		
40	200 Railroad Street	Railroad House Hotel	X		X		
41	267 W. Dekora Street	Haim Chee and User and Cheese Factory	X	X	X	×	
42	South Main Street	St. Manula Comptone		v	- Û	v	
40	South Main Street	St. Mary's Cemetery		· 🔨	Ŷ	<b>^</b>	
45	1081 S Main Street	Stone Outhuildings	Ŷ		Ŷ		
46	3226 N Mill Street	Fieldstone Farmhouse	^		Ŷ		
47	1520 Cold Springs Boad	Outhuilding			Ŷ	×	
48	1761 Cold Springs Road	Farmbouse			Ŷ	Ŷ	
49	1805 W. Center Road	Farmstead			x	Ŷ	
50	3432 N. Northwoods Road	Outbuilding			x	x	
51	2332 Sunset Road	Farmhouse			x	x	
52	1235 E. Sauk Road	Thomas Irwin House			X	x	
53	1699 Cedar-Sauk Road	Farmhouse			X	x	
54	1807 Cedar-Sauk Road	Farmhouse			X	x	
55	1996 Cedar-Sauk Road	Outbuilding			х	x	
56	2390 Hannemann Road	Residence			х	X	
57	1986 Pleasant Valley Road	St. Wenceslas Catholic Church			х	x	
58	1986 Pleasant Valley Road	Monastary/Convent			Х	X	

Source: U. S. Department of Interior, State Historical Society of Wisconsin, Village of Saukville, Russell Zimmerman, Richard Perrin, John Boatman, Evelyn Leach, and SEWRPC.



# SCHOOL DISTRICT BOUNDARIES AND PUBLIC SCHOOL LOCATIONS IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1995

Source: SEWRPC.

#### Table 17

#### 1995-1996 SCHOOL YEAR ENROLLMENT AND SCHOOL CAPACITY FOR THE PORT WASHINGTON-SAUKVILLE SCHOOL DISTRICT

School	1995-1996 Enrollment	School Capacity
Port Washington High School (grades 9-12)	948	1,200
Thomas Jefferson Middle School (grades 5-8)	833	1,050
Dunwiddle Elementary School (grades 1-4)	332	375
Saukville Elementary School (grades K-5)	294	350
Lincoln Elementary School (grades K-4)	375	500
School District Total	2,782	3,475

Source: Wisconsin Department of Public Instruction, School District of Port Washington-Saukville and SEWRPC.

a portion of the Town of Saukville. Mutual aid agreements with surrounding communities also ensured that an appropriate level of protection was available in the event that additional fire protection services were needed.

The fire station, located at 100 S. Main Street, housed all firefighting equipment including six first-alarm apparatus, a reserve fire engine, and a grass fire pickup truck. The facility included four overhead doors fronting on four apparatus bays, an apparatus room, a mechanical room, a dispatch office, an office area, two restrooms, a combination kitchen and meeting room, and a workshop area. The facility totaled approximately 5,000 square feet.

A second fire department building, located at 200 N. Mill Street, was used principally to house all emergency medical equipment, including two ambulances. The facility included one large apparatus bay with one swinging exit door, a training room, and a smoke room for search and rescue training. Built in 1912, the facility was in need of significant repair and/or upgrades as of 1995.

In 1993, the Village contracted with the PAR Group, a public management consulting firm, to evaluate fire protection services in the Village. The final report, issued in June 1994, and titled *Fire Services in Saukville, Wisconsin*, provided recommendations as to how the provision of fire protection services in the Village could be improved. One recommendation suggested the consolidation of existing services to one facility. In response to this recommendation, the Village initiated the construction of a new fire station in 1997. The new facility, located east of Dekora Woods Boulevard on STH 33, was occupied in the spring of 1998. The facility includes approximately 17,000 square feet, has 10 apparatus bays, a conference room, several offices, a training room, and full kitchen and locker facilities.

## **Rating of Fire Protection Services**

The adequacy of fire protection is evaluated by the Insurance Services Office (ISO) utilizing a grading schedule for municipal fire protection. The schedule provides criteria to be used in rating the fire defenses and physical conditions of municipalities. Ratings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While the ISO does not presume to dictate the level of fire protection services that should be provided by any municipality, reports of its surveys generally contain recommendations for correcting any serious deficiencies and, over the years, have been accepted as guides by many municipal officials in planning improvements to firefighting services.

The ratings assigned by the ISO are based on analyses of fire department equipment, alarm systems, water supply, fire prevention programs, building construction, and distance of potential hazard areas, such as the central business district, from a fire department station. In rating a community, total deficiency points in the several areas of evaluation are used to assign a numerical rating of from one to 10, with one indicating the best protection and 10 representing an essentially unprotected community. Class nine usually indicates a community without effective public water supply and hydrant protection, while higher categories have such facilities. The fire insurance rating in effect in 1995 for the Village of Saukville was a Class 3.

# **PUBLIC UTILITIES**

Public utility systems are one of the most important elements influencing community growth and development. Urban development today is highly dependent on these utility systems, which provide the individual land uses with power, light, communication, water, and sanitary sewer services. Information about these utilities is essential to any land use planning effort.

#### **Sanitary Sewer Service**

The extent of existing sanitary sewer service and the anticipated future sanitary sewer service area for the Village of Saukville and environs is shown on Map 21. The planned sanitary sewer service area, tributary to the Village sewage treatment plant, is set forth in SEWRPC Community Assistance Planning Report No. 90, *Sanitary Sewer Service Area for the Village of Saukville*, September 1983. The planned sewer service area includes all of the Village as well as additional adjacent areas. The Village of Saukville planning area also includes a small portion of the City of Port Washington planned sanitary sewer service area as set forth in SEWRPC Community Assistance Planning Report No. 95, *Sanitary Sewer Service Area for the City of Port Washington*, September 1983.

In 1995, about 1,321 acres, or about 73 percent of the area within the Village, was served by sanitary sewer. The Village's sanitary sewerage system consisted of a sewage treatment plant located at 1600 Cottontail Lane, five lift stations, and a network of trunk, main, and lateral sewers. The treatment plant was designed to treat an average daily flow of approximately 1.0 million





Source: Ruekert and Mielke, Inc., Village of Saukville, and SEWRPC.
gallons of wastewater per day. The plant treated an average daily flow of approximately 0.7 million gallons of wastewater, or about 70 percent of the total treatment capacity of the plant. The treated wastewater was discharged to the Milwaukee River. The Village of Saukville sanitary sewer service area is recognized by the Village to be the limits of planned future urban development for the Village under this plan.

# **Public Water System**

The Village of Saukville operates its own municipal water supply system. The existing system and service area are shown on Map 22. In 1995, the system served nearly the same service area as the public sanitary sewer system. The service area totaled approximately 1,289 acres, or about 12 percent of the planning area and about 73 percent of the total area within the Village corporate limits. The water system was served by four wells in 1995, with a supply capacity of approximately 3.0 million gallons per day and an average daily consumption of approximately 1.3 million gallons.<sup>1</sup> In 1996, the Village put an additional well into operation that is located in the eastern section of the Village. The new well increased the system capacity by approximately 1.1 million gallons per day.

The Village was served by one water stand pipe/tower with a capacity of approximately 400,000 gallons in 1995. In 1997, the Village put into operation a new 500,000 gallon capacity water tower located in the Dakora Woods Business Park. The Village also raised the existing water stand pipe by an additional 20 feet. These improvements were intended to increase water pressure and storage capacity in the system.

#### Stormwater Drainage Facilities/System

In 1994, RUST Environmental & Infrastructure, consulting engineers, prepared a stormwater management plan for the Village. The plan was undertaken to determine improvements and/or expansions to the existing facilities needed to accommodate runoff from present and future developments. The plan included an inventory of existing engineered stormwater facilities located in the Village and immediate environs. Map 23 reflects the findings of this inventory. In 1994, a majority of the Village was served by a drainage system consisting primarily of storm sewers but also including drainage ditches and natural watercourses. Stormwater collected by the system discharged directly into the Milwaukee River, or tributaries of the river.

# Solid Waste

In 1995, residential trash and recyclable materials were collected curbside, on a weekly basis, by Waste Management, Inc. There were no active landfill sites located in the Village in 1995 and, as such, all solid waste was transported to outlying landfills for final disposal.

# SUMMARY

In order for the land use plan for the Village of Saukville and environs to constitute a sound and realistic guide for making decisions concerning the physical development of the Village and surrounding areas, pertinent features of the built environment must be given due consideration. For purposes of the planning effort, the pertinent features of the built environment were identified as existing land uses, historic resources, public facilities, and public utilities.

A detailed inventory of existing land use in the Saukville 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 the year 2010, and to assist in the development of an appropriate pattern of future land use.

A summary of the most important findings of this chapter include the following:

- 1. Of the approximately 16.4 square miles of land in the planning area, about 12.2 square miles, or about 75 percent, were devoted to nonurban land uses, including wetlands, woodlands, agricultural lands, and undeveloped lands. Undeveloped lands included large tracts of unused lands in rural areas as well as small undeveloped tracts in urban areas, such as outlots. Urban land uses occupied approximately 4.2 square miles, or about 25 percent of the planning area, in 1995. Specific land uses in the planning area in 1995 are shown on Map 18 and summarized in Table 13. Specific land uses in the Village in 1995 are also shown on Map 18 and summarized in Table 14.
- 2. Several important attributes of the character of the planning area can be noted from Map 18 and Tables 13 and 14. First, agriculture was the largest single land use in the planning area in 1995, encompassing approximately 5,082 acres, or about 49 percent of

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<sup>&</sup>lt;sup>1</sup>The average daily water consumption is about twice the average daily wastewater flow because of the existing industries in the Village that use large amounts of water for industrial purposes.

# Map 22

# VILLAGE OF SAUKVILLE PUBLIC WATER SUPPLY SYSTEM: 1995



Source: Ruekert and Mielke, Inc., Village of Saukville, and SEWRPC.

#### Map 23

#### VILLAGE OF SAUKVILLE ENGINEERED STORMWATER DRAINAGE SYSTEM: 1995



Source: Ruekert and Mielke, Inc., Village of Saukville, and SEWRPC.

the planning area. The next largest land use in the planning area in 1995 was natural resource areas surface water, wetlands, and woodlands—encompassing approximately 2,060 acres, or about 20 percent of the planning area.

- 3. The incorporated area of the Village in 1995 occupied approximately 1,773 acres, or about 17 percent of the planning area. Developed urban land uses occupied approximately 885 acres, or about 50 percent of the incorporated area, while nonurban land uses occupied approximately 888 acres, also about 50 percent of the incorporated area. Residential development was the predominate urban land use in the Village in 1995, encompassing approximately 312 acres, or about 18 percent of the incorporated area devoted to residential use in the Village was occupied by single-family residential development.
- In 1995, commercial land uses occupied approximately 58 acres in the Village of Saukville, or about 3 percent of the total area in the Village. Commercial land uses were located predominantly near the intersection of IH 43 and STH 33.
- 5. In 1995, industrial land uses, located predominately in the Saukville Industrial Park and the Dakora Woods Business Park, occupied approximately 158 acres, or about 9 percent of the Village.
- 6. Governmental and institutional use, and park and recreational uses together occupied approximately 76 acres in 1995, or about 4 percent of the Village.
- 7. The significant concentration of potentially historic buildings, structures, and sites within the Veterans Park area of the Village indicates that the neighborhood is rich in historic resources and should be considered for designation as an historic district.
- 8. The Village was served by three elementary schools, one middle school and one high school. The schools

were part of the Saukville-Port Washington School District. One school, the Saukville Elementary School, is located in the Village.

- 9. With the exception of the Department of Public Works, all municipal offices were located in the Village Hall at 639 E. Green Bay Avenue. The Department of Public Works was located at its facility at 649 S. Main Street. The Oscar Grady Library was located at 151 S. Main Street.
- 10. Law enforcement services in the Village were provided by seven full-time police officers in 1995.
- 11. The Village was served by a paid-on-call fire department. The fire insurance grade for the Village in 1995 was Class 3.
- 12. The Village of Saukville Sewage Treatment Plant provides public sanitary sewer services to the Village. The treatment plant had a capacity of 1.0 million gallons per day in 1995, which could serve a population equivalent to 6,700 persons. In 1995, the plant treated an average daily flow of approximately 0.7 million gallons of wastewater, or about 70 percent of the total treatment capacity of the plant.
- 13. The Village of Saukville municipal water system served approximately the same area in the Village that was provided with sanitary sewer service. The water system was served by four wells and one water stand pipe/tower in 1995, with a supply capacity of approximately 3.0 million gallons per day and an average daily consumption of approximately 1.3 million gallons. The Village put an additional well and water tower into operation in 1997 that increased water pressure and capacity in the system.
- 14. Solid waste and recyclable materials were collected curbside, on a weekly basis, by Waste Management, Inc., and disposed of outside the planning area.

# **Chapter V**

# **EXISTING LAND USE REGULATIONS**

The proper preparation of a land use plan requires careful consideration of existing land use and development regulations, including zoning ordinances, land subdivision control ordinances, and official maps. The existing regulations which require examination in this respect include the Village comprehensive zoning ordinance and land subdivision control ordinance. Regulations implemented by Ozaukee County and the Towns of Cedarburg, Grafton, Saukville, and Port Washington within the Village of Saukville planning area must also be considered. Each of these existing plan implementation devices is described in this chapter as they affect the physical development of the Village and environs, and the ability of the Village and other concerned governments to implement the adopted land use plan.

As shown on Map 1 of Chapter I, the planning area includes all of the Village of Saukville and adjacent areas that include portions of the Towns of Cedarburg, Grafton, Saukville, and Port Washington. Land use and development regulations in effect in those Towns are therefore considered in this chapter, along with such regulations in effect in the planning area and implemented by Ozaukee County.

# ZONING

Good development depends not only on sound, long-range plan formulation at all levels of government, but on practical plan implementation as well. Zoning is one of the major plan implementation devices available to any community. The primary function of zoning should be to implement the community's land use plan. A secondary function of zoning should be to protect desirable existing development. Zoning should be a major tool for the implementation of community plans and not a substitute for such plans. A zoning ordinance is a public law which regulates and restricts the use of private property in the public interest. Zoning seeks to confine certain land uses to those areas of the community which are best suited to those uses, and seeks to set aside land for particular uses, thereby encouraging the most appropriate use of land throughout the community. Zoning seeks to assure adequate light, air, and open space for each building, and to avoid overcrowding, traffic congestion, and the overloading or underuse of utility systems. Zoning should also be designed to protect and preserve the natural resource base.

A single set of regulations applying to the entire community could not achieve these zoning objectives, since different areas of the community differ in character and function. Accordingly, a zoning ordinance consists of two parts: 1) a map delineating the boundaries of various zoning districts; and 2) a text setting forth regulations that apply to each of the various zoning districts, together with related procedural, administrative, and legal provisions. The zoning ordinance text includes both "use" and "bulk" regulations for each district. Use regulations specify the type of buildings and land uses that can occupy land in a given district; including principal permitted uses; conditional uses, which require review and approval by the Plan Commission; and accessory uses, which are permitted if they are incidental to a principal use. Bulk regulations specify minimum lot sizes, maximum buildings heights, minimum building setbacks from property lines, and related details.

Zoning ordinances commonly provide for number of different zoning districts, including, for example, single-, two-, and multi-family residential districts; business and industrial districts; and conservancy districts. The zoning ordinance sets forth specific regulations that apply within each district. In this respect the zoning ordinance differs from building, housing, and sanitation codes, which, in general, apply uniformly to all lands or buildings of like use within a community.

Wisconsin enabling legislation requires that zoning regulations shall be formulated and applied in accordance with a "comprehensive plan." There are a number of different interpretations of the meaning of the term "comprehensive plan" within this context. These vary from the interpretation that, to be deemed to be in accordance with a comprehensive plan, zoning must regulate land use, building height, and lot area; to the interpretation that zoning must be applied throughout the entire corporate area of the community; to the interpretation that zoning must be based upon careful and comprehensive study prior to adoption; and to the interpretation that zoning must be based upon a documented long-range land use plan and must seek to implement that plan. The fourth concept is that which is the most commonly accepted by professional planners.

# Village of Saukville Zoning Ordinance

All land development and building activity in the Village of Saukville is regulated by the Village zoning ordinance. The present zoning ordinance was adopted in July 1988, and last amended in August 1995. It is set forth in Chapter 11 of the Village of Saukville Municipal Code and contains 16 basic zoning districts and three overlay districts.

A basic zoning district is one for which the regulations governing the use and location of land and buildings are uniform, such as the residential, commercial, and industrial district classifications. An overlay district provides for the possibility of superimposing certain additional requirements upon a basic zoning district. In the instance of conflicting requirements, the more stringent requirement applies.

The basic zoning districts in the Village include three single-family residential districts; one two-family residential district; one multi-family residential district; four business districts; two manufacturing districts; two public use districts; one conservancy district; one agricultural district; and one business park district. The three overlay districts include a floodway overlay district, a floodplain fringe overlay district, and a planned unit development overlay district. The floodway overlay district is intended to preserve the hydraulic capacity of the Milwaukee River to pass flood flows, as well as to protect people and property from flood damage by prohibiting structures that would impede the flow of water during periodic flooding. The floodplain fringe overlay district is intended to permit limited filling and development of floodplain areas where such fill will not significantly affect flood water conveyance or storage capacities. The planned unit development overlay district permits some flexibility in applying underlying zoning regulations when unique site characteristics are present. The application of these districts, as of October 1995, is shown on Map 24.

Table 18 presents a brief summary of the zoning regulations applicable within each of the 19 districts, identifying principal and conditional uses, minimum lot sizes and floor area, minimum yard requirements, and maximum building heights.

# **Town Zoning Ordinances**

The planning area, as noted, includes portions of the Towns of Cedarburg, Grafton, Port Washington and Saukville. All have adopted zoning ordinances. Map 25 shows the zoning districts applied within each of the Towns in the planning area as of December 1996. Tables 19 through 22 summarize the district regulations for each of the Towns.

#### Town of Cedarburg

The Town of Cedarburg Zoning Ordinance includes 17 zoning districts. The districts include two agricultural districts, one conservancy district, seven residential districts, three business districts, three industrial districts, and one park district. The district regulations are summarized in Table 19.

#### Town of Grafton

The Town of Grafton Zoning Ordinance includes seven basic zoning districts and one overlay district. The districts include two agricultural districts, three residential districts, one business district, one industrial district, and a conservancy overlay district. The district regulations are summarized in Table 20.

#### Town of Saukville

The Town of Saukville Zoning Ordinance includes six basic zoning districts and one overlay district. The districts include two agricultural districts, one residential district, one business district, one industrial district, one park district, and a conservancy overlay district. The district regulations are summarized in Table 21.

# Town of Port Washington

The Town of Port Washington Zoning Ordinance includes five zoning districts. The districts include one agricultural district, two residential districts, one business district, and one industrial district. The district regulations are summarized in Table 22.

#### **Shoreland Zoning**

Chapter NR 117 of the Wisconsin Administrative Code requires cities and villages to protect through zoning "shoreland" wetlands that are five acres or larger in area. Shorelands are defined as those areas located within 1,000 feet of the ordinary highwater mark of navigable lakes, within 300 feet of the ordinary highwater mark of navigable rivers and streams, or within the 100-year recurrence interval floodplain if the floodplain extends more than 300 feet from the ordinary highwater mark of a river or stream.

#### Map 24

## **EXISTING ZONING IN THE VILLAGE OF SAUKVILLE: 1995**



Source: Village of Saukville and SEWRPC.

# Table 18

# SUMMARY OF EXISTING ZONING DISTRICTS FOR THE VILLAGE OF SAUKVILLE: 1995

			Mi	nimum Lot Size nd Floor Area		Mir Re	imum Ya quiremen	rd ts	Maximum Principal
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Building Height (feet)
A-1 Agricultural	General farming and other agricultural related uses; dairying; raising domestic stock; and farm dwellings	Airports; utility substations; solar energy collectors; dumps; disposal areas; incinerators; and top soil removal	Five acres	1,000 square feet	300	50	25	25	35 for dwelling; 100 for farm buildings
R-1 Single-Family Residential	Single-family dwellings; foster family homes; family day care homes; and com- munity living arrangements for eight or fewer persons	Governmental and cultural uses; utility substations; schools and churches; solar energy collectors; meeting places of a noncommercial nature; community living arrangements for nine or more persons; home indus- tries; and top soil removal	20,000 square feet	1,600 square feet	100	35	15	25	35
R-2 Single-Family Residential	Single-family dwellings; foster family homes; family day care homes; and com- munity living arrangements for eight or fewer persons	Governmental and cultural uses; utility substations; schools and churches; solar energy collectors; meeting places of a noncommercial nature; community living arrangements for nine or more persons; home indus- tries; and top soil removal	12,000 square feet	1,400 square feet	90	35	10	25	35
R-3 Single-Family Residential	Single-family dwellings; foster family homes; family day care homes; and com- munity living arrangements for eight or fewer persons	Governmental and cultural uses; utility substations; schools and churches; solar energy collectors; meeting places of a noncommercial nature; community living arrangements for nine or more persons; home industries; and top soil removal	10,000 square feet	1,200 square feet	80	35	6	25	35
R-4 Two-Family Residential	Two-family dwellings; com- munity living arrangements for eight or fewer persons; foster family homes; and family day care homes	Governmental and cultural uses; utility substations; schools and churches; solar energy collectors; meeting places of a noncommercial nature; community living arrangements for nine or more persons; home industries; and top soil removal	14,500 square feet	1,200 square feet	95	35	6	25	35
R-5 Multi-Family Residential	Two-family and multi-family dwellings; community living arrangements for 15 or fewer persons; foster family homes; and family day care homes	Governmental and cultural uses; utility substations; schools and churches; solar energy collectors; meeting places of a noncommercial nature; housing for elderly; rest homes; community living arrangements for 16 or more persons; home industries; and top soil removal	22,000 square feet	Efficiency Unit-500 square feet One-Bedroom Unit-850 square feet Two-Bedroom or Larger Unit-1,000 square feet	110	50	15	25	35

# Table 18 (continued)

· · · · · ·			Minimum Lot Size						
			Mi a	nimum Lot Size nd Floor Area		Mir Re	nimum Ya Iquiremen	ird its	Maximum Principal
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Building Height (feet)
B-1 Central Business	Retail stores; business offices; clubs; clinics; hotels and motels; theaters; restaurants; services; other commercial; and cultural and entertainment activities	Governmental and cultural uses; utility substations; public passenger transpor- tation; solar energy collec- tors; funeral homes; drive- in banks; gasoline service stations; roof mounted satellite dishes; top soil removal; commercial recre- ational facilities; flea mar-						25	35
		kets; circuses and animal shows; fireworks sales facilities; Christmas tree sales; and farmers markets							
B-2 Retail Shopping Center Business	All B-1 District permitted uses except hotels, motels, lodges, and clubs	Governmental and cultural uses; utility substations; public passenger transpor- tation; public and semipub- lic solar energy collectors; funeral homes; drive-in banks; gasoline service stations; roof mounted satellite dishes; top soil removal; commercial recreational facilities; flea markets; circuses and animal shows; fireworks sales facilities; Christmas tree sales; and farmers markets	Four acres		200	35	35	35	.35
B-3 Office and Professional Business	Administrative and public service offices; professional offices; studios; financial institutions; barber shops and beauty salons; interior decorators; medical clinics; parking lots and structures; and real estate and insurance offices	Governmental and cultural uses; utility substations; public passenger transpor- tation; public and semi- public solar energy collec- tors; funeral homes; drive-in banks; and top soil removal	10,000 square feet		80	35	8	25	35
B-4 Highway Shopping Center Business	Businesses dependant upon highway traffic. Any uses permitted in the B-2 District and other uses such as automotive, marine, and aircraft sales and service; financial institutions; building supply stores; commercial day care; gasoline service stations; hotels and motels; and restaurants	Utility substations; public passenger transportation; public and semipublic solar energy collectors; funeral homes; drive-in restau- rants; radio and television towers; limited manufac- turing concerns; roof mounted satellite dish; top soil removal; flea markets; circuses and animal shows; fireworks sales facilities; Christmas tree sales; and farmers markets	20,000 square feet	· · · · · · · · · · · · · · · · · · ·	90	35	20	25	35

# Table 18 (continued)

			N	linimum Lot Size and Floor Area	at a second	Mi	nimum Y aquireme	ard nts	Maximum
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Building Height (feet)
M-1 Light Manufacturing	Processing; manufacturing; and/or storage	Airports and airstrips; governmental and cultural uses; utility substations; public passenger transportation; public and semipublic solar energy collectors; animal hospitals; processing and manufac- turing of feeds; hardwood flooring and veneer; lum- ber yards; freight yards; commercial service facili- ties; and top soil removal	20,000 square feet		90	50	25	25	35
M-2 General Manufacturing	All M-1 permitted uses and other manufacturing and industrial uses of a more general and less restrictive nature than those uses allowed in the M-1 district	Airports and airstrips; governmental and cultural uses; utility substations; public passenger trans- portation; public and semipublic solar energy collectors; animal hospitals; processing and manufac- turing of feeds; hardwood flooring and veneer; lum- ber yards; freight yards; commercial service facili- ties; and top soil removal	20,000 square feet		90	50	25	25	120
I-1 Institutional	Schools; churches; funeral homes; hospitals; nursing homes; clinics; uses under public ownership; public administrative offices; and public utility offices	Airports and airstrips; utility substations; penal and cor- rectional institutions; cem- eteries; crematories; solar energy collectors; clubs and fraternities; housing for elderly; rest homes; funeral homes; radio and television towers; and top soil removal	10,000 squara feet	1,400 square feet	80	35	6	25	35
P-1 Park	Parks; playgrounds; botanical gardens; fair- grounds; golf courses; public art galleries; and athletic fields	Government and cultural uses; utility substations; schools; public solar energy collectors; top soil removal; and archery ranges	••			40	40	40	35
C-1 Conservancy	Certain recreational uses; existing agricultural uses; and silviculture	New streets, parks and recreation areas; utilities; railroad lines	·				••	<b>- ;-</b>	
B-P Business Park	Light manufacturing and warehousing; biotech- nology; corporate head- quarters; manufacturing offices; professional busi- ness; financial and real estate services; govern- ment offices; park and ride lots; and other uses deter- mined by the Industrial Development Committee	None	40,000 square feet	7.5 percent of lot or 5,000 square feet	200	50	25	25	50
FWO Floodway Overlay	Drainage; movement of floodwater; navigation; stream bank protection; water measurement and control facilities	Open space and related uses; accessory structures; and municipal water supply and sanitary sewage collec- tion systems			••			<u> </u>	18 - <b></b> 1877 19 19

#### **Table 18 (continued)**

			М		Mi	Maximum Principal			
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Building Height (feet)
FFO Floodplain Fringe Overlay	Any use of land, except structure development, that is permitted in the underlying zoning district	Accessory structures; resi- dential; commercial and industrial structures; muni- cipal water supply and san- itary sewage collection systems; and filling of land, all subject to floodproofing and other requirements						<u></u>	
PUD Planned Unit Development Overlay	All uses permitted in the underlying zoning district	None		•	· . · <b></b>				. <u>.</u>

\*As per underlying zoning district requirements.

Source: Village of Saukville Zoning Ordinance and Shoreland-Wetland Zoning Ordinance and SEWRPC.

Shoreland-wetlands in Saukville are regulated through the C-1 Conservancy District as set forth in the Village of Saukville Zoning Ordinance—Chapter 11 of the Municipal Code. The official zoning map for the Village delineates the C-1 Conservancy District. The district includes wetlands defined as shoreland-wetlands greater than five acres in area, and additional nonshoreland wetlands.

The delineation of wetlands located outside the Village, but in areas that may be subject to annexation by the Village are found on the Wisconsin Wetland Inventory Map for Ozaukee County as prepared by the Regional Planning Commission for the Wisconsin Department of Natural Resources.

Ozaukee County shoreland zoning regulations apply to shoreland areas, including shoreland-wetlands, in all unincorporated areas within the County. In cases where a shoreland area is regulated by both the County shoreland zoning ordinance and a town zoning ordinance, the more restrictive regulations apply. The County regulations also apply to areas in the Village of Saukville that were annexed after May 7, 1982. Section 59.971(7) of the *Wisconsin Statutes* requires county shoreland regulations to remain in effect in areas annexed after that date unless the annexing city or village has adopted shoreland regulations that are at least as restrictive as the county regulations.

County shoreland regulations are usually more restrictive than city or village regulations, because State regulations governing the adoption of shoreland zoning ordinances specify more restrictive standards for county ordinances than for city and village ordinances. Some of the standards that must be included in county shoreland ordinances but are not required in city and village ordinances are larger minimum lot sizes; 75-foot minimum setback requirements from the ordinary highwater mark of rivers, streams, and lakes; limitations on the removal of vegetation within 35 feet of the ordinary highwater mark; and restrictions on any extensive filling, grading, lagooning, dredging, ditching, and excavating in shoreland areas. Shoreland areas annexed to the Village after May 7, 1982, are shown on Map 26. These areas are subject to the County shoreland regulations, but are administered by the Village. The County shoreland zoning regulations were essentially "frozen" in place once those lands were annexed to the Village.

# LAND SUBDIVISION ORDINANCE

A land subdivision control ordinance is a public law that regulates the division of land into smaller parcels. Land subdivision control ordinances provide for appropriate public oversight of the creation of new parcels and help ensure that new urban development is appropriately located; that farm and lot size minimums specified in zoning ordinances are observed; that adequate rights-ofMap 25

# EXISTING ZONING IN THE TOWNS OF CEDARBURG, GRAFTON, SAUKVILLE, AND PORT WASHINGTON AS RELATED TO THE VILLAGE OF SAUKVILLE PLANNING AREA



Source: SEWRPC.

# Table 19

# SUMMARY OF EXISTING ZONING DISTRICTS FOR THE TOWN OF CEDARBURG: 1995

			Mi	nimum Lot Size Ind Floor Area		Mi	nimum Ya equiremen	rđ its	Maximum Principal
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Building Height (feet)
R-1 Single-Family Residential	Single-family dwellings	None	80,000 square feet	1,800 square feet	200	75	35	35	35
R-2 Single-Family Residential	Single-family dwellings	Schools and churches; planned unit develop- ments; home occupations; and professional offices	40,000 square feet	1,500 square feet	150	75	25	25	35
R-3 Single-Family Residential	Single-family dwellings	Schools and churches; planned unit develop- ments; home occupations; professional offices; non- commercial meeting places; rest homes; boar- ding homes and lodges	40,000 square feet	1,200 square feet	150	75	25	25	35
B-1 Neighborhood Business	None	Bakeries; barbershops; clinics; clothing stores; cocktail lounges; drug stores; fish markets; grocery and liquor stores; home occupations; lod- ges; restaurants; soda fountains; and tobacco stores	1 acre	•••	150	75	50	15	35
B-2 Planned Business	None	Appliance stores; clothing repair shops; crockery stores; department stores; financial institutions; food lockers; furniture stores; hotels; night clubs; office supplies; pet shops; places of entertainment; plumb- ing supplies; publishing; radio broadcast studios; second-hand stores; and variety stores	2 acres	· · · · · · · · · · · · · · · · · · ·	200	100	30	30	45
B-3 Business	None	General merchandising; wholesaling establish- ments; printing and publishing; community facility services; retail stores and shops; general warehousing; transpor- tation terminals; distribu- tors; and food locker plants	1 acre		200	75	30	30	45
M-1 Industrial	Automotive body repair; pressing and dyeing establishments; commer- cial greenhouses and bak- eries; distributors; labora- tories; printing; ware- housing and wholesaling manufacturing; fabrica- tion; packing; packaging; processing and assembly facilities	Airports, airstrips and landing fields; govern- ment and cultural uses; utilities; public passenger transportation terminals; animal hospitals; disposal areas; incinerators; and sewage disposal plants	1 acre	<sup>(1</sup> ) (1)	200	50	30	30	45
M-2 Planned Industrial	None	All M-1 principal uses; freight yards and termi- nals; trans-shipment depots; inside storage; breweries and crematories	1 acre			50	30	50	45

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# Table 19 (continued)

			Mi	nimum Lot Size and Floor Area		Mi Ri	nimum Ya equiremer	nrd hts	Maximum
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Building Height (feet)
M-3 Quarrying	Mineral extraction opera- tions and concrete and concrete product manu- facturers that are already in existence	Extension of legally existing mineral extraction opera- tions and concrete or concrete product manu- facturing operations; creation of new such extraction or manufac- turing operations; and utilities				200*	200*	200*	45
A-1 Agricultural	Apiculture; dairying; flori- culture; forestry; general farming; grazing; green- houses; hatcheries; horti- culture; livestock raising; nurseries; orchards; pad- docks; pasturage; poultry raising; stables; and viti- culture	Agricultural buildings and high density animal enclosures within 500 feet of any residential district	5 acres		300	100	100	100	50
A-2 Prime Agricultural	Apiculture; dairying; flori- culture; forestry; general farming; grazing; green- houses; hatcheries; horti- culture; livestock raising; nurseries; orchards; pad- docks; pasturage; poultry raising; stables; and viticulture	Agricultural buildings and high density animal enclosures within 500 feet of any residential district	5 acres		300	100	100	100	50
C-1 Conservancy	Drainageways; floodways; floodplains; fishing; hunt- ing; preservation of scenic, historic and scien- tific areas; public fish hatcheries; soil and water conservation; sustained yield forestry; stream bank and lakeshore protection; water retention; and wild- life habitat or preserves	Water measurement and water control facilities; grazing; accessory struc- tures, such as hunting or fishing lodges; orchards; truck farming; utilities; and wild crop harvesting	international anti- - -						
P-1 Public and Private Park	Parks; arboretums; play grounds; fishing; wad- ing; swimming; beaches; skating; sledding; sus- tained yield forestry; wild- life habitat or preserves; soil and water conserva- tion; and water measure- ment and control facilities				191 <mark>-</mark> - 201	•••			
CR-A Countryside Residential <sup>6</sup>	Single-family dwellings	Public or private parks and schools; day care; churches; home occupa- tions; noncommercial clubs and meeting places; bed and breakfast establishments; public administration offices; public utilities; and planned unit developments	1.5 acres	1,500 square feet	150	75	25	75	35

#### Table 19 (continued)

			Mi	nimum Lot Size nd Floor Area		Mi	rd ts	Maximum Principal	
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Building Height (feet)
CR-B Countryside Residential <sup>b</sup>	Single-family dwellings	Public or private parks and and schools; day cares; churches; home occupa- tions; noncommercial clubs and meeting places; bed and breakfast estab- lishments; public admin- istration offices; public utilities; planned unit developments; and non- domesticated animals other than horses	1.5 acres	1,500 square feet	150	75	25	75	35
TR Transitional Residential⁵	Single-family dwellings	Public or private parks and schools; day care; churches; home occupa- tions; noncommercial clubs and meeting places; bed and breakfast establishments; public administration offices; public utilities; and planned unit developments	1.5 acres	1,500 square feet	150	75	25	75	35
E-1 Estate District	Single-family dwellings and noncommercial acces- sory uses by members of the family residing on the property such as agricul- ture, stables, grazing, pas- turage, forestry, orchards, and greenhouses	None	4 acres	1,800 square feet	200	75	40	40	35

\*Accessory uses in the M-3 district require a 100-foot setback, principal uses require a 200-foot setback.

<sup>b</sup>Lands within the Countryside Residential and Transitional Residential zoning districts are intended to be developed as cluster subdivisions with common open space. Each dwelling unit is, however, required to have a minimum lot size of 1.5 acres.

Source: Town of Cedarburg Zoning Ordinance and SEWRPC.

way for arterial, collector, and land access streets are appropriately located and dedicated or reserved; that access to arterial streets and highways is appropriately limited in order to preserve the traffic-carrying capacity and safety of such facilities; that adequate land for parks, school sites, drainageways, and other open spaces are appropriately located and preserved; that street, block, and lot layouts are appropriate; and that adequate public improvements are provided.

Ideally, land subdivision control regulations are a means of implementing or carrying out a community comprehensive plan. As such, land subdivision regulations should facilitate the implementation of the comprehensive plan. Secondly, such regulations are properly prepared and administered within the context of such a plan. Since land subdivision is not merely a means of preparing land for marketing, but rather the first step in the process of building a community, substantial benefits are derived from sound land subdivision regulations. Much of the form and character of a community is determined by the quality of its land subdivisions and the standards which are built into them. Once land has been divided into blocks and lots, streets established, and utilities installed, the development pattern is permanently established and unlikely to be changed. For generations, the entire com-

# Table 20

# SUMMARY OF EXISTING ZONING DISTRICTS FOR THE TOWN OF GRAFTON: 1995

			- 1. N	finimum Lot Size and Floor Area		Mir Re	imum Ya quiremen	rd ts	Maximum Principal
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Building Height (feet)
A-1 Exclusive Agricultural	Apiculture; dairy farming; noncommercial grazing and pasturing; sod farm- ing; floriculture; orchards; plant nurseries; raising of grains, grass, mint, and seed crops; raising of livestock and poultry; and viticulture; farm dwellings; and essential services	Public swimming pools; govern- ment and cultural uses; utilities; schools and churches; colleges; hospitals; sanitariums; residential shelters; cemeteries; charitable residential dwellings; commercial raising, boarding, or butchering of animals; veterinary services; boat and recreational vehicle storage; stables and riding areas	35 acres	1,250 square feet	660	50	20	25	100
A-2 Agricultural/ Rural Residential	All A-1 permitted uses except dairy farming, noncommercial grazing and pasturing, raising of livestock, and raising grains, grass, mint, and seed crops; agricultural warehousing; and single- family dwellings	Public swimming pools; govern- ment and cultural uses; utilities; public transportation terminals; schools; colleges; universities; hospitals; sanitariums; charitable residential shelters; cemeteries; commercial propagation; board- ing and butchering of animals; boat and recreational vehicle storage; noncommercial stables; animal hospitals; kennels and veterinary services; poultry hatch- ery services; and temporary stor- age facilities	10 acres	2,000 square feet	350	50	20	25	- <b>100</b>
R-1 Residential	Single-family dwellings	Public swimming pools; govern- ment and cultural uses; utilities; public transportation terminals; schools; colleges; universities; hospitals; sanitariums; charitable residential shelters; cemeteries; noncommercial stables; rest homes; nursing homes; and hous- ing for the elderly	5 acres	3,000 square feet	150	50	20	25	35
R-2 Residential	Single-family dwellings	Public swimming pools; govern ment and cultural uses; utilities; public transportation terminals; schools; colleges; universities; hospitals; sanitariums; charitable residential shelters; cemeteries; noncommercial stables; rest homes; nursing homes; and hous- ing for the elderly	3 acres	2,000 square feet	150	50	20	25	35
R-3 Residential	Single-family dwellings	Public swimming pools; govern ment and cultural uses; utilities; public transportation terminals; schools; colleges; universities; hospitals; sanitariums; charitable residential shelters; cemeteries; noncommercial stables; rest homes; nursing homes; housing for the elderly; and two-family dwellings	1 acre	1,250 square feet	120 135 on corner lots	50	20	25	35

# Table 20 (continued)

			Minimum Lot Size and Floor Area			Mi	nimum Ya aquiremer	ard hts	Maximum
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Building Height (feet)
B-1 Business	Bakeries; barbers; beauti- cians; business offices; gift shops; photography stores; optical stores; pharmacies; florists; clothing stores; jewelry stores; music stores; office supply stores; hobby shops; medical clinics; confectioneries and delicatessens; and essential services	Public swimming pools; govern- ment and cultural uses; utilities; public transportation terminals; schools, colleges, and universi- ties; hospitals; sanitariums; chari- table residential shelters; ceme- teries; noncommercial stables; rest homes; nursing homes and housing for the elderly; two- family dwellings; temporary stor- age facilities; residential con- versions; drive in establishments; restaurants, clubs and taverns; funeral homes; laundry and dry cleaners; gasoline and service sta- tions; vehicle sales and service; appliance, furniture, and depart- ment stores; grocery and liquor stores; hardware stores; sporting good stores; motels; garden shops; pet shops; banks; fish markets; public parking; radio and television studios; and residential units for rent or occupancy by commercial tenants	1 acre		120 135 on corner lots	50	20	25	35
M-1 Light Manufacturing and Warehousing	Greenhouses; machine shops; business offices; commercial bakeries; and essential services	Public swimming pools; govern- ment and cultural uses; utilities; public transportation terminals; schools, colleges, and universi- ties; hospitals; sanitariums; chari- table residential shelters; cemeteries; transportation termi- nals; general warehousing; lum- ber yards; radio and television studios and towers; auto body and repair shops; machinery sales and service; laboratories; print- ing and publishing; indoor and outdoor storage; lumber yards; various fabrication, processing, assembling, packaging, packing and warehousing; and trade and contractors offices	1 acre .		120 135 on corner lots	50	20	25	45
C-1 Conservancy Overlay	Agriculture; fishing and hunting; preservation of scenic, historic, and scientific areas; forestry; stream bank and lake- shore protection; water retention; and wildlife preserve	None							

Source: Town of Grafton Zoning Ordinance and SEWRPC.

# Table 21

# SUMMARY OF EXISTING ZONING DISTRICTS FOR THE TOWN OF SAUKVILLE: 1995

			N	Ainimum Lot S and Floor Are	ize a	Mi	nimum Yard equirements	·	Mavimum
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Principal Building Height (feet)
R-1 Single- Family Residential	Single-family dwellings	Government and cultural uses; utilities; schools and churches; two-family and multi-family dwellings; clubs; rest homes; residential busi- nesses; boarders and lodgers; mineral extrac- tion operations; and energy conversion uses	5 acres	1,200 square feet	250	85 feet from the center- line of the right-of- way; but not less than 45 feet from the edge of the right- of-way	20 for one- story; 30 for two-story.	75	35
B-1 Commercial	Antique shops; art galler- ies; appliance stores; bakeries; barber shops; beauty shops; boutiques and specialty goods stores; business and pro- fessional offices; clinics; cocktail lounges; depart- ment stores; florists; gro- cery stores; laundry and dry cleaning establish- ments; pet shops; person- al service establishments; variety stores; and vege- table stores	Utilities; public passenger transportation terminals; schools and churches; automotive sales, rental, service, washing, and repair stations; drive-in theaters; drive-in estab- lishments; funeral homes; adult oriented uses; com- mercial recreation facili- ties; mineral extraction operations; and energy conversion uses	1.5 acres		150	85 feet from the center- line of the right-of- way; but not less than 45 feet from the edge of the right- of-way	15 <sup></sup>	100	35
M-1 Industrial	Agriculture; auto body repairs; upholstery; clean- ing, pressing, and dyeing establishments; commer- cial bakeries; commercial greenhouses; distribu- tors; food locker plants; printing and publishing; trade and contractors; packaging and assem- bling plants; machinery and equipment sales and storage	Animal hospitals; disposal areas and incin- erators; manufacturing and processing; outside storage; mineral extrac- tion operations; and energy conversion uses	5 acres		250	85 feet from the center- line of the right-of- way; but not less than 45 feet from the edge of the right- of-way	30	100	
A-1 General Agricultural	Apiculture; dairying; floriculture; forestry; farming; grazing; green- houses; nurseries; orchards; stables; truck farming; viticulture; and essential services	Airports, airstrips and landing fields; utilities; colleges; hospitals; sani- tariums; correctional institutions; cemeteries; residential uses; farm related veterinary ser- vices; disposal areas and incinerators; commercial animal raising, propaga- tion, boarding and butch- ering; indoor storage of nonfarm equipment; min- eral extraction opera- tions; and energy conversion uses	5 acres	1,200 square feet	250	85 feet from the center- line of the right-of- way; but not less than 45 feet from the edge of the right- of-way	75	75	100

## Table 21 (continued)

			Minimum Lot Size and Floor Area			Mi	nimum Yard equirements		Maximum
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Principal Building Height (feet)
A-2 Exclusive Agricultural	Apiculture; dairying; floriculture; forestry; farming; grazing; green- houses; nurseries; orchards; stables; truck farming; viticulture; and essential services	Airports, airstrips and landing fields; utilities; colleges; hospitals; sani- tariums; correctional institutions; cemeteries; residential uses; farm related veterinary ser- vices; disposal areas and incinerators; commercial animal raising, propaga- tion, boarding and butch- ering; indoor storage of nonfarm equipment; mineral extraction opera- tions; and energy conver- sion uses	35 acres	1,200 square feet	330	85 feet from the center- line of the right-of- way; but not less than 45 feet from the edge of the right- of-way	20 for one- story; 30 for two-story	75	100
P-1 Park	Parks; arboretums; play grounds; fishing; swim- ming beaches; skating; sledding; skiing; sus- tained yield forestry; wildlife preservation; soil and water conservation; and essential services	Government and cultural uses; utilities; schools; colleges; hospitals; sani- tariums; correctional institutions; and ceme- teries							
C-1 Conservancy Overlay	Hiking; fishing; trapping; hunting; swimming; boat- ing; pasturing; silvi- culture; and wild crop harvesting	Construction of roads; development of park and recreation areas; and con- struction and mainte- nance of nonresidential buildings; utilities and railroads		· · · <u>-</u> ·	••				

Source: Town of Saukville Zoning Ordinance and SEWRPC.

munity, as well as the individuals who occupy the subdivisions, will be influenced by the quality and character of the subdivision design.

# Village of Saukville Land Division Ordinance

The Village of Saukville Land Division Ordinance conforms to the procedures outlined in Chapter 236 of the *Wisconsin Statutes* for platting lands within the corporate limits of the Village and its extraterritorial plat approval jurisdiction. Specifically, the ordinance regulates the creation of "subdivisions," defined as the division of land into five or more parcels of 1.5 acres or smaller in area at any one time or by successive divisions within a five-year period. Such land divisions are created by the filing of an approved subdivision plat with the County Register of Deeds. All land divisions other than "subdivisions" are identified as minor land divisions. Minor land divisions are also regulated by the Village ordinance, and must be created through use of a certified survey map.

The Wisconsin Statutes provide that any city or village which has adopted a local subdivision control ordinance may require the review and approval of subdivision plats and minor land divisions within its extraterritorial plat approval jurisdiction. The Village of Saukville has extraterritorial plat review authority in unincorporated areas within 1.5 miles of its corporate boundary. The Statutes require that the Town Clerk, or County Environmental Health Department—whomever the extraterritorial plat or certified survey map is first submitted to—must provide copies of the plat or map to the Village for review and approval. This requirement has not been adhered to on a

#### Table 22

# SUMMARY OF EXISTING ZONING DISTRICTS FOR THE TOWN OF PORT WASHINGTON: 1995

			Mir aı	nimum Lot S nd Floor Are	iize a	Mir Re	imum Y quireme	ard nts	
Zoning Districts	Principal Permitted Uses	Conditional Uses	Minimum Lot Size	Floor Area per Dwelling Unit	Width at Setback (feet)	Front Yard (feet)	Side Yard (feet)	Rear Yard (feet)	Maximum Principal Building Height (feet)
A-1 Exclusive Agricultural	Apiculture; dairy farming; flori- culture; grazing and pasturing; livestock and poultry raising; or- chards; paddocks; plant nurser- ies; grain, grass, mint, and seed crop raising; sod farming; vegetable raising; viticulture; and general farm buildings and dwelling units	Airports, airstrips, and landing fields; government and cultural uses; utilities; housing for farm owners, operators, families, or laborers; commercial raising of animals; veterinary services; pea vineries; creameries; conden- sers; agricultural warehousing; contract sorting, grading and packaging; horticultural services; poultry hatching services; and boat and recreational vehicle storage	35 acres	1,200 square feet	660	50	25	40	80
R-1 Residential	Single-family dwellings	Government and cultural uses; utilities; rest homes; nursing homes; housing for the elderly; clinics and children's nurseries; and boathouses	1.5 acres	1,200 square feet	140 feet	50	20	40	35
R-2 Residential	Single-family dwellings	Government and cultural uses; schools; utilities; universities; sanitariums; religious, charita- ble, and penal institutions; cemeteries and crematories; rest homes, nursing homes, and housing for the elderly; clinics and children's nurseries; and boathouses	1 acre.	1,200 square feet	120 feet	50	20	40	35
B-1 Business	Retail stores and shops; business and professional offices; dental and medical clinics; bowling alleys; restaurants; taverns; and theaters	Government and cultural uses; public transportation terminals; drive-in establishments; motels; funeral homes; gasoline service stations; vehicle sales and service; and animal hospitals	1 acre	···	120 feet	50	20	40	35
M-1 Industrial	Printing and publishing establish- ments; tool making; cabinetry and repair shops; manufactur- ing, assembly, fabrication and processing plants; nonanimal experimental, testing and research facilities; radio and television studios; and receiving or transmitting antennas	Airports, airstrips, and landing fields; government and cultural uses; utilities; disposals, incinerators, landfills, and sew- age disposal plants; transpor- tation terminals; general warehousing and indoor stor- age; and lumber yards and building supply yards	1 acre		120 feet	50	20	40	35

Source: Town of Port Washington Zoning Ordinance and SEWRPC.

consistent basis, and as such, the review of extraterritorial plats or certified survey maps by the Village has been infrequent. The Village should formalize arrangements with all concurrent jurisdictions and the Ozaukee County Register of Deeds to ensure that review plats or maps are provided to the Village when appropriate. The Village land subdivision control ordinance sets forth design and performance standards, and specifies the information which is to be provided on, and with, all preliminary plats, final plats, and certified survey maps. Importantly, this ordinance requires a subdivider to install improvements such as sanitary sewers, water disMap 26



SHORELAND JURISDICTION LIMITS IN EFFECT IN UNINCORPORATED AREAS UNINCORPORATED SHORELAND-WETLANDS GENERAL FLOODPLAIN DISTRICT

SHORELAND AREAS ANNEXED TO THE VILLAGE OF SAUKVILLE AFTER MAY 7, 1982

AREA WITHIN THE VILLAGE OF SAUKVILLE CORPORATE LIMITS BEFORE MAY 8, 1982 (NOT SUBJECT TO COUNTY SHORELAND REGULATIONS)



Source: SEWRPC.



tribution mains, sidewalks, streetlights, street signs, street pavements, stormwater drainage facilities, and erosion and sediment control devices; to provide easements for certain improvements; and to dedicate land for needed park, playground, and open space sites or pay a fee in lieu of such dedication.

#### **Town Land Division Ordinances**

Each Town within the Village of Saukville planning area also has an adopted land subdivision control ordinance. Each ordinance, with the exception of the Town of Saukville ordinance, regulates the division of unplatted land into parcels of five acres or less in area. The definition of the term "subdivision" is similar to that used in the Village of Saukville ordinance and Chapter 236 of the *Wisconsin Statutes*. Land divisions other than subdivisions which create parcels of five acres or less in area must be created through use of an approved certified survey map. The Town of Saukville Land Division Ordinance defines a subdivision as the division of land into three or more parcels of 10 acres or less. All other land divisions are considered minor subdivisions, which are also regulated under the Town ordinance.

Similar to the Village ordinance, the Town land subdivision control ordinances set forth design and performance standards, and specify the information to be provided on all preliminary plats, final plats, and certified survey maps.

# Land Divisions Regulated By Ozaukee County

The Ozaukee County Floodplain and Shoreland Zoning Ordinance contains a section regulating land subdivisions within shoreland areas. The County ordinance defines the term "subdivision" as all land divisions that result in the creation of five or more lots which are five acres or less in area. The County ordinance does not regulate land divisions other than subdivisions.

# **OFFICIAL MAPPING**

The official map is one of the oldest plan implementation devices at the disposal of municipalities. It is also one of the most effective and efficient devices to manage the problem of reserving land for future public use. Section 62.23(6) of the *Wisconsin Statutes* provides that the governing body of any local municipality may establish an official map for the identification of right-of-way lines and site boundaries of streets, highways, waterways and parkways, and the location and extent of railway rightsof-way, public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, waterways and parkways, railway rights-of-way, public transit facilities, and parks and playgrounds. The *Statutes* further provide that the official map may be extended to include areas beyond the corporate limits but within the extraterritorial plat approval jurisdiction of a municipality.

The official map is intended to implement a community's street and park plans. The official map can also assist in the implementation of adopted utility and stormwater management plans. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for future public use. The official map is a plan implementation device that operates on a community wide basis in advance of land development and can thereby effectively assure the integrated development of the street system. Unlike subdivision control, which operates on a plat-byplat basis in reaction to development proposals, the official map can operate over the entire Village in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans, since it serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It thereby avoids the altogether too common situation of development being undertaken without knowledge or regard for long-range street or park plans. Thus it can help avoid public resistance when plan implementation becomes imminent.

The Village does not have a current Official Map. A "Boundary Map" identifying existing streets within the Village and planned street extensions within the Village and environs was prepared in 1964 and most recently updated in 1996.

The Village should prepare and adopt an Official Map to reflect conditions based on current cadastral maps, and to facilitate the proper implementation of any adopted development plan proposals, including the development plan set forth in this report, relating to streets, highways, waterways and parkways, railways, public transit facilities, parks, and playgrounds.

Ozaukee County does not have an Official Map. A highway width map was in effect in the County until 1980, when the Ozaukee County Board of Supervisors repealed the highway width ordinance. The ordinance and map, which had been originally adopted in 1927, had become outdated.

# SUMMARY

Land use development can be guided and shaped in the public interest through the sound application of public land use controls. Existing land use regulations in effect in the planning area were examined as they relate to the physical development of the Village and its environs and to the ability of the Village and the other local governments concerned to implement the adopted land use plan. The following summarize the findings set forth in this chapter:

- 1. Zoning regulations are in effect throughout the entire Village of Saukville planning area. The Village of Saukville Zoning Ordinance regulates all land within the Village of Saukville corporate limits.
- 2. The Towns of Cedarburg, Grafton, Saukville, and Port Washington each have an adopted Town zoning ordinance which regulates all land in the unincorporated portions of the planning area.
- 3. The Ozaukee County floodplain and shoreland zoning ordinance applies to lands in the unincorporated portions of the planning area as well as properties annexed into the Village after 1982. The ordinance regulates lands which are located within 1,000 feet of navigable lakes, ponds, and flowages, within 300 feet of navigable rivers and streams; and within the 100-year recurrence interval floodplain.

- 4. Land subdivision control ordinances are in effect throughout the Village of Saukville planning area. The Village of Saukville land subdivision control ordinance applies to land in the Village and within the Village extraterritorial plat approval jurisdiction. Town land subdivision control ordinances apply to all unincorporated areas of the planning area. County land subdivision control regulations apply to all unincorporated shoreland areas within the Village planning area as well as shoreland areas annexed into the Village after May 7, 1982.
- 5. Copies of plats or certified survey maps of proposed land divisions within the Village's extraterritorial plat review jurisdiction have not been provided to the Village on a consistent basis. The Village should formalize arrangements with all concurrent jurisdictions and the Ozaukee County Register of Deeds to ensure that review materials are provided to the Village when appropriate.
- 6. None of the local governments in the planning area has an Official Map. The Village should prepare and adopt an Official Map to reflect conditions based on current cadastral maps, and to facilitate the proper implementation of any adopted development plan proposals, including the development plan set forth in this report.

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# **Chapter VI**

# **OBJECTIVES, PRINCIPLES, AND STANDARDS**

Planning is a rational process for formulating and meeting objectives. Therefore, the formulation of objectives is an essential task which must be undertaken before a comprehensive plan can be prepared and evaluated. Objectives guide the preparation of plans and, when converted to specific measures of plan effectiveness—termed standards—provide the structure for evaluating how well the plan meets planning objectives. Because planning objectives provide this basis for plan preparation and evaluation, the formulation of objectives is a particularly important step in the planning process.

Accordingly, a set of recommended objectives with supporting principles and standards was formulated for the Saukville planning area. The objectives relate primarily to the allocation and spatial distribution of the various land uses and essential community facilities and services required to meet the needs of the resident population of the Saukville area over the next two decades. The associated standards perform an important function in plan design since they form the basis on which estimates of future community land use needs are based, as presented in the following chapter. In addition, urban design guidelines, as presented in Appendix A of this report, were formulated for evaluating and guiding future urban development in the Village.

A citizen survey effort was undertaken by the Village during spring and summer 1997, with assistance from the University of Wisconsin-Extension working with the Regional Planning Commission. The results of the survey were considered in the planning process and generally support the objectives contained herein. The survey results are summarized in Appendix B and documented in a separate report titled, *Village of Saukville Land Use Plan Community Visioning and Survey Results*, October 1998.

It is important to note that the objectives, principles and standards presented herein, and the associated urban design guidelines, are intended to serve as a basis for determining desired physical development patterns, and not as rigid and narrow rules for identifying land use patterns and facility needs. The standards particularly must be applied with judgment in the more detailed local planning and engineering studies which will be needed during plan implementation. The terms "objective," "principle," "standard," and "guidelines" are subject to a range of interpretations. To clarify their meanings, the Regional Planning Commission has defined these terms as they are used within the context of this planning process as follows:

- 1. Objective: A goal or end toward the attainment of which plans and policies are directed.
- 2. Principle: A fundamental, generally accepted tenet used to support objectives and prepare standards and plans.
- 3. Standard: A criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.
- 4. Guidelines: A body of information intended to provide guidance in the location, design, and maintenance of urban development and redevelopment, which are intended to be judiciously applied and which may in specific situations not be followed.

# **OBJECTIVES, PRINCIPLES, AND STANDARDS**

To be useful in land use planning, objectives must be logical, stated clearly, and, to the extent feasible, derived from local values. The quantification of objectives for plan design and evaluation is facilitated by complementing each objective with a set of measurable standards. These standards are, in turn, directly related to a planning principle which supports the objective. The objectives, as developed and approved by the Village Plan Commission, deal primarily with: 1) allocation of land uses, 2) spatial distribution of land uses, 3) protection of the natural resource base and agricultural lands, 4) provision of recreational opportunities, 5) provision of transportation facilities, 6) provision of fire protection services, 7) provision of adequate library services, 8) provision of adequate location and choice of housing, and 9) preservation of historic resources. Each objective, together with its supporting principles and standards, is listed in the following section.

#### **Objective No. 1—Land Use Allocation**

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

## Principle

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

#### Standard

The amount of land area set aside for accommodating forecast growth in the Saukville planning area should be determined, in part, by application of the standards set forth in Table 23

# **Objective No. 2— Land Use Spatial Distribution**

A spatial distribution of the various land uses which results in a compatible arrangement of land uses and one which is properly related to the supporting transportation, utility, and public facility systems.

#### Principle

The proper location and extent of commercial, educational, transportation, and recreational facilities are important determinants of the quality of urban life in the Saukville area and should be designed to meet the needs of the resident population.

#### A. Transportation and Utility Facilities

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

#### Standards

- 1. Urban development should be located to make maximum use of the existing transportation and utility systems.
- 2. All lands developed or proposed to be developed for urban uses should be located in areas readily serviceable by extensions of the existing

public sanitary sewerage system, and, preferably, within the gravity drainage area of the system.

- 3. All land developed or proposed to be developed for urban uses should be located in areas readily serviceable by extensions of the existing public water supply system.
- 4. Adequate stormwater management facilities should be provided for all urban development.

## B. Urban Uses

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

#### Standards

- 1. Facilities such as shopping centers, parks, schools, libraries, and other services should be situated so as to serve the largest population possible. Sites for shopping, education, employment, and transit facilities to serve neighborhoods and the community should be provided, in part, in accordance with the standards set forth in Table 24. Table 24 also provides walking and biking travel distance standards that should be met for neighborhood and community services. Sites for outdoor recreational facilities to serve neighborhoods and the community should be provided in accordance with the standards set forth in Table 25.
- 2. Urban residential uses, that is, residential areas with densities equivalent to lot areas less than five acres in size per dwelling unit, should be located in well-planned neighborhood units served by centralized public sanitary sewerage and water supply facilities and contain, within reasonable walking and biking distances, necessary supporting local services such as parks, schools, and shopping areas. They should have reasonable access through the appropriate component of the transportation system to employment centers, community and major shopping centers, cultural and governmental centers, and secondary schools and higher educational facilities.

#### URBAN LAND USE STANDARDS FOR THE VILLAGE OF SAUKVILLE URBAN SERVICE AREA

Land Line Category				
	Development Standard (gross area)*			
Residential				
Single-Family Dwellings				
Suburban-Density (1.5- to 4.9-acre lots)	204 acres per 100 dwelling units			
Low-Density (20,000- to 65,339-square foot lots)	88 acres per 100 dwelling units			
Medium-Density (10,000- to 19,999-square foot lots).	32 acres per 100 dwelling units			
Two-Family Dwellings				
Medium-High Density (not to exceed 6 dwelling units				
per net residential acre <sup>b</sup> )	17 acres per 100 dwelling units			
Multi-Family Dwellings				
High-Density (8 to 12 dwelling units				
per net residential acre <sup>b</sup> )	10 acres per 100 dwelling units			
Governmental and Institutional <sup>c</sup>				
Public Elementary School	10 acres plus one acre per 100 students			
Public Middle School	20 acres plus one acre per 100 students			
Public High School	30 acres plus one acre per 100 students			
Church	2.5 acres per 1.000 persons			
Other <sup>d</sup>	4.5 acres per 1.000 persons			
Public Outdoor Pogration				
Posional and Multi Community				
	In accordance with the adopted Uzaukee			
Community Dark and Middle on Ulab Cabaal City Could a 19	County Park and Open Space Plan			
Community Park and Middle or High School Sites Combined"	3.1 acres per 1,000 persons			
iveignbornood Park and Elementary School Sites Combined*	3.3 acres per 1,000 persons			

<sup>a</sup>The gross area includes associated street rights-of-way and off-street parking for each land use category.

<sup>b</sup>Net 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.

<sup>c</sup>The 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.

<sup>d</sup>This category includes hospitals, municipal buildings, libraries, post offices, police and fire stations, and other related governmental and institutional uses.

<sup>e</sup>School sites should be associated with a park site. Natural areas should also be incorporated into the design of a park site; however, areas of steep slopes, floodlands, drainageways, wetlands, and woodlands should not be included when determining whether acreage standards have been met for accommodating recreational facilities. See Table 25 and the Village of Saukville Outdoor Recreation Plan for further details.

Source: SEWRPC.

- 3. Rural residential uses should have reasonable access through the appropriate component of the transportation system to local service uses; employment, commercial, cultural, and governmental centers; and primary and secondary level educational facilities.
- 4. Retail and service commercial uses should be located in planned commercial centers. Development of new commercial strip areas, that is, contiguous individual parcels of shallow depth with direct street access, should be avoided. Commercial development on each corner of

#### Table 24

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

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	Service Capacity	Required Site Area (gross acres)	Service Radius: Medium-Density Neighborhood (miles)	Walking Distances (miles)		Biking Distances (miles)	
Facility Type				Optimum	Maximum	Optimum	Maximum
Shopping Facilities Retail and Service Centers Neighborhood * Community <sup>b</sup> Highway-Oriented Commercial Developments	4,000-10,000 persons 10,001-75,000 persons 15,000 vehicles or more per day <sup>e</sup>	3-10 10-60 	1.25 1.75 	0.25 0.50 	0.50 0.75	0.75 1.00 	1.25 1.75 
Employment Facilities Community Office Developments Community Industrial Developments	1,000 or more employees 300 or more employees	Minimum 20 Minimum 20		1.00 1.00	1.50 1.50	3.00 3.00	5.00 5.00
Public Transit Facilities Local Transit Stops Rapid Transit Facilities <sup>a</sup>			0.25 3.00	0.25 0.50	0.50 1.00	0.75 1.00	1.00 3.00
Public Education Facilities   Elementary School (Grades K-5)   Middle School (Grades 6-8)   Senior High School (Grades 9-12)   Community Libraries	500 students 900 students 1,500 students 	15° 29" 45°	0.75' 1.00' 1.50' 1.50	0.25 0.50 0.75 0.75	0.50 0.75 1.00 1.00	0.75 1.00 1.50 1.50	1.00 1.50 2.00 2.00
Public Outdoor Recreational Facilities Neighborhood Community Multi-Community Major	4,000-8,000 persons minimum 7,500 persons  	5-24 25-99 100-249 250 or more	0.75 2.00 4.00 10.00	0.25 0.50 	0.50 1.00 	0.50 1.50 3.00 3.00	0.75 2.00 5.00 5.00

\*A neighborhood shopping center is defined as a concentration 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.

<sup>b</sup>Community 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.

<sup>c</sup>Indicates minimum average weekday traffic volume required on an abutting freeway, highway, or arterial street.

<sup>d</sup>Includes park-and-ride lots and park-and-pool lots.

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

School districts typically provide busing services for kindergarten students located one or more miles from their school and for students from grades one through 12 located two or more miles from their school.

Source: SEWRPC.

an intersection should also be avoided. Avoidance of strip and four-corner commercial development will help prevent the creation of traffic hazards, such as conflicts with turning movements and conflicts between pedestrian and vehicular traffic. Sites for new neighborhood and community commercial facilities should be provided in accordance with the service radius standards set forth in Table 24.

 Industrial uses should be located in planned industrial centers having direct access to arterial street and highway facilities and reasonable access through an appropriate component of

#### Table 25

# STANDARDS FOR PUBLICLY OWNED OUTDOOR RECREATION SITES FOR THE VILLAGE OF SAUKVILLE URBAN SERVICE AREA

Site Type	Size (gross acres)	Minimum Per Capita Requirement (acres per 1,000 persons)	Typical Facilities	Service Radius (miles) <sup>ь</sup>	Minimum Per Capita Requirements (acres per 1,000 persons)	Typical Facilities	Service Radius (miles)
Community	25-99	2.2	Swimming pool or beach, nature study area, picnic areas, playfields, baseball diamonds, softball diamonds, tennis courts, passive activity area	2.0	0.9	Playfields, baseball diamonds, softball diamonds, tennis courts	0.5-1.0
Neighborhood	5-24	1.7	Picnic areas, softball diamonds, tennis courts, playgrounds, playfields, basketball goals, ice skating rink, passive activity area	0.5-1.0	1.6	Playfields, playgrounds, softball diamonds, tennis courts, basketball goals	0.5-1.0

<sup>a</sup>In urban areas, the facilities commonly found at school recreation sites often provide a substitute for facilities usually found in parks. Indeed, recreation lands at the neighborhood level are most appropriately provided through a joint community and school district venture with the recreational facilities and space being located on one site, available to serve the recreation demands of both the student and the resident neighborhood population.

<sup>b</sup>In the application of these service radius standards, the need for a neighborhood park can be met by a community, multi-community, or major park. The need for a community park can be met by a multi-community or major park.

#### Source: SEWRPC.

the transportation system to residential areas. Industrial uses should be provided with adequate water supply, public sanitary sewerage and stormwater management facilities, and power supply, including natural gas and electricity. Sites for new community industrial centers should be provided in accordance with the standards set forth in Table 24.

## **Objective No. 3—Natural Resources Protection**

Encourage the protection, preservation, and wise use of the natural resources and prime agricultural lands in the planning area. Accordingly, the preservation of sufficient high-quality open space lands for protection of the underlying and sustaining natural resource base will enhance the social and economic well-being and environmental quality of the area.

#### Principle

The proper allocation of land uses can assist in maintaining an ecological balance between human activities and the natural environment. Such ecological balance and natural beauty are important determinants of a community's ability to provide a pleasant and habitable environment for all forms of life. Preservation of the most significant aspects of the natural resource base, that is, primary environmental corridors and prime agricultural lands, further contributes to the maintenance of the ecological balance, natural beauty, and economic wellbeing of the Village and environs.

# A. Soils

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

# Standards

- 1. Unsewered rural developments should not be located in areas covered by unsuitable soils for onsite sewage disposal systems. When development is proposed on soils exhibiting unsuitable conditions, careful attention must be given in the design to properly overcome these limitations.
- 2. Sewered urban developments should not be located in areas covered by soils having severe limitations for such development. When development is proposed on soils exhibiting severe limitations, careful attention should be given in the design to properly overcome these limitations.

## B. Lakes and Streams

Lakes and streams and their associated floodlands and shorelands contribute to the community's environmental health in a number of ways. They add to the atmospheric water supply through evaporation; provide a suitable environment for desirable and sometimes unique plant and animal life; provide the population with opportunities for certain scientific, cultural, and educational pursuits; constitute prime recreational areas; provide a desirable aesthetic setting for certain types of land use development; serve to store and convey flood waters; and provide a source of water.

#### Standards

- 1. Floodlands should not be allocated to any urban development which would cause or be subject to excessive flood damage.
- 2. The floodwater storage capacity of natural floodlands should not be reduced by urban or rural development.
- 3. The flow capacity of perennial stream channels and associated floodlands should not be reduced below existing conditions.
- 4. Adequate stormwater drainage facilities should be provided for all urban development.

# C. <u>Wetlands</u>

Wetlands perform a variety of important functions that make them invaluable resources. These functions include supporting a wide variety of desirable and sometimes unique plant and animal life; assisting in the stabilization of lake levels and streamflows; trapping and storing plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and obnoxious weed and algae growth; contributing to the atmospheric oxygen supply; contributing to the atmospheric water supply; reducing stormwater runoff by providing area for floodwater impoundment and storage; trapping soil particles suspended in runoff and thus reducing stream sedimentation; and providing the population with opportunities for certain scientific, educational, and recreational pursuits.

#### Standards

- 1. Wetland areas adjacent to streams or lakes and wetlands within areas having special wildlife and other natural values should not be allocated to any urban development except limited recreational use and should not be drained or filled.
- 2. Open lands surrounding particularly important wetlands, including wetlands adjacent to streams or lakes, wetlands having special wildlife or other natural values, and wetlands having an area in excess of 50 acres, should be kept in open space uses.

#### D. Woodlands

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

#### Standard

Woodlands having an area of five acres or more should not be allocated to urban development except for limited recreational uses. When urban development does occur in such areas, the impact upon the woodland areas should be minimized.

# E. Wildlife

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

#### Standard

- 1. The most suitable habitat for wildlife, that is, the area wherein fish and game can best be fed, sheltered, and reproduce, is a natural habitat. Since the natural habitat for fish and game can best be achieved by preserving or maintaining in a wholesome state other resources such as soil, air, water, wetlands, and woodlands, the standards for each of these other resources, if met, would ensure the preservation of a suitable wildlife habitat and population.
- 2. Wildlife populations should be maintained in balance with the holding capacity of the land.

# F. <u>Environmental Corridors and</u> <u>Isolated Natural Resource Areas</u>

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

# Standards

- 1. All remaining undeveloped lands within designated primary environmental corridors<sup>1</sup> should be preserved in essentially natural, open use.
- 2. All remaining undeveloped lands within the designated secondary environmental corridors<sup>2</sup> and isolated natural resource areas<sup>3</sup> should be considered for preservation as urban development proceeds and be incorporated, as appropriate, for use as drainageways, floodwater detention areas, and parks.

# G. Prime Agricultural Lands

The preservation of prime agricultural lands<sup>4</sup> ensures that the most productive existing farmlands will remain available for the provision of food and fiber, contribute to the agricultural and agriculturalrelated economy of the area, maximize the return on capital invested in agricultural irrigation and drainage systems and soil and water conservation

<sup>1</sup>Primary environmental corridors are, by definition, at least two miles in length, 400 acres in area, and 200 feet in width.

<sup>2</sup>Secondary environmental corridors are, by definition, at least one mile in length and 100 acres in area. Such corridors that link or serve to connect primary environmental corridor segments, particularly when the secondary corridors are related to surface drainage, have no minimum area or length criteria.

<sup>3</sup>Isolated natural resource areas are, by definition, at least five acres in areas and 200 feet wide. Such areas consist primarily of isolated wetland and woodland areas which have been separated physically from the environmental corridor network by intensive urban or agricultural land uses.

<sup>4</sup>Prime agricultural lands have been identified by the Regional Planning Commission as those areas that meet the following criteria: 1) the farm unit must be at least 35 acres in area; 2) at least 50 percent of the farm unit must be covered by soils which meet U. S. Natural Resources Conservation Service standards for prime farmland largely Class I and II soils—or farmland of statewide importance—largely Class III soils; and 3) the farm unit should be located in a block of farmland at least 100 acres in size. practices, minimize conflicts between farming operations and activities associated with urban land uses, and contribute to energy conservation, since prime agricultural soils require less energy to farm than do other soils.

# Standards

- 1. All prime agricultural lands within the Saukville planning area not required to meet the land use needs of the forecast design year resident population and economic activity levels should be maintained in agricultural or other nonconflicting rural uses.
- 2. The location of nonfarm residential development in prime agricultural areas should be discouraged. If permitted, development should be limited to densities equivalent to one unit per five acres or greater, providing the locations can accommodate an acceptable private well system and are covered by soils suitable for the use of onsite sewage disposal systems.

## **Objective No. 4—Recreation**

To provide an integrated system of public outdoor recreation sites and related open space areas that will provide the resident population of the Saukville planning area with adequate opportunities to participate in a wide range of outdoor recreation activities.

#### Principle

The provision of outdoor recreation sites and related open space areas contributes to the attainment and maintenance of physical and mental health by providing opportunities to participate in a wide range of activities. An integrated park and related open space system properly related to the natural resource base, such as the existing surface water network, can generate the dual benefits of satisfying recreational demands in an appropriate setting and protecting and preserving valuable natural resource amenities. Finally, an integrated system of outdoor recreation sites and related open space areas can contribute to the orderly growth of the planning area by lending form and structure to urban development patterns.

## A. Public Outdoor Recreation Sites and Facilities

Public, outdoor recreation sites promote the maintenance of proper physical and mental health both by providing opportunities to participate in such athletic recreational activities as baseball, swimming, tennis, and ice-skating; activities that facilitate the maintenance of proper physical health because of the exercise involved; as well as opportunities to participate in less athletic activities such as pleasure walking, picnicking, or rest and reflection. These activities tend to reduce everyday tensions and anxieties and thereby help maintain proper physical and mental well-being. Well designed and properly located public outdoor recreation sites also provide a sense of community, bringing people together for social and cultural as well as recreational activities, and thus contribute to the desirability and stability of residential neighborhoods and of the communities in which such facilities are provided.

#### Standard

Recreation sites sufficient in size and number to meet the recreation demands of the resident population should be provided. Such sites should contain the natural resource or human-made amenities appropriate to the recreational activities to be accommodated therein and be spatially distributed in a manner which provides ready access by the resident population. To achieve this standard, the site and facility requirements indicated in Table 25, the service radius and travel distance standards established in Table 24, and the findings of the Village of Saukville Outdoor Recreation Plan, should be met.

#### B. <u>Recreation-Related Open Space</u>

Effective satisfaction of recreation demands cannot be accomplished solely by providing public parks. Certain recreational pursuits, such as hiking, biking, and cross-country skiing are best provided through a system of recreation corridors located on or adjacent to linear resource-oriented open space lands. Resource-oriented outdoor recreational activities rely on natural resource amenities for their very existence or are significantly enhanced by the presence of natural features. A well-designed system of recreation corridors offered as an integral part of linear open space lands also can serve to connect existing and proposed public parks, thus forming a truly integrated park and recreationrelated open space system. Such open space lands, in addition, satisfy the human need for natural surroundings, serve to protect the natural resource base, and ensure that many scenic areas and areas of natural, cultural, or historic interest assume their proper place as form determinants for both existing and future land use patterns.

#### Standards

The public sector should provide sufficient open space lands to accommodate a system of resource-oriented recreation corridors to meet the resident demand for extensive trail-oriented recreational activities. To fulfill these requirements, the following standards should be met:

- 1. Resource-oriented recreation corridors should maximize use of environmental corridors for extensive trail-oriented recreation activities; outdoor recreation facilities provided at existing public park sites; and existing recreational trail facilities.
- 2. Local recreation corridors should be conveniently accessible to residential neighborhoods. These corridors should also function as a parkway system that interconnects local parks, and that ultimately connects to a major recreation corridor.
- 3. A minimum of 0.16 linear mile of recreation-related open space consisting of major recreation corridors should be provided for each 1,000 persons, including those in the Saukville planning area. No minimum size requirements are necessary for creating linear recreation corridors; however, a width of at least 200 feet is recommended to the extent practicable. There is no minimum length requirement for the provision of local recreation corridors since such corridors should be provided whenever possible.

#### **Objective No.5—Transportation System**

To provide an integrated transportation system which, through its location, capacity, and design, will effectively serve travel demand generated by the existing and proposed land uses.

#### Principle

An integrated area transportation system serves to interconnect freely the various land use activities in neighborhoods, communities, counties, and the Region, thereby providing the accessibility needed to support these activities.

## Standards

1. Arterial streets and highways and supporting land access streets should provide access not only to all land presently devoted to urban use but also to land planned for such use. All streets and highways in the Saukville planning area should be placed into one of the following functional classifications:

Land Access Streets: This subsystem provides access to and from individual building sites.

<u>Collector Streets</u>: This subsystem collects traffic from urban uses abutting land access streets and conveys it to arterial streets and/or activity centers.

<u>Arterial Streets</u>: This subsystem provides for the expeditious movement of through traffic into, out of, and within the community. Where possible, arterial streets should not be located through existing or planned residential neighborhoods.

- 2. Streets and highways in the Saukville planning area should be improved to cross-sections that are similar to the Village of Saukville's preferred cross-sections shown in Figure A-1 in the street design guidelines section of Appendix A.
- 3. Off-street parking and loading facilities should be located near the land uses which they are intended to serve.
- 4. Bicycle and pedestrian facilities should be provided as part of an overall transportation system plan to reduce air pollution, reduce energy consumption, encourage outdoor recreational pursuits, improve public health, reduce transportation cost, and provide for convenient travel between residential areas and shopping centers, schools, parks, and transit facilities. Community bicycle and pedestrian facilities plans should be based, in part, on the planning and design standards established for such facilities in SEWRPC Planning Report No. 43, *A Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2010*, December 1994.

# **Objective No. 6—Fire Protection**

To provide facilities necessary to maintain high-quality fire protection throughout the Village.

#### Principle

The adequacy of fire protection in the urban service area is dependent upon the relationship between the distribution of urban land uses and the location of facilities available to serve those urban uses.

## Standards

- 1. Fire stations and equipment should be based, in part, on the fire protection service guidelines provided in the most recent edition of a document published by the Insurance Services Office (ISO) entitled *Fire Suppression Rating Schedule*.
- 2. A fire station service area should be based on the following fire equipment service area standards: two and one-half "road miles"-response distance lines-for a ladder company for areas containing five or more three-story buildings and one and onehalf "road miles" for an engine company. The fire protection service area or response district of an engine or ladder company, which must be housed in a fire station, is measured by the lineal length of streets-"road miles"-in all directions from a fire station. The distance standards should be reduced if streets are narrow or in poor condition; if traffic, one-way streets, topography, railway crossings, waterways, or other unusual locational conditions may hinder response; or if other circumstances peculiar to the particular response district or municipality indicate that such a reduction is needed.

#### **Objective No. 7—Library Services**

To provide a full range of library services to meet the social, educational, informational, and recreational needs of the residents of the Saukville area.

#### Principle

The provision of adequate library facilities and services are an important component of the necessary educational and recreational opportunities that should be accessible to every person residing within a library's service area to ensure the social well-being of an area.

#### Standards

- 1. To assure the efficient and effective provision of library services to all residents of the Saukville area, the location of library facilities should be based, in part, on the standards established in Table 24. Community libraries should be planned, at a minimum, to meet the State's most recent library standards including those specified in Wisconsin Library Building Project Handbook, 1990, Public Library Space Needs: A Planning Outline, 1988, and Wisconsin Public Library Standards, 1987, published by the Wisconsin Department of Public Instruction.
- 2. Library facilities should be located at points of concentrated pedestrian activity that are adjacent to the intersection of two arterial streets for both visibility and convenience.
- 3. A community library should have interlibrary resource and service exchange agreements with school, academic, and special libraries within its service area and with other systems in the Region, as well as access to the resources of stateand national-level libraries through the inter-library network.

#### **Objective No. 8—Housing**

To provide adequate location and choice of housing and housing types for varied age and income groups of different size households.

#### **Principle**

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

#### Standards

- 1. Housing units in the Saukville urban service area should be geographically well distributed and include a full range of housing types, sizes, and costs, including manufactured housing, detached single-family homes, two-family homes, multifamily rowhouses and townhouses, and multi-family apartments and condominiums.
- 2. The supply of vacant and available housing units should be sufficient to maintain and facilitate ready housing consumer turnover. Vacancy rates should

be maintained at a minimum of 4 percent and a maximum of 6 percent for rental units, and a minimum of 1 percent and a maximum of 2 percent for homeowner units in a full range of housing types, sizes, and costs.

- 3. Residential densities in the Village of Saukville planned urban service area should generally be allocated as follows:
  - a. Approximately 5 percent of the total housing units should consist of detached singlefamily dwelling units on lots 20,000 square feet or larger.
  - b. Approximately 60 percent of the total housing units should consist of detached singlefamily dwelling units on 7,200- to 19,999square-foot lots, or 2.2 to 6.0 units per net residential acre.
  - c. Approximately 10 percent of the total housing units should consist of two-family dwellings at densities less than 7.4 units per net residential acre.
  - d. Approximately 25 percent of the total housing units should consist of multi-family dwellings at densities equal to or greater than 7.4 units per net residential acre.

# **Objective No. 9—Historic Preservation**

The preservation of the historic heritage of the Saukville area.

# Principle

The preservation of structures, sites, and districts possessing historic or architectural significance will promote the educational, cultural, economic and general welfare of residents of the Saukville area and provide for a more interesting, attractive, and vital community. Accordingly, it is in the public interest to promote the protection, enhancement, perpetuation, and use of sites and improvements of special historic interest or value.

## Standards

- 1. Individual historic sites, buildings, and structures located in the Village of Saukville planning area should be protected. A historic zoning district should be established in the downtown area where historic sites are concentrated.
- 2. The Village Landmarks Commission should, in conjunction with the Village Plan Commission, regulate individual historic sites and the downtown historic district.
- 3. The architectural standards promulgated by the U.S. Secretary of the Interior should be used for any historic preservation projects in the Saukville planning area. These standards govern all forms of historic preservation treatments, including acquisition, protection, stabilization, preservation, rehabilitation, restoration, and reconstruction.
- 4. The commercial uses permitted in the downtown historic district should be limited to pedestrian oriented uses. An appropriate mix of uses should be encouraged to enhance the economic vitality of the district.
- 5. Appropriate site planning criteria should be established as a part of the protection and enhancement of the downtown historic district. Such criteria should properly relate the location of parking and vehicular and pedestrian circulation to buildings.

# **SUMMARY**

This chapter has presented development objectives, principles, and standards, and urban design guidelines chosen by the Village Plan Commission as the framework in which the Village land use plan is to be prepared.

The development objectives, principles, and standards express the intent of the Village with regard to the desired allocation and spatial distribution of the various land uses in the community. The standards perform a particularly important function in the plan design process, forming the basis upon which estimates of future community land use needs are to be determined. (This page intentionally left blank)
## **Chapter VII**

# ANTICIPATED URBAN LAND USES, TRANSPORTATION SYSTEM IMPROVEMENTS, AND COMMUNITY FACILITIES

This chapter describes the anticipated amount of various urban land uses, transportation system improvements, and community facilities expected in the Village in 2010. The anticipated changes are based upon several factors, including population and household forecasts as presented in Chapter II; development objectives, principles, and standards as presented in Chapter VI; previous planning efforts affecting the Village; and development activity that has taken place in the Village through December 1997.

## ANTICIPATED URBAN LAND USES

Table 26 provides a summary of probable future urban land uses by category, anticipated increase, and total acreage in the year 2010 for the Village of Saukville urban service area. Table 27 details the residential component summarized in Table 26.

Two differing approaches were used to determine the total anticipated acreage needs of the community through 2010. The total acreage allocated to each land use is specified in Table 26. In the case of single-family residential, government and institutional, and public outdoor recreation land uses, the development standards presented in Chapter VI were applied to the population and house-hold increases expected to occur during the 1998 to 2010 time period. The calculated totals were then added to the amount of land devoted to each use in 1997 to determine total anticipated acreage needs through 2010.

In the case of two- and multi-family residential, commercial, and industrial land uses, current and previous planning and development activity in the Village has determined the basis for which these various land uses may be anticipated to expand by 2010. The Village of Saukville Master Plan, as summarized in Chapter I, identified specific areas within the Village urban service area intended for such uses through the year 2000. The Village Plan Commission, in review of the master plan, determined that most parcels identified for such uses had not been developed, but were appropriately zoned for such uses as of December 1997, would remain available for development as planned. The only significant changes from the master plan included: 1) an increase in the amount of acreage allocated for industrial uses in the Dakora Woods Business Park; 2) a small increase in the amount of acreage allocated for two-family residential uses; 3) an allocation of acreage for multi-family residential development for elderly residents; and 4) a change in land use designation for several small undeveloped parcels of land scattered throughout the Village that had previously been identified for commercial and industrial uses.

Each land use summarized on Table 26 is described in detail in the following sections.

#### **Residential Land Use**

As presented in Chapter II and summarized in Table 27, approximately 312 additional housing units may be expected in the Village of Saukville urban service area between 1998 and 2010. In order to determine the additional acreage necessary to accommodate this increase in dwelling units, the additional units must be allocated to specific dwelling types and lot densities.

As shown in Table 27, 258 of the 312 anticipated dwelling units, or 83 percent of all units anticipated, were allocated to the single-family category. Twenty dwelling units, or 6 percent, were allocated to the two-family category. The remaining 34 units, or 11 percent, were allocated to the multi-family category.

Several factors influenced the Village Plan Commission decision to allocate the majority of dwelling units to the single-family category. The continued decrease in the percentage of single-family units in the Village relative to other housing types was one important factor. From 1970 to 1997, the rate of construction of two- and multifamily dwelling units outpaced that of single-family dwelling units. As a result, the percentage of single-family dwelling units in the Village declined from 75 percent in 1970 to 53 percent in 1997. This percentage is significantly lower than the standard chosen by the Village Plan Commission in which a minimum of 65 percent of all dwelling units in the Village should be single-family.

## Table 26

#### SUMMARY OF ANTICIPATED URBAN LAND USE ACREAGES FOR THE VILLAGE OF SAUKVILLE URBAN SERVICE AREA: 1998-2010

	Base Year 1995*		Development Activity 1995-1997 <sup>b</sup>		Year E	nd 1997	Anticipate 1998-	d increase 2010°	Plan Design Year 2010 Total	
Category	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total
Residential	441	56.9	33	36.7	474	54.8	124	28.8	598	46.1
Commercial	71	9.2	3	3.3	74	8.6	109	25.3	183	14.1
Industrial	160	20.6	54	60.0	214	24.7	187	43.4	401	31.0
Government and							1.1.1			a de la composición d
Institutional	58	7.5	0	0.0	58	6.7	7	1.6	65	5.0
Recreational	45	5.8	0	0.0	45	5.2	4	0.9	49	3.8
Total	775	100.0	90	100.0	865	100.0	431	100.0	1,296	100.0

\*SEWRPC 1995 estimate of gross acreage does not include associated street rights-of-way.

<sup>b</sup>Estimate of development activity from January 1995 through December 1997.

<sup>c</sup>Anticipated residential land use acreages are detailed in Table 27. Anticipated commercial and industrial land use acreages are based on existing available acreage. Anticipated government and institutional and recreational land use acreages are based on standards presented in Table 23 in Chapter VI.

Source: Village of Saukville and SEWRPC.

Another important factor was the preference of Village residents as expressed in the results of the land use plan community survey, completed in the fall of 1997. Survey results indicated that Village residents would prefer 60 to 70 percent of all dwelling units in the Village to be single-family. Given an allocation of 258 dwelling units to the single-family category, the percentage of singlefamily dwelling units in the Village is expected to shift from 53 percent in 1997 to approximately 58 percent in 2010. Although still below the desired standard chosen for the Village, the Plan Commission determined that there was a high probability that the 10 remaining lots zoned for two-family residential development and the two lots remaining zoned for multi-family residential development in the Village would be developed prior to 2010. As such, the allocation of 258 dwelling units to the singlefamily category represented the maximum number of dwelling units that could be allocated to the single-family category and still allow for full development of all remaining vacant lots zoned for two- and multi-family housing in the Village.

With the development of all remaining two-family zoned lots, the percentage of two-family dwelling units relative to other housing types is expected to decrease from 15 percent in 1997 to 13 percent in 2010. With development of all remaining multi-family zoned lots, the percentage of multi-family dwelling units is also expected to decrease, from 32 percent in 1997 to 28 percent in 2010.

Once allocated to specific dwelling types, the lot densities of the anticipated single-family dwelling units can be determined. Of the 258 additional single-family dwelling units, 233, or approximately 90 percent, were allocated to the medium-density category which allows lots ranging in size from 7,200 square feet to 19,999 square feet. A medium-density allocation provides for a range of lot sizes under existing Village zoning and also allows for the development of lots consistent with the 10,000 square foot average lot size in the Village. Because there has been growing interest in lots larger than 20,000 square feet, the Plan Commission allocated 25 units to the low-density category which allows lots of 20,000 square feet and larger. The Village did not allocate any dwelling units to the suburban-density category which allows lots 1.5 acres or larger. The 20 anticipated two-family dwelling units were allocated to the 10 remaining lots zoned for two-family residential development. The 34 anticipated multi-family dwelling units were allocated to the two remaining lots zoned for multi-family development.

Upon allocating the anticipated single-family dwelling units by type and density, the standards presented in

#### Table 27

## ANTICIPATED RESIDENTIAL LAND USE BY DWELLING UNIT TYPE AND DENSITY FOR THE VILLAGE OF SAUKVILLE URBAN SERVICE AREA: 1998-2010

			· · · · · ·		-							1.1
a state a second se	Base Year: 1995*				He	ousing Activ	ity: 1995-199	97 <sup>6</sup>	Year End 1997 Total			
	Estimated Dwelling Units		Estimated Gross Area		Dwelling Units Constructed		Estimated Gross Area <sup>c</sup>		Total Estimated Dwelling Units		Total Es Gross	timated Area <sup>d</sup>
Category	Number	Percent of Total	Acres	Percent of Total	Number	Percent of Total	Acres	Percent of Total	Number	Percent of Total	Acres	Percent of Total
Single-Family Dwellings Suburban Density (1.5- to 4.9-acre lots) Low-Density (20 00- to 55 339-square	15	1.1	53	12.0	0	0.0	0	0.0	15	1.0	53	11.2
foot lots) Medium-Density 7,200- to 19,999-square	69	5.0	50	11.3	0	0.0	0	0.0	69	4.5	50	10.8
foot lots)	666	47.9	259	58.7	64	46.4	25	75.7	730	47.7	284	59.9
Subtotal	750	53.9	362	82.0	64	75.7	25	75.7	814	53.2	387	81.7
Two-Family Dwellings Medium-High Density (Up to six dwelling units per acre)	214	15.4	44	2.4	14	10.1	3	9.1	228	14.9	47	9.9
Multi-Family Dwellings High-Density (Up to 12 dwelling units per acre)	427	30.7	35	6.8	60	43.5	5	15.2	487	31.8	40	8.4
Total	1,391	100.0	441	100.0	138	100.0	33	100.0	1,529	100.0	474	100.0

	Ant	icipated Incr	ease: 1998-	2010	Plan Design Year: 2010					
	Dwellin	ng Units	Gros	s Area	Total Es Dwellin	stimated og Units	Total Estimated Gross Area*			
Category	Number	Percent of Total	Acres	Percent of Total	Number	Percent of Total	Acres	Percent of Total		
Single-Family Dwellings Suburban Density (1.5- to 4.9-acre lots) Low-Density	0	0.0	0	0.0	15	0.8	53	8.9		
foot lots)	25	8.0	26	21.0	94	5.1	76	12.7		
foot lots)	233	74.7	89	71.8	963	52.3	373	62.3		
Subtotal	258	82.7	115	92.8	1,072	58.2	502	83.9		
Two-Family Dwellings Medium-High Density (Up to six dwelling units per acre)	20	6.4	6	4.8	248	13.5	53	8.9		
Multi-Family Dwellings High-Density (Up to 12 dwelling units per acre)	34	10.9	3	2.4	521	28.3	43	7.2		
Total	312	100.0	124	100.0	1,841	100.0	598	100.0		

\*Base year data includes Village of Saukville estimate of total dwelling units as of January 1, 1995, and SEWRPC estimate of gross acreage associated with residential development by dwelling type and density.

<sup>b</sup>Totals based on housing construction activity from January 1, 1995, through December 31, 1997.

\*Acreage required to accommodate new dwelling units was estimated by applying the base year dwelling unit-to-acreage ratio to each density category identified.

<sup>d</sup>Includes associated street rights-of-way and off-street parking areas.

\*Acreage required to accommodate planned single-family dwelling units was determined by applying development standards identified in Table 23 in Chapter VI. An additional 20 percent was added to each single-family total to provide for variances in site suitability considerations and market choice. Acreage required to accommodate planned two- and multi-family dwelling units is based on total acreage of the remaining vacant two- and multi-family zoned parcels in the Village.

Source: Village of Saukville and SEWRPC.

Chapter VI may be applied to each single-family category in order to calculate the number of acres needed to accommodate the additional units. As indicated in Table 27, approximately 115 additional acres will be needed in the Village of Saukville urban service area to provide for the 258 anticipated single-family dwelling units. Of this total, approximately 26 acres will be needed in the low-density single-family category, and approximately 89 acres will be needed in the medium-density single-family category.

The 10 remaining two-family zoned lots total approximately six acres. The two remaining multi-family zoned lots total approximately three acres.

#### **Commercial Development**

The Village of Saukville master plan, last updated in 1982, identified certain areas of the Village for commercial land use that were expected to develop prior to 2000. These areas, shown on Map 7 in Chapter I, were chosen for commercial land use based upon their historical uses, such as in the Veterans Park area, and for their proximity to existing transportation corridors, such as IH 43, STH 33, CTH W and other arterials through the Village. While the transportation corridors continue to act as major arterials through the Village, commercial land uses within these areas has developed at a much slower rate than anticipated. As a result, a significant amount of the land previously identified for commercial use was undeveloped or underutilized as of December 1997.

As indicated in Table 26, approximately 109 acres of undeveloped or underutilized commercially zoned lands may be available for development during the 1998 to 2010 time period. Combined with the 74 acres already developed for commercial uses as of December 1997, the total anticipated commercial land use in the Village may be expected to be approximately 183 acres by 2010. Approximately 104 acres, or nearly 95 percent of the undeveloped or underutilized land, is zoned for highway business-typically considered areawide in character. If fully developed as zoned, the commercial uses will attract not only local residents and pass-through traffic, but also residents from surrounding communities who may utilize the area as an areawide shopping destination. Traffic on STH 33, CTH W, and Foster Drive may be expected to increase significantly as a result of this level of development.

Given such factors as the amount of residential development anticipated in the Village, development activity taking place in surrounding communities, as well as the development intentions of commercial property owners in the Village, it is not expected that all commercial parcels will be developed prior to 2010. As such, the Village has determined that a portion of the existing vacant commercially zoned land should be set aside for less intensive commercial uses such as professional offices.

#### **Industrial Development**

As indicated in Table 26, approximately 187 acres are expected to be developed for industrial use during the 1998 to 2010 time period. This total includes 107 acres of vacant industrially zoned land located within the Village of Saukville Industrial Park and the adjacent Dekora Woods Business Park. An additional 80 acres of agricultural land located immediately north of the Dekora Woods Business Park in the Town of Saukville is expected to be developed as part of the business park. This addition is not expected to occur until demand for the additional acreage occurs. However, based upon Village economic development efforts, it is expected that the additional acreage will be developed prior to 2010.

It is expected that all existing and anticipated industrially zoned parcels in the Village will be developed by 2010. This will result in a total of approximately 401 acres devoted to industrial land uses in 2010. This is an increase of 87 percent over the 1997 total of 214 acres.

## **Governmental and Institutional Development**

As indicated in Table 26, based upon an estimated 2010 Village population of approximately 5,400 residents, the Village of Saukville urban service area may be expected to need approximately seven additional acres of governmental and institutional land uses by 2010, an increase of 12 percent over the 1997 total of 58 acres. This acreage may be expected to be occupied by churches, health-care facilities, day-care facilities, and other publicand private-sector institutional uses.

#### **Recreational Development**

As shown in Table 26, the Village of Saukville urban service area may be expected to need, at a minimum, four additional acres of recreational land for intensive, nonresource-oriented recreational activities by 2010. This represents an increase of 9 percent over the 1997 total of 45 acres. This category identifies only the amount of land needed for intensive public outdoor recreational activities such as baseball, softball, soccer, and tennis, and does not include natural, open spaces that may be a part of a park. In addition, it does not identify the potential increases in private recreational facilities. Recommendations specific to the development and expansion of the Village park system and related improvements are presented in the following chapter.

# ANTICIPATED COMMUNITY FACILITIES

In addition to providing guidance for land use development within the Village of Saukville planning area, this plan is also intended to indicate whether specific community facilities should be provided or expanded. Based upon recent development activity in the Village, as well as future anticipated population and household growth, the existing community facilities discussed in Chapter IV are evaluated for their ability to provide for the needs of Village residents through 2010. An assessment of such facilities should be conducted at least once every 10 years so that the community can plan for the level of services it wishes to provide.

## **Public Schools**

As discussed in Chapter IV and shown on Map 20, the Village of Saukville planning area lies within four school districts—Cedarburg, Grafton, Northern Ozaukee, and Port Washington-Saukville. Most of the Village and its planned urban service area, however, lie within the Port Washington-Saukville School District. It may be assumed that any potential school facility expansion needed to serve the future residents of the Village would likely be located within the Port Washington-Saukville School District. School District officials indicated in December 1997, that district-wide enrollment levels had remained relatively flat for several years, that no significant increases in enrollment had been forecasted, and that there were no plans for facility expansion either being prepared or under consideration.

The number of school-age children within a school district may vary dramatically over a five-, 10-, and 20year time period, quickly changing the demand for school facilities. Any comprehensive study being undertaken by the School District should be conducted within the framework of the land use and transportation system plans of the affected communities, working in cooperation with local government officials and planning agencies, to definitively determine short-and long-range school facility needs.

## **Public Library**

The Oscar Grady Library, located at 151 S. Main Street, was expanded from 5,200 square feet to approximately

11,000 square feet in 1996. Upon completion of the expansion, the library's holdings included approximately 18,000 book volumes, 90 magazine and newspaper subscriptions, over 900 videotapes and 60 books on tape. The library, a member of the Eastern Shores Library System, participates in an interlibrary loan program which provides access to materials from other libraries in the system and from libraries throughout Wisconsin and the United States.

Library floor area standards recommended by two sources' indicate that the minimum total floor area of a small public library serving a population of less than 10,000 persons should range between about 0.7 to 1.0 square foot per person served. Based upon this standard, the recently expanded library facility will adequately accommodate a library service population ranging from approximately 7,600 to 11,000 persons—significantly higher than the anticipated 2010 Village population of approximately 5,400 residents.

## **Fire Station**

Fire station location is an important determinant of the quality of fire protection services in a community. As discussed in Chapter IV, the Village fire department relocated to a new facility in the spring of 1998. This relocation allowed the department to consolidate all fire fighting and emergency medical equipment into one state-of-the-art facility. Located east of Dekora Woods Boulevard on STH 33, the new facility is approximately one-half mile west of the Veterans Park area.

Several important implications of the fire department relocation should be noted. The new location, closer to the Saukville Industrial Park and the largest concentration of residential development in the Village, will allow for decreased response times to these areas. Response times may also be decreased to those areas of the Town of Saukville located west of the Milwaukee River that are served by the Village Fire Department.

Map 27 shows the 1.5 mile optimum service radius recommended by the Insurance Services Office for both the new facility and the facilities recently vacated. The

<sup>&</sup>lt;sup>1</sup>Rolf Myller, The Design of the Small Public Library (New York: R. R. Bowker Co., 1966, pages 20 and 21); and Nolan Lushington and Willis N. Mills, Jr., Libraries Designed for Users-A Planning Handbook (Hamden, Connecticut: Library Professional Publications, 1980, pages 48 and 49).

map indicates that while certain areas of the Village and Town of Saukville will benefit from the relocation to the west, other areas of the Village urban service area, in particular, specific areas east of IH 43, are now beyond the recommended service radius. However, because response times are a function of both distance to calls and the amount of time it takes the volunteer firefighters to reach the fire station, response times are not expected to increase significantly, since the new station is closer to the highest concentration of homes in the Village where most volunteers likely reside. In the event that response times do increase, it should be noted that the areas affected by the fire station relocation are expected to be predominantly by commercial uses, and as such, it is likely that they will have a higher level of built-in fire protection, partially offsetting any potential effects of a decreased response time.

Due to the limited access across the Milwaukee River, as well as the potential for reduced response times, the continuation of mutual aid agreements with the City of Port Washington Fire Department should be considered critical to ensuring adequate fire protection services to the entire community.

While the location of a community's fire stations is an important element in the provision of adequate fire protection services, other factors also play an important role. Such influencing factors include the location and capacity of fire hydrants; the required number and type of fire-fighting equipment and personnel; the provision and quality of fire communication systems; the effects of narrow or one-way streets, steep topography, or other unusual locational conditions on adequate response; and the structural characteristics, including fire alarms and sprinkler systems, of buildings.

As noted in Chapter IV, Village fire services were thoroughly evaluated by a public management consulting firm in 1994. The final report, issued in June 1994, provided numerous recommendations as to how the provision of fire protection services in the Village could be improved. The Village should utilize this study as a guide to future evaluation and planning of fire services in the community. In addition, the Insurance Services Office (ISO) evaluates the adequacy of fire protection services provided by communities by using the *Fire Suppression Rating Schedule*. Even though ISO does not determine the level of fire protection services that should be provided, the report generally contains recommendations for correcting any serious deficiencies found, which, over the years, have been accepted as guides by many municipal officials in planning improvements to their fire protection services.

## **Government Offices**

The Saukville Village Hall is located at 639 E. Green Bay Avenue. The 13,050 square foot facility was constructed in 1982 and houses all Village administrative offices, the police department, and a community room. The Village does not anticipate expanding the facility during the planning period. However, the community room, which is located in the basement of the facility, has not adequately provided for the needs of Village residents. Senior citizens, in particular, have found the windowless, basement location of the room uninviting and difficult to access. With the relocation of the fire department to a new facility, the vacated 4,900 square foot former fire station, built in 1962, has been recommended for conversion to a community center. Located in close proximity to most Village residential areas, the facility would provide a meeting place for seniors, youth, and other community groups. The Village Hall community room would also continue to serve as a meeting room for certain Village functions and as an emergency shelter.

# ARTERIAL STREET AND HIGHWAY SYSTEM IMPROVEMENTS

Transportation facilities, especially the arterial street and highway system, are among the most critical land use elements influencing the spatial distribution of urban development within a community. The availability of transportation facilities influences the path, mode, and frequency of vehicular travel. Accessibility to concentrations of population, employment and community facilities and services influence the type and intensity of urban development. This accessibility is a function of the transportation system. Thus, transportation facilities are an important determinant of the location and form of urban development.

As shown in Map 4 in Chapter I, the amendment to the *Ozaukee County Jurisdictional Highway System Plan*, February 1992, details the arterial street and highway system recommended to serve the probable future traffic demands of the Village through 2010. Two specific components of the system plan are of particular importance to the planning process in Saukville. They are: 1) the proposed reconstruction and expansion of STH 33 through the Village from a two lane undivided arterial to a four lane undivided arterial; and 2) the proposed construction of a bridge across the Milwaukee River at

Map 27



## FIRE STATION SERVICE RADIUS IN THE VILLAGE OF SAUKVILLE PLANNING AREA: 1998

Source: SEWRPC.

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Cold Spring Road in the Town of Saukville. Both components are summarized in Appendix C of this report.

While the Village Plan Commission has expressed interest in further evaluating the merits of the Cold Spring Road bridge component of the plan, it preferred to reserve judgment on the expansion of STH 33 to four lanes through the Veterans Park area pending future transportation analysis. It was the consensus of the Plan Commission that, while moving traffic through the Village in a safe and efficient manner is of critical importance, such an expansion of STH 33 through the Veterans Park area could have a lasting long term effect on the ability of the Village to maintain the unique and historic character of the area. As such, it was determined that all alternatives to such a plan should be carefully evaluated.

# SUMMARY

This chapter has presented an analysis of the anticipated future urban land use, community facility and transportation system needs of the community through 2010. These needs are based upon several factors, including the population and household forecasts presented in Chapter II; development objectives, principles, and standards presented in Chapter VI; previous planning efforts affecting the Village; and development activity that has taken place in the Village through December 1997. The key components of this chapter are as follows:

- 1. The area devoted to residential land use is expected to increase by approximately 124 acres, or nearly 26 percent, during the 1998 to 2010 time period. It is expected that in 2010 approximately 58 percent of all dwelling units will be single-family, approximately 14 percent will be two-family, and the remaining 28 percent will be multi-family. In all, 598 acres will be developed for residential use in 2010.
- 2. As of December 1997, 109 acres of commercially zoned land were vacant or underutilized. The Village does not expect all commercially zoned parcels to be developed by 2010. However, because the

Village supports the eventual development of these parcels for commercial use, it intends to maintain most of the existing commercial zoning designations on these parcels.

- 3. Approximately 187 acres are expected to be developed for industrial use during the 1998 to 2010 time period. This will result in a total of approximately 401 acres devoted to industrial land uses in 2010. This is an increase of 87 percent over the 1997 total of 214 acres.
- 4. It is anticipated that the Village may need approximately seven additional acres for governmental and institutional land uses by 2010, an increase of 12 percent over the 1997 total of approximately 58 acres.
- 5. It is anticipated that the Village may need, at a minimum, approximately four additional acres of recreational land for intensive, nonresource-oriented recreation activities by 2010. This represents an increase of approximately 9 percent over the 1997 total of approximately 45 acres.
- 6. With the construction of a new administrative building in the early 1980s, the recent expansion of the Oscar Grady Library, the construction of a new fire station, and the planned conversion of the old fire station into a community center, the Village is in a relatively good position to provide for the community facility needs of its residents through the plan design year of 2010.
- 7. While the Village Plan Commission has expressed interest in further evaluating the merits of the construction of a bridge across the Milwaukee River at Cold Spring Road, it preferred to reserve judgment on the Ozaukee County Jurisdictional Highway System Plan recommendation to expand STH 33 to four lanes through the Veterans Park area, pending future transportation analysis. It was determined that all alternatives to such a plan should be carefully evaluated.

# **RECOMMENDED LAND USE PLAN**

A land use plan is an official statement that reflects major objectives concerning the desirable physical development of a community. The local land use plan presented herein consists of recommendations for the type, amount, and spatial location of the various land uses needed to serve the residents of the Village of Saukville and environs through the year 2010. The plan is intended to be used as a tool to help guide the physical development of the community into a more efficient and attractive pattern, and to promote the public health, safety, and general welfare of the community.

The Village land use plan should represent a refinement of the adopted regional land use plan so that it can meet areawide, as well as local, development objectives. The regional plan and, as a consequence, the Village land use plan, recognize not only the effects and importance of the urban land market in shaping land use and travel patterns, but also seek to influence the operation of that market in order to achieve more healthful, attractive, and efficient patterns. The regional plan recommends that development trends be altered by encouraging new intensive urban development only in those areas which are covered by soils suitable for such development, which are not subject to significant environmental hazards, and which can be readily served by such essential municipal services as centralized sanitary sewer and public water supply. The plan also recommends that development trends be altered by discouraging intensive and incompatible urban development in primary environmental corridors and other environmentally significant lands.

The Village land use plan is a long-range plan, providing a means of relating day-to-day development decisions to the long-range needs of the community. The plan is designed for a planning period extending to the year 2010. In this way, the plan is intended to provide for probable future, as well as present, needs of the Village and the surrounding area.

The land use plan, however, should not be considered an inflexible mold to which all development proposals must conform, but rather as a guide to help local officials and concerned citizens evaluate development proposals as they arise. As conditions change from those used as the basis for the preparation of the plan, the plan should be revised as necessary. Accordingly, the plan should be reviewed periodically to determine whether the land use development objectives, as set forth in Chapter VI, are still valid, as well as to determine the extent to which the various objectives are being realized through plan implementation.

## PLAN STRUCTURE

The Village of Saukville Land Use Plan details specific land use recommendations for two areas—the overall Saukville planning area and the smaller Village of Saukville planned urban service area. As shown on Map 28, the Saukville planning area encompasses all of the Village of Saukville and certain adjoining areas in the Towns of Cedarburg, Grafton, Port Washington, and Saukville. Land use recommendations relative to the Saukville planning area are directed specifically toward those lands located outside the planned urban service area.

As shown on Map 29, the planned urban service area includes those lands located within the adopted Village of Saukville sanitary sewer service area and approximately 185 acres of other adjacent Town lands. The inclusion in the planned urban service area of lands not located within the existing sanitary sewer service area allowed the Plan Commission to determine appropriate land uses for areas that, it was believed, would in all likelihood be annexed into the Village during the planning period.

In order to formulate a complete and comprehensive plan for the entire planned urban service area, the Plan Commission determined that land use recommendations should be made for all lands located within the planned urban service area. Accordingly, the allocation of acreage to specific land use categories within the planned urban service area may, in some instances, exceed the anticipated acreage requirements presented in Chapter VII. The urban service area will likely accommodate some additional growth beyond the year 2010.



#### Map 28

#### RECOMMENDED LAND USE PLAN FOR THE VILLAGE OF SAUKVILLE PLANNING AREA: 2010

SINGLE	- FAMILY RESIDENTIAL DEVELOPMENT
	RURAL - DENSITY (5.0 OR GREATER ACRES PER DWELLING)
	SUBURBAN - DENSITY ( 1 5 - 4 9 ACRES PER DWELLING)
11	LOW - DENSITY (20,000 - 65,339 SQUARE FEET PER DWELLING)
	MEDIUM - DENSITY (10,000 - 19,999 SQUARE FEET PER DWELLING)
TWO - F	AMILY RESIDENTIAL DEVELOPMENT
///	MEDIUM - HIGH - DENSITY (UP TO 6 DWELLING UNITS PER ACRE)
MULTI -	FAMILY RESIDENTIAL DEVELOPMENT
- vit	HIGH - DENSITY (UP TO 12 DWELLING UNITS PER ACRE)
111.	ELDERLY PLANNED UNIT DEVELOPMENT
OTHER	LAND USES
0	COMMERCIAL N NEIGHBORHOOD RETAIL TRADE AND SERVICES A AREA-WIDE RETAIL TRADE AND SERVICES
	DOWNTOWN DISTRICT
e brow pate	BUSINESS AND PROFESSIONAL OFFICE
die.	INDUSTRIAL
8.2	EXTRACTIVE AND LANDFILL
•	TRANSPORTATION, COMMUNICATIONS, AND UTILITIES S SEWAGE TREATMENT PLANT E ELECTRIC SUBSTATION
	GOVERNMENTAL AND INSTITUTIONAL V VILLAGE HALL AND POLICE DEPARTMENT F FIRE STATION C COMMUNITY CENTER L LIBRARY P PUBLIC ELEMENTARY SCHOOL P PUBLIC WORKS R CHURCH
	RECREATIONAL N NEIGHBORHOOD PARK C COMMUNITY PARK S SPECIAL USE PARK E CONSERVANCY PARK G GOLF COURSE P PRIVATE CONSERVANCY AREA
	PRIMARY ENVIRONMENTAL CORRIDOR
	SECONDARY ENVIRONMENTAL CORRIDOR
$\square$	ISOLATED NATURAL RESOURCE AREA
	OTHER LANDS TO BE PRESERVED
	SURFACE WATER
	PRIME AGRICULTURAL LANDS
No.	OTHER AGRICULTURAL AND OPEN LANDS
22	SEWAGE TREATMENT PLANT DEVELOPMENT BUFFER
	CORPORATE LIMITS - MAY 1995
	PROPERTY LINES
	STREETS AND HIGHWAYS
VILLAGE	OF SAUKVILLE URBAN SERVICE AREA
	URBAN SERVICE AREA BOUNDARY 2010
	PLANNED URBAN SERVICE AREA BOUNDARY
CITY OF	PORT WASHINGTON URBAN SERVICE AREA
	URBAN SERVICE AREA BOUNDARY: 2000



## Map 29

#### RECOMMENDED LAND USE PLAN FOR THE VILLAGE OF SAUKVILLE PLANNED URBAN SERVICE AREA: 2010

SINGLE	- FAMILY RESIDENTIAL DEVELOPMENT
	SUBURBAN - DENSITY ( 1.5 - 4.9 ACRES PER DWELLING)
1///	LOW - DENSITY (20,000 - 65,339 SQUARE FEET PER DWELLING)
<b>Contract</b>	MEDIUM - DENSITY (10,000 - 19,999 SQUARE FEET PER DWELLING)
TWO - F	AMILY RESIDENTIAL DEVELOPMENT
11	MEDIUM - HIGH - DENSITY (UP TO 6 DWELLING UNITS PER ACRE)
MULTI -	FAMILY RESIDENTIAL DEVELOPMENT
and the	HIGH - DENSITY (UP TO 12 DWELLING UNITS PER ACRE)
177	
OTHER	LAND USES
OTTIER	COMMERCIAL
	N NEIGHBORHOOD RETAIL TRADE AND SERVICES A AREA-WIDE RETAIL TRADE AND SERVICES
	DOWNTOWN DISTRICT
	BUSINESS AND PROFESSIONAL OFFICE
1.0	INDUSTRIAL
•	TRANSPORTATION, COMMUNICATIONS, AND UTILITIES S SEWAGE TREATMENT PLANT E ELECTRIC SUBSTATION
	GOVERNMENTAL AND INSTITUTIONAL V VILLAGE HALL AND POLICE DEPARTMENT F FIRE STATION C COMMUNITY CENTER L LIBRARY
	E PUBLIC HELMENIART SCHOOL P PUBLIC WORKS R CHURCH
Δ	RECREATIONAL N NEIGHBORHOOD PARK C COMMUNITY PARK S SPECIAL USE PARK E CONSERVANCY PARK P PRIVATE CONSERVANCY AREA
	PRIMARY ENVIRONMENTAL CORRIDOR
	SECONDARY ENVIRONMENTAL CORRIDOR
00	ISOLATED NATURAL RESOURCE AREA
	OTHER LANDS TO BE PRESERVED
	SURFACE WATER
22:	SEWAGE TREATMENT PLANT DEVELOPMENT BUFFER
	CORPORATE LIMITS - MAY 1995
-	PROPERTY LINES
	STREETS AND HIGHWAYS
VILLAGE	E OF SAUKVILLE URBAN SERVICE AREA
	URBAN SERVICE AREA BOUNDARY 2010
	PLANNED URBAN SERVICE AREA BOUNDARY
	2 A100 H000 APC0 H011

# THE RECOMMENDED LAND USE PLAN FOR THE SAUKVILLE PLANNING AREA

The recommended land use plan for the Saukville planning area is described in the following paragraphs, and is graphically summarized on Map 28. The data presented in Table 28 compares existing 1995 land uses to those planned by 2010 for the Saukville planning area.

## **Residential Land Uses**

Under the plan, new residential uses should develop contiguous to, and extending outward from, existing residential development. Those areas recommended for residential use, as shown on the plan map, total approximately 1,581 acres. This figure represents nearly 17 percent of the planning area, an increase of approximately 534 acres, or 51 percent, over the 1995 level of approximately 1,047 acres.

Several existing rural-density residential developments, each having interior roads and lot sizes generally five acres or larger, are shown on the plan map. These single-family residential developments are located in the northwest quadrant of the planning area. Additional scattered-site, rural-density residential homesites are located throughout the planning area but have not been identified on the plan map. The plan does not recommend the expansion of scattered-site, rural-density residential development. Residential development proposed for areas located outside the planned urban service area should, wherever practicable, utilize clustered residential development at a density no greater than one dwelling unit per five acres.1 At this density, suitable areas, with good soils and level topography, should exist on each parcel for proper siting of a private sewage-disposal system, building pad, and driveways. Clustered residential development is described in more detail later in this chapter.

Several existing suburban- and low-density residential areas are located throughout the planning area. The suburban-density developments generally have lot sizes ranging from 1.5 to five acres. The low-density developments generally have lot sizes ranging from 20,000 square feet to 1.5 acres. The suburban- and low-density residential areas lying outside the planned urban service area are composed of existing subdivisions, including land divisions created by certified survey maps, and represent areas which are not proposed to be served by public sanitarysewer service during the life of the land use plan. Partly because of the lack of these services, the plan recommends that expansion of these residential areas be limited to the infilling of existing vacant parcels, provided the soils and size of each parcel proposed for development are capable of properly accommodating an onsite sewage-disposal system and a private well.

The plan also identifies areas for more intensive residential development, such as medium-density single-family residential development with lot sizes less than 20,000 square-feet; two-family residential development; and multi-family residential development. New residential development of this type is recommended to be located within the planned urban service area, where public water supply, sanitary sewer, and other urban services would be provided.

Specific recommendations relative to each residential type identified within the Village's planned urban service area are presented later in this chapter in the section dealing with recommended land uses within the planned urban service area.

## **Commercial and Industrial Land Uses**

Table 28 identifies approximately 311 acres of commercial land uses, or about 3 percent of the planning area under the recommended plan. As shown on Map 28, all new commercial uses would be located within the planned urban service area. No additional commercial land uses are recommended for areas located outside the planned urban service area.

Industrial uses would occupy approximately 426 acres, or about 5 percent, of the planning area under the recommended plan. All new industrial development is proposed to be located within the planned urban service area, predominantly within the Saukville Industrial Park and the Dekora Woods Business Park.

# Transportation, Communication, and Utility Land Uses

As shown in Table 28, transportation, communication, and utility land uses, excluding streets and highways, encompassed about 110 acres in the planning area in 1995. Major land uses in this category include the Wisconsin Central Ltd. Railroad right-of-way and the Village sewage treatment plant. These existing land uses are reflected on the recommended land use plan map. No increase is anticipated in this land use category during the planing period.

<sup>&</sup>lt;sup>1</sup>Detailed site design and zoning considerations relative to clustering are presented in SEWRPC Planning Guide No. 7, Rural Cluster Development Guide, December 1996.

#### Table 28

## SUMMARY OF EXISTING AND RECOMMENDED LAND USE IN THE VILLAGE OF SAUKVILLE PLANNING AREA

				the second second			
	1	995	Recomme	ended Plan <sup>a</sup>	Planned Change		
Land Use Category	Acres	Percent	Acres	Percent	Acres	Percent	
Urban		1			1. A.		
Residential	1,047	10.9	1,581	16.6	534	51.0	
Commercial	83	0.8	311	3.3	228	274.7	
Industrial	170	1.7	426	4.5	256	150.6	
Transportation, Communications,	•	ſ	1 A.	r			
and Utilities <sup>b</sup>	110	1.5	110	1.2	0	0.0	
Governmental and Institutional	41	0.4	62	0.6	21	51.2	
Recreational	230	2.4	312	3.3	82	35.7	
Urban Subtotal	1,681	17.7	2,802	29.5	1,121	66.7	
Nonurban			1		····		
Primary Environmental Corridor <sup>e</sup>	1,575	16.6	1,519	16.0	-56	-3.6	
Secondary Environmental Corridor <sup>e</sup>	329	3.5	363	3.8	34	10.3	
Isolated Natural Resource Areas <sup>e</sup>	229	2.4	229	2.4	0	0.0	
Other Lands To Be Preserved	0	0.0	234	2.5	234		
Prime Agricultural Lands	3,679	38.8	2,872	30.3	-807	-21.9	
Other Agricultural and Open Lands <sup>d</sup>	1,926	20.3	1,429	15.1	-497	-25.8	
Quarries and Landfill	66	0.7	37	0.4	-29	-43.9	
Nonurban Subtotal	7,804	82.3	6,683	70.5	-1,121	-14.4	
Total	9,485°	100.0	9,485	100.0			

\*Assumes full development of the Village of Saukville planned urban service area, as shown on Map 29.

<sup>b</sup>Includes utility properties and the Wisconsin Central Ltd. Railroad right-of-way. Does not include 981 acres of street and highway rights-of-way existing in 1995. Additional street rights-of-way needed to serve new development is included in the associated land use category.

"Includes associated surface water.

<sup>d</sup>Includes farm and rural density residences, as well as small woodlands and wetlands, generally less than five acres, not included as part of environmental corridors or isolated natural resource areas.

\*Differs from total acres in planning area shown on Table 13 in Chapter IV due to the exclusion of 981 acres of street right-of-way.

Source: SEWRPC.

Additional acreage needed for construction of streets to serve new development is included in the associated land use category.

#### **Governmental and Institutional Land Uses**

Areas recommended for governmental and institutional uses would total about 62 acres, or less than 1 percent, of the planning area under the recommended plan. These uses include the continuation of already existing governmental and institutional uses outside the planned urban service area, as well as new developments of this type within the planned urban service area. No additional land is identified for governmental or institutional uses outside the planned urban service area.

#### **Recreational Land Uses**

Recreational land uses located outside the planned urban service area should support the objectives of the adopted Ozaukee County Park and Open Space Plan, and other local park plans consistent with the County plan. Under the County plan, as presented in Chapter I of this report, environmentally sensitive lands along the Milwaukee River would be acquired by the County for the purpose of creating a Milwaukee River Parkway, stretching from the Village of Grafton upstream to the Ozaukee-Washington County line. This parkway would provide flood control, resource preservation, and a variety of resource oriented outdoor recreational facilities for hiking, biking, ski touring, and picnicking, as well as areas for passive recreational pursuits such as wildlife observation.

No additional recreational lands have been recommended for areas located outside the planned urban service area. Information regarding recreational land uses within the planned urban service area are presented later in this chapter.

## Environmental Corridors and Other Environmentally Significant Areas

To effectively guide development in the Saukville area into a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to consider the location of various land uses in relation to the natural resource base. Locating new urban development outside environmental corridors and other environmentally sensitive areas will serve to maintain a high level of environmental quality in the community.

Environmental corridors are linear areas in the landscape that contain concentrations of high-value elements of the natural resource base. Within the Saukville area these corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas, as well as floodlands where intensive urban development would be ill-advised. The protection of the environmental corridors from additional intrusion by urban development is one of the principal objectives of the recommended land use plan.

## **Primary Environmental Corridors**

Primary corridors occupied approximately 1,575 acres, or about 17 percent, of the Saukville planning area in 1995. Table 28 indicates that these corridors would occupy approximately 1,519 acres, or about 16 percent of the planning area, under the recommended plan. This figure represents a decrease of about 56 acres, or about 4 percent, from the 1995 level. This decrease may be attributed to locally committed development. The plan recommends that all remaining primary environmental corridors be preserved in essentially natural, open uses.

## Secondary Environmental Corridors

Secondary corridors in the planning area are generally associated with intermittent watercourses and contain large areas of wetlands and woodlands, as shown on the recommended plan. These corridors also serve to link segments of primary environmental corridors. Under the plan, secondary environmental corridors would occupy about 363 acres, or about 4 percent, of the planning area. This is an increase of approximately 34 acres, or about 10 percent, from the 1995 total of 329 acres. While not as significant as the primary environmental corridors in terms of overall resource values, it is recommended that, to the maximum extent practicable, the secondary corridors be preserved as the process of development proceeds within the planning area, particularly when the opportunity is presented to incorporate such secondary corridors into urban stormwater retention basins, associated drainageways, and public parks.

## **Isolated Natural Resource Areas**

Isolated natural resource areas consist of areas with important natural resource values which are separated geographically from primary and secondary environmental corridors. Most of the isolated natural resource areas in the planning area consist of wetlands or tracts of woodlands that are at least 200 feet wide and five acres in area. Isolated natural resource areas, under the recommended plan, would remain unchanged from 1995, occupying approximately 229 acres, or about 2 percent of the planning area. The plan recommends that such areas be preserved in natural, open space uses. Similar to secondary environmental corridors, isolated natural resource areas also lend themselves to use as parks and stormwater detention or retention areas.

## **Other Lands To Be Preserved**

In addition to the environmental corridors and isolated natural resource areas, other environmentally significant lands in the Saukville planning area should be considered for preservation. These other lands to be preserved include scattered pocket wetlands and woodlands smaller than five acres in size that do not qualify as part of the larger environmental corridors or isolated natural resource areas. They may also include soils poorly suited to urban uses, steep slopes, and floodlands. Other lands to be preserved would occupy approximately 234 acres, or about 3 percent of the planning area, under the recommended plan. It is recommended that careful consideration be given to preserving these areas in essentially natural, open space use wherever practicable.

**Development Within Environmentally Sensitive Areas** While seeking to preserve environmental corridors, isolated natural resource areas, and other environmentally sensitive areas, the Village plan recognizes that certain transportation and utility facilities may be necessary within these areas and that certain recreational and residential uses may also be accommodated in such areas without

#### Table 29

			a de plane						_				_			
			and an	e de la composition de	Development Type											
Component Natural Resources	Tr	ansportation	and Utility Facili	ties					Recre	ational Fac	ilities	e e e				Rural-Density Single-Family Residential Development
and Related Features within Environmental Corridors	Streets and Highways	Utility Lines and Related Features	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities	Trails	Picnic Areas	Family Camping	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard- Surface Courts	Parking	Buildings	
Lakes, Rivers, and Streams			••	••	• • •	••		x	X			*		••		
Shoreline	×	×	x	x	х	x		×	x		x			x		
Floodplain		×	x	x	x	x		x	x		x	×	l	×	x	
Wetland		x	×	x	x				x							l
Wet Soils	×	<b>x</b> .	×	x	x	••	••	x	x		x			x		
Woodland	x	×.	x		x	x	x	<u>.</u>	x	x	x	x	x	x	×	×
Wildlife Habitat	x	x	x		x	x	x		x	×	x	x	x	x	×	×
Steep Slope	×	x			••	•••				x	x					
Prairie																
Park	x	x	x	x	x	x	x	x	x	x	x	x	×	×	×	
Historic Site		·	••													
Scenic Viewpoint	x	x			x	x	×		×	x	×				×	
Scientific or Natural											~			Î		<u></u>

## DEVELOPMENT TYPES COMPATIBLE WITH ENVIRONMENTAL CORRIDORS

NOTE: An "X" indicates that facility development may be permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource features, the natural resource feature with the most restrictive development limitation should take precedence. For more detailed guidelines relative to appropriate development types within environmentally sensitive areas, refer to SEWRPC Planning Report No. 40, A Regional Land Use Plan for Southeastern Wisconsin: 2010, January 1992.

Source: SEWRPC.

jeopardizing their overall integrity. Development types compatible with environmental corridors are set forth in Table 29.

If accommodated in environmentally sensitive areas, residential development should be permitted at a density no greater than one dwelling unit per five acres. The development should be carefully integrated with the natural features on the site to keep the impact upon such sensitive natural areas to a minimum. Clustered residential development should be encouraged over the use of conventional land subdivision in these areas. Clustering of housing units is made possible by allowing lot sizes smaller than those normally required by the basic zoning district, thereby preserving a large undisturbed area of open space. This provides greater flexibility to situate housing units away from environmentally sensitive features. Open space in the cluster development provides a common area for recreational uses, and helps to preserve rural landscape character.

#### **Prime Agricultural Lands**

Prime agricultural lands are defined as parcels 35 acres or larger that are covered by soils well suited for the production of food and fiber and occur in blocks of 100 acres or more. Prime agricultural lands are proposed to encompass approximately 2,872 acres, or about 30 percent, of the planning area. This represents a decrease of about 807 acres, or nearly 22 percent, from the 1995 level of about 3,679 acres, due to the planned conversion of farmland to other uses. Under the plan, prime agricultural lands located outside the planned urban service area are recommended to remain in agricultural use as long as practicable.

## Other Agricultural and Open Lands

Other agricultural and open lands are agricultural and rural lands that do not exhibit the soil or parcel size characteristics necessary to be defined as prime agricultural lands. These lands may also include rural-density residential development. Under the recommended plan, other agricultural and open lands would encompass approximately 1,429 acres, or about 15 percent, of the planning area. This represents a decrease of about 497 acres, or about 26 percent, from the 1995 level of approximately 1,926 acres.

It is recommended that new residential development in these areas exhibit a rural density of no greater than one dwelling unit per five acres and that cluster subdivisions be encouraged over the use of conventional subdivisions.

## **Quarries and Landfill Land Uses**

One quarry is located in the planning area under the recommended plan. This 37-acre site is located in Section 1 in the Town of Grafton. Four other sites in the planning area totaling approximately 29 acres are expected to be closed and remediated during the planning period. This reduction in extractive and landfill sites represents nearly a 44 percent decrease in acreage associated with this land use category during the planning period.

# THE RECOMMENDED LAND USE PLAN FOR THE SAUKVILLE PLANNED URBAN SERVICE AREA

The recommended land use plan for the Saukville planned urban service area is shown on Map 29. Table 30 lists the number of acres and the percentage of land allocated to each land use category in the planned urban service area and compares this information to the 1997 urban land use patterns in the same geographic area. The Village Plan Commission determined, after careful consideration, that the land use plan for the planned urban service area should anticipate the full development of that area. This results in the designation of a larger area for new urban growth than anticipated in Chapter VII. As noted earlier, such an 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.

## **Residential Land Uses**

Under the plan, new residential development is proposed to occur both through the infilling of vacant platted residential lots and through the creation of new residential areas contiguous to, and extending outward from, existing residential development, wherever possible. Table 30 indicates that areas designated for residential use would total approximately 1,199 acres, or about 42 percent, of the planned urban service area under the Village plan. The plan identifies five categories of residential land use based upon the residential density standards advanced in Chapter VI. Housing types in three of the classifications, suburban-, low-, and medium-density, would be singlefamily. The medium-high-density classification would be two-family housing units and the high-density residential classification would consist of multi-family housing units with up to 12 dwelling units per acre. Projects to provide housing for elderly residents are included in the highdensity residential category.

## Suburban-Density Single-Family Residential Development

Suburban-density residential development has lot sizes ranging from 1.5 to 4.9 acres. Under the plan, no new suburban-density lots would be created. In fact, suburbandensity residential land uses would decrease from 53 acres in 1997 to approximately 17 acres, or less than 1 percent of the planned urban service area by 2010. The reduction in acreage would be the result of certain suburban-density lots being subdivided to create lots within a higher density residential category. As shown on the plan map, only those lots adjacent to the northern section of the Milwaukee River that exhibit soil types incapable of accommodating higher density residential development would remain as suburban-density under the Village plan.

# Low-Density Single-Family Residential Development

This classification of single-family residential development has lots ranging in size from 20,000 square feet to 1.5 acres. The areas proposed for low-density residential development under the plan would total approximately 383 acres, or about 14 percent, of the planned urban service area. As shown on the plan map, low-density residential development would be limited to infill of existing low-density areas located throughout the planned urban service area.

## Medium-Density Single-Family Residential Development

Under the Village plan, the medium-density single-family residential category would allow for a variety of lot sizes ranging from 10,000 to 19,999 square feet. This range will provide developers with the flexibility to respond to market demands for specific lot sizes, while also ensuring that newly created lots are served by a full range of public facilities, including public sewer and water, engineered stormwater drainage, street lighting, and sidewalks. As shown on the plan map, this residential category would accommodate most new residential development in the planned urban service area

#### Table 30

# SUMMARY OF 1997 EXISTING AND RECOMMENDED LAND USES IN THE VILLAGE OF SAUKVILLE PLANNED URBAN SERVICE AREA

	· ·							- 10 - 10 - 10 - 10 - 10 - 10 - 10 - 10	
			Anticipato	d land llaas	Eull Dave		Planned Change: 1997 to Full Development		
· · · · · · · · · · · · · · · · · · ·	19	97	20	10	Cond	itions <sup>a</sup>			
Land Use Category	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
Urban			×		1. A.	1. S. M. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1. 1.		1.1	
Residential								1. A.	
Suburban-Density Single-Family								,	
(1.5- to 4.9-acre lots)	53	1.9	17	0.6	17	0.6	-36	-67.9	
Low-Density Single-Family						· · · ·			
(20,000- to 65,399-square-foot lots)	50	1.8	76	2.7	383	13.5	333	666.0	
Medium-Density Single-Family							1.1		
(10,000- to 19,999-square-foot lots)	284	10.0	373	13.2	673	23.8	389	137.0	
Medium-High-Density Two-Family	[						a de la composición d		
(Up to six dwelling units per acre)	47	1.7	53	1.9	61	2.2	14	29.8	
High-Density Multi-Family <sup>®</sup>									
(Up to 12 dwelling units per acre)	40	1.4	65	2.3	65	2.3	25	62.5	
Residential Subtotal	474	16.8	584	20.7	1,199	42.4	725	152.9	
Commercial	1	1					1		
Neighborhood Retail	0	0.0	12	0.4	12	04	12	0.0	
Areawide Retail	65	2.3	156	5.5	156	5.5	91	140.0	
Business and Professional Office	0	0.0	123	4.3	123	4.3	123	0.0	
Downtown Commercial	9	0.3	9	0.3	9	0.3	0	0.0	
Commercial Subtotal	74	2.6	300	10.5	300	10.5	226	305.4	
Industrial	214	7.6	401	14.2	401	14.2	187	87.4	
Transportation and Utilities <sup>e</sup>	62	2.2	62	2.2	62	2.2	0	0.0	
Governmental and Institutional	58	2.0	65	2.3	65	2.3	7	12.1	
Recreational	73 <sup>d</sup>	2.6	155	5.4	155	5.4	82	112.3	
Urban Subtotal	955	33.8	1,567	55.3	2,182	77.0	1,227	128.5	
Nonurban						· .			
Primary Environmental Corridor <sup>®</sup>	247	8.7	285	10.1	285	10 1	38	15.4	
Secondary Environmental Corridor®	188	6.6	195	6.9	195	69	7	37	
Isolated Natural Resource Area <sup>e</sup>	64	2.3	53	1.9	53	1.9	-11	-17.2	
Other Lands to be Preserved <sup>e</sup>	0	0.0	115	4.1	115	4.1	115		
Agricultural and Other Open Lands'	1,376	48.6	615	21.7	0	0.0	-1,376	-100.0	
Nonurban Subtotal	1,875	66.2	1,263	44.7	648	23.0	-1,227	-65.4	
Total	2,830	100.0	2,830	100.0	2,830	100.0			

\*Assumes full development of the Village of Saukville planned urban service area, as shown on Map 29.

<sup>b</sup>Includes acreage associated with a planned unit development project for senior citizens.

Does not include street rights-of-way.

<sup>d</sup>Includes total acreage of existing Village parks.

"Includes associated surface water.

<sup>1</sup>Includes farm and rural density residences, as well as small wetlands and woodlands, generally less than five acres, not included as part of environmental corridors or isolated natural resource areas.

Source: SEWRPC.

and would occupy approximately 673 acres, or about 24 percent of the planned urban service area.

#### Medium-High Density

## **Two-Family Residential Development**

As shown on the plan map, approximately 61 acres, or about 2 percent of the planned urban service area, have been allocated to the two-family residential category. Up to six dwelling units per acre may be allowed under this land use category. Of the 61 acres, 47 have already been developed. The remaining 14 acres are divided among 10 existing vacant lots already zoned for such use on the west side of the Village, and about eight acres located at the southwest corner of STH 33 and Jackson Road.

## High-Density Multi-Family Residential Development

As shown on the plan map, approximately 65 acres, or about 2 percent of the planned urban service area, would be allocated to multi-family residential development. The 65 acres include approximately 43 acres that have been allocated to the high-density multi-family category and approximately 22 acres allocated to development of multifamily units for senior citizens. Of the 43 acres allocated to the high-density multi-family category, only two vacant parcels totaling approximately three acres were available for development as of 1998. The 22 acres allocated for development of senior citizen housing are located on a vacant parcel in the northeast one-quarter of section 36, south of STH 33 between IH 43 and Northwoods Road.

## **Commercial Land Uses**

The commercial land use category has been divided into four subcategories: neighborhood retail, areawide retail, downtown commercial, and business and professional office. Combined, these areas encompass approximately 300 acres, or about 11 percent, of the planned urban service area.

## Neighborhood Retail Trade and Services

The land use plan standards presented in Chapter VI recommend that most new neighborhood retail trade and service establishments be located within planned shopping centers and/or districts. Neighborhood retail should provide for the day-to-day retail and service needs of nearby residents and should be oriented to residential areas. A grocery store should serve as the anchor for a neighborhood shopping area; other services such as banking, dry cleaning, pharmacy, laundromat and florist may also be provided. Neighborhood shopping centers serve a population of up to 10,000 and should be sited within 1.25 miles of homes in medium-density or denser residential areas.

As shown on the plan map, approximately 12 acres, located on the south side of STH 33 at the western edge of the planned urban service area, have been allocated to neighborhood retail trade and services. It is expected that it may be several years before any commercial development occurs at this site. However, the Plan Commission believes that with the continued expansion of residential land uses on the west side of the Milwaukee River, within both the Village and the Town of Saukville, it was important to identify a location that could accommodate limited neighborhood shopping facilities for residents of the area. Care should be taken when evaluating specific development proposals for this site to ensure that uses are consistent with a neighborhood retail trade and service area, and that the site acreage remains within the range of the recommended standard of five to 15 acres for neighborhood shopping facilities.

## Areawide Retail Trade and Services

In addition to providing for the sale of goods that are normally found in neighborhood oriented shopping centers, areawide retail trade and services should provide for goods, such as clothing, furniture, building supplies, and specialty products such as jewelry, hobby supplies, or recorded music, that are not day-to-day needs of area residents. This category may also include services such as restaurants, movie theaters and other entertainment venues, gasoline stations, automotive sales and repair centers, convenience food stores, and similar uses which require a location along arterial streets and highways carrying a higher volume of traffic.

Areawide retail trade and service areas should be oriented to both community residents and pass-through traffic, rather than to the immediate neighborhood only. Areawide retail trade and services should serve a population range of 10,000 to 75,000 people and should be sited within 1.5 miles of homes in medium-density or denser residential areas. As presented in Chapter VII of this report, certain areas of the Village were identified for various commercial uses in the 1982 master plan. While most of the parcels remained undeveloped as of 1997, the Village Plan Commission supports maintaining these parcels for areawide retail trade and services. As shown on the plan map, approximately 156 acres located near the interchange of STH 33 and IH 43 have been allocated to this land use category during the planning period.

## **Business and Professional Offices**

This land use category may include a variety of business uses such as corporate, medical, and other professional services. Most offices in the Village are currently located on scattered sites along arterial streets and highways. Under the plan, approximately 123 acres have been allocated to the business and professional office category. This acreage is concentrated in two areas located between IH 43 and Northwoods Road. Both sites have characteristics suitable for office development, including ready access to, and visibility from, the arterial street and highway system. The site south of STH 33 and adjacent to the area designated for senior citizen housing may have potential as a location for health care facilities capable of serving residents of the housing development. Care should be taken when evaluating development proposals for these sites to limit the disturbance of residential areas located on the east side of Northwoods Road. It is recommended that landscaped buffers and limited access to Northwoods Road be utilized in order to minimize impact of commercial development on nearby residents.

#### **Downtown Commercial**

As shown on the plan map, a downtown commercial district has been delineated in the Veterans Park—formerly Triangle Park— area. This district, totaling approximately nine acres, is intended to identify the historic center of the Village and establish criteria that would allow the area to develop as a destination retail and entertainment location for residents of the Village as well as surrounding communities. A detailed analysis of the downtown district is presented later in this chapter

#### **Industrial Land Uses**

Under the Village plan, approximately 401 acres have been allocated to the industrial land use category. This represents an increase of approximately 187 acres, or about 87 percent, over developed industrial land in 1997. This increase can be attributed to the anticipated buildout and expansion, during the planning period, of the Dekora Woods Business Park. Several smaller, scattered industrial sites are also expected to continue operating during the planning period. No additional sites in the planned urban service area are recommended for industrial land use.

#### **Transportation and Utilities Land Uses**

The plan map depicts the locations of utility facilities in the Village such as an electric substation and the sewage treatment plan. In accordance with NR 110.15(3)(d) of the Wisconsin Administrative Code, a minimum 500foot separation distance must be maintained around a mechanical sewage treatment facility to isolate the facility from commercial establishments, from buildings occupied or intended for residential use, and from land which is actively being developed for commercial or residential use. Such a buffer is intended to minimize any potential odor, noise, and nuisances caused by the treatment plant and to enhance plant security and reliability. The Wisconsin Department of Natural Resources (DNR), which enforces these regulation, may waive this requirement if it prevents implementation of cost-effective treatment alternatives at an existing or new plant, provided the owner demonstrates certain actions to the DNR as specified in the Code. A 450-foot buffer surrounding the Village of Saukville sewage treatment plant is shown on the plan map, in addition to the 50-foot buffer already provided on the property. The plan does not, however, show such a buffer extending to the west and across the Milwaukee River due to environmental constraints that limit development in that area.

#### **Governmental and Institutional Land Uses**

With the recent construction of a state-of-the-art fire station, the expansion and rehabilitation of the Oscar Grady Library, and the refurbishing of the old fire station as a community center, existing government facilities should adequately serve the needs of Village residents during the planning period. It may be expected that any new uses within this category would likely be related to such uses as churches, health-care facilities, day-care facilities, and other private-sector institutional uses that may develop, or expand, as needed.

## **Recreational Land Uses**

Specific recommendations regarding park and recreational land uses in the Village planned urban service area are set forth in the Village of Saukville Comprehensive Outdoor Recreation Plan, prepared by the consulting firm of Foth and Van Dyke, and adopted by the Village in March 1996. In that report, specific recommendations were made regarding the improvement and expansion of the Village of Saukville Park System and the development of a bicycle-way and recreational trail system. As part of the land use planning process, several refinements to the recreation plan were made. These refinements, as presented below, should be incorporated into the implementation of the recreation plan. The recreation plan, as refined, is depicted graphically on Map 30.

#### Village Park System

The Village Park System would include 10 Village-owned parks on approximately 155 acres, or about 5 percent of the planned urban service area under the refined recreation plan. This total includes seven existing Village parks totaling approximately 73 acres, three new Village parks totaling approximately 61 acres, and the expansion of East Riverside Park to the south, adding approximately 21 acres along the Milwaukee River. The recommended park system is shown on Map 30.

Under the previously adopted recreation plan, generalized locations were identified for future parks intended to serve Village residents. Those generalized locations have been refined and are reflected on Map 30. When incorporated into the existing Village park system, these new sites should help to provide for the overall recreational needs of the community during the planning period.

#### Map 30



#### RECOMMENDED PARK SYSTEM, BICYCLE-WAYS, AND RECREATIONAL TRAILS FOR THE VILLAGE OF SAUKVILLE PLANNING AREA: 2010

Source: SEWRPC.

Two new special use parks that would take advantage of the unique natural features of each site are recommended by this plan. The first site, approximately 15 acres in size, is located just northeast of the intersection of Cold Spring Road and N. Mill Street. As the Village expands into the planned urban service area to the north, this site would provide Village residents with playfields and picnic areas, and more importantly, provide a canoe and kayak launch/ landing site within the Village on the west side of the Milwaukee River. The second site, utilizing approximately six acres of unbuildable land located between the municipal building and Peninsula Park, would also provide picnic areas and playfields. More importantly, this site would provide a direct parkway linkage between the municipal building, the proposed recreation trail along the Milwaukee River, and the neighborhoods located in the southwest part of the community.

Another refinement of the adopted recreation plan relative to the recommended park system would include the expansion of East Riverside Park to the south along the Milwaukee River. This expansion would add approximately 21 acres to the six-acre park and allow for the expansion of nonintensive, trail oriented recreation and conservancy activities.

Recommended improvements to Veterans Park, formerly known as Triangle Park, are described in a later section of this chapter.

#### **Bicycle and Recreational Trail Facilities**

As shown on Map 30, the bicycle-way and recreational trail system recommended under the Village plan is a refinement of the trail system proposed in the comprehensive recreation plan. The recommended system would initially include approximately 18 miles of on- and offroad bicycle-ways and recreational trails and would serve as a framework for a larger system that should be developed as residential areas in the community grow. Where possible, residential areas, public facilities such as parks and schools, other points of interest in the community, and neighboring communities should be connected via the trail system.

It is recommended that the Village work with surrounding communities, Ozaukee County and the State Department of Transportation to insure that, as the trail system is developed, adequate linkages with surrounding trail systems are established. This interlinked network of trails would provide residents of the Saukville area opportunities for a longer and wider array of trail-oriented recreational pursuits, such as hiking and biking, as well as safe and convenient access to major activity centers for nonrecreational purposes.

As previously noted, detailed recommendations relative to the development of park and recreational facilities in the Village are set forth in the Saukville Comprehensive Outdoor Recreation Plan.

#### **Environmentally Significant Areas**

As presented previously in this chapter, in order to effectively guide development in the Saukville area into a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to consider the location of various land uses in relation to the natural resource base. New urban development should be effectively related to such resources in order to maintain a high level of environmental quality in the community, as well as to utilize the natural beauty of these areas as a humanizing feature for the residents of the area.

#### **Primary Environmental Corridors**

In 1997, primary environmental corridors occupied approximately 247 acres, or about 9 percent, of the planned urban service area. Table 30 indicates that under the Village plan these corridors would occupy about 285 acres, or about 10 percent of the planned urban service area. As shown on Map 29, these corridors are located predominantly along the Milwaukee River and northeast of the Village center.

Primary environmental corridors should, to the maximum extent practicable, be preserved in essentially natural, open uses for resource preservation and limited recreational purposes. Accordingly, it is recommended that sanitary sewers not be extended into such corridors to accommodate urban development. However, the plan recognizes that, in certain cases, the objective of preserving corridor lands may directly conflict with legitimate community development needs, such as the needed crossing of the corridors by streets and utilities. When such conflicts occur, the advantages and disadvantages of disturbing corridor lands must be carefully considered and, if development within the corridor occurs, such development should be carefully planned and executed to minimize damage to the corridor resources.

#### Secondary Environmental Corridors

In 1997, secondary environmental corridors occupied approximately 188 acres, or about 7 percent, of the planned urban service area. Table 30 indicates that under the Village plan these corridors would occupy about 195 acres, also about 7 percent of the planned urban service area. As shown on Map 29, these corridors are located predominantly in the northwestern part of the planned urban service area and south of the STH 33 and IH 43 interchange. It is recommended that the secondary environmental corridors be maintained, to the maximum extent practicable, for such public or private uses as parks, parkways, drainageways, or stormwater detention or retention areas.

## **Isolated Natural Resource Areas**

Isolated natural resource areas are small areas with important natural resource values that are separated geographically from environmental corridors. The isolated natural resource areas in the planned urban service area are wetland and woodland tracts at least 200 feet wide and five acres in size. These areas, under the Village plan, would occupy approximately 53 acres, or less than 2 percent, of the planned urban service area. It is recommended that the isolated natural resource areas be maintained, to the maximum extent practicable, for such uses as parks, or stormwater detention or retention areas.

#### **Other Lands to Be Preserved**

The plan also recommends the preservation, in natural open uses, of several other areas that may contain important natural resource values. Even though these areas do not qualify as part of an environmental corridor or isolated natural resource area, they are environmentally significant in the sense that they contain poor soils, wetland vegetation, steep slopes, or floodlands or provide buffering between incompatible land uses and areas for stormwater detention or retention ponds. These areas either lie adjacent to lands classified as environmental corridors or isolated natural resource areas or are small, isolated areas less than five acres in size. Under the Village plan, such lands would occupy approximately 115 acres, or about 4 percent, of the planned urban service area. Careful consideration should be given to preserving such areas in natural, open uses whenever practicable.

#### **Development Within Environmentally Sensitive Areas**

While seeking to preserve environmental corridors, isolated natural resource areas, and other environmentally sensitive areas, the Village plan recognizes that certain transportation and utility facilities may be necessary within these areas and that certain recreational and residential uses may be accommodated in such areas without jeopardizing their overall integrity. Development types compatible with environmental corridors are set forth in Table 29. If accommodated in environmentally sensitive areas, residential development should be permitted at a density no greater than one dwelling unit per five acres. The development should be carefully integrated with the natural features of the site while minimizing the impact upon such sensitive natural areas. Clustered residential development should be encouraged over the use of more conventional land subdivision in these areas. Clustering of housing units is made possible by allowing lot sizes smaller than those normally required by the basic zoning district, thereby preserving a large undisturbed area of open space. This provides greater flexibility to situate housing units away from environmentally sensitive features. Open space in the cluster development provides a common area for recreational uses, and helps to preserve landscape character.

#### **Agricultural and Other Open Lands**

As presented earlier in this chapter, in order to formulate a more complete and comprehensive plan for the Village, the Village Plan Commission chose to identify land uses for most lands located within the planned urban service area even though the anticipated need for such lands would, in all likelihood, not be fully present during the planning period. As a result of this determination the 1,376 acres identified as agricultural lands in 1997 have been reclassified for other uses under the Village plan.

It should be noted, however, that the reclassification of agricultural lands for other uses does not preclude the continuation of farming activities on those lands. It does, however, limit future uses to those uses identified as most appropriate under the Village plan.

## URBAN DESIGN GUIDELINES FOR THE VETERANS PARK AREA

As presented in Chapter VI, a listed objective of the plan is the historic preservation of the Veterans Park area and its enhancement as an attraction to residents, tourists, and visitors. A complete urban design analysis and plan for the area is beyond the scope of this land use plan, but the following recommendations provide guidance as to how such a study might be structured and what it might seek to accomplish.

For the purposes of this report, the Veterans Park area is defined generally as the area currently designated in the Village Zoning Ordinance as the B-1 Central Business District. A discussion of the physical features and site planning of the area follows. Implementation measures and operational issues are presented in the following chapter of this report. As previously noted, Veterans Park was formerly known as Triangle Park.

## **Overall Site Plan**

The Veterans Park area is seen from two very different perspectives: that of the motorist and that of the pedestrian. The motorist forms an overall impression of the area quickly, passing through it at a relatively high speed, as compared to walking, and focusing on traffic. It may be seen as an advantage that the Veterans Park area is exposed to thousands of motorists daily; the Village has an opportunity to create an environment that will give a momentary impression that may entice some to return and explore the area as a pedestrian. For the pedestrian, the experience offered by the Veterans Park area is vastly different. The pedestrian will be looking for a variety of interesting things to explore at a much more leisurely pace: places to eat, shop and be entertained, and activities to attend in the park.

## Saukville Heritage Park and River Walk

The objective of enhancing and revitalizing the historic Veterans Park area may be aided by taking a larger view of nearby potential attractions that may be of interest to visitors and residents alike. Figure 3 illustrates the features that shape the Veterans Park area and the close proximity of the park to the Milwaukee River, the Milwaukee River bridge, and Peninsula Park. These features expand the potential area of interest and provide contrast to Veterans Park. Peninsula Park, located just one short block from Veterans Park, is a natural, open area, while Veterans Park is an urban civic space. Peninsula Park has extensive frontage along the Milwaukee River of about one-half mile; it is recommended that this river frontage be promoted as an added attraction to the downtown area. A shaded river walk extending the full circumference of the park would provide an added pedestrian experience as part of a visit to downtown Saukville.

The two parks should be connected with a landscaped sidewalk along Ulao Street. This street is overly wide for the minimal traffic it carries, and could be narrowed on the east side to create space for a sidewalk, planting beds, and shade trees. Figure 4 illustrates the concept of a Saukville Heritage Trail and River Walk, providing a short walk from Veterans Park to Peninsula Park, a scenic walk along the river, to the bridge, and back to Veterans Park along Dekora Street or E. Clay Street. A synergy between these areas of interest would create more reasons to visit the downtown Saukville area.

## **Elements of the Veterans Park Area**

The urban space formed by the buildings that surround Veterans Park consists of identifiable elements that work together to create the physical urban environment. As illustrated in Figure 3, these are the park itself, the streets and sidewalks, and the facades of the buildings surrounding the space. Landscaping enhances and strengthens these basic physical elements. An additional critical factor in determining the dynamics of the street life that will take place in the space is the combination of uses within the buildings. Uses are controlled by zoning and are discussed further in the next chapter.

The building walls and other structural elements along a street that surround outdoor civic spaces may be termed the "street wall." Figure 3 illustrates the street wall surrounding Veterans Park. Buildings which extend to or close to the sidewalk provide a consistent sense of enclosure and human scale, which is essential to a successful, pedestrian-oriented shopping area. Property owners should be aware of the important role that their particular building plays in the preservation of the street wall and the definition of this urban area. Currently, there are gaps in the street wall that form the space of Veterans Park. On S. Mill Street most of the gaps are formed by driveways. These gaps should be filled with building walls, fences, landscape walls, landscaping or other elements that will strengthen the shape of the open area. Figures 7 and 9 illustrate how the west side of S. Mill Street may look with these gaps filled. Driveways have been removed, and twostory buildings, fences and walls have been added.

Most public squares in older Villages were designed with main thoroughfares passing through or around them. The Village of Saukville is no exception. Figure 3 illustrates streets in the Veterans Park area which carry primary and secondary traffic volumes. The volume of traffic that passes through the Veterans Park area on STH 33 (E. Dekora Street) ranges from 5,000 to 15,000 vehicles on an average weekday. This constant stream of auto and truck traffic has a profound effect on the functional aspects and atmosphere of the area. Noise is a constant factor, and pedestrian safety is an issue. These issues are addressed in the conceptual site plan of Veterans Park.

#### **Veterans Park**

Veterans Park is a pedestrian-oriented space that should invite residents, shoppers, and other business patrons to use it. By emphasizing it as part of an overall civic space, more than simply a park, it may be designed to be utilized

## Figure 3

## VETERANS PARK AREA





## Figure 3 (continued)



Source: SEWRPC.

#### Figure 4

#### POTENTIAL SAUKVILLE HERITAGE TRAIL AND RIVER WALK



NORTH

Source: SEWRPC.

more than is currently the case. As illustrated in Figure 5, the existing planting design and site plan is somewhat disjointed and suffers from a poor definition of meaningful spaces. The bandstand is the focal point of the westerly end of the park and requires an open grassy area with shade trees for concert audiences. The central area of the park, which should serve this purpose, is broken up with sidewalks, benches, evergreen trees, planted areas, and the Veterans memorial. Benches are poorly located and the park is heavily impacted by the traffic noise on E. Dekora Street (STH 33). A historic marker<sup>2</sup> is located at the easterly point of the park. It is too small to be noticed by motorists and too exposed to passing traffic to form a comfortable pedestrian area. Figure 5 illustrates a proposed schematic site plan and a conceptual site plan for Veterans Park. While it is recommended that a landscape architect, architect, or other qualified professional trained in the design of small outdoor civic spaces be retained to develop a detailed plan for the park, Figure 5 conceptually illustrates the following general objectives:

- Unified Plan: The park and the surrounding stores, offices and residences should be seen as a unified whole and should be designed as such. The buildings form the framework for the park and the park forms a respite from the activity on the sidewalks, although, at times, it may itself be the center of activity itself. When no planned activity is taking place in the park, the surrounding stores, shops, restaurants, and offices will be the focus of activity. The park and the surrounding buildings complement each other and each strengthens the use of the other.
- 2. <u>Bandstand</u>: The bandstand should be enhanced into a stronger architectural feature that is more easily seen from outside the park. Adding a roof and lighting the structure at night would aid in achieving this objective. Figure 6 illustrates the existing appearance of the bandstand and what it may look like with a roof. While the bandstand is currently the largest structure in the park, it is not well located to serve as the primary focal point seen from outside the park. Eastbound motorists on E. Dekora Street cannot see it and westbound motorists are not likely to see it due to the distractions of traffic. Because the bandstand is unlikely to function successfully as a primary focal point seen from E. Dekora Street,

<sup>2</sup>The marker denotes "Junction Green Bay Indian Trail."

it is recommended that a new primary focal point at the easterly point of the park be established.

- 3. Focal Point: A strong primary focal point, perhaps a large monument, easily visible to motorists approaching from both directions on E. Dekora Street, should be created at the easterly point of the park. Such a monument would also provide a point of orientation for pedestrians when approaching the area from the Milwaukee River bridge and from Peninsula Park. The current historic marker located at the point is not large enough to be noticed by motorists, is diminished by overly diverse plantings and is poorly located for pedestrian interest. It is recommended that the monument serve both the purpose of a Veterans memorial and a historic marker. For example, the monument could contain a clock and historic marker facing east toward the bridge, with the west side serving as a Veterans memorial. Such a monument should be located at least 30 feet or more back from the point, should be surrounded by a paved pedestrian area properly sized for observation and contemplation, and should have a simple background of plant material that does not detract from the monument itself. The monument could be lit at night.
- 4. Buffer Between Traffic and Park: A buffer should be provided between the park and the noise of the traffic on STH 33 (E. Dekora Street), while still permitting the motorist on the street to view the park. Solid surfaces deflect sound much more effectively than do plant materials alone; thus, it is recommended that a decorative brick wall or solid fence, approximately 48 inches high, be erected along STH 33 at the edge of the park. This would provide a separation from the traffic, and buffer the street noise for a seated person, while a person standing could still see over the wall. For security reasons, the wall should be no higher than recommended. The wall should be landscaped on both sides with a combination of shade trees, flowering trees, and deciduous and evergreen shrubs. The brick wall or fence should extend to the easterly point of the park past the proposed monument, in order to block potential pedestrian crossings into the park at the existing crosswalk at the curve of STH 33. This crosswalk should be moved from the west side of the curve to the east side of the curve, to provide a better view of pedestrians by approaching motorists.

#### Figure 5

## VETERANS PARK SITE PLAN

#### **EXISTING CONDITIONS**



#### Figure 5 (continued)

#### CONCEPTUAL SITE PLAN



Source: SEWRPC.

#### **Coordinated Parking**

Most historic downtown areas must deal with the problem of how to accommodate the car without destroying the historic character of the area, which originally did not provide much parking or driveway access to buildings. Most parking was accommodated on the street and loading was done either from the street or at the rear of the buildings, usually accessed from alleys. In order to preserve the street wall, driveways and parking lots fronting on the street should be eliminated or kept to a minimum. All available frontage should be used for building walls to the greatest extent possible, to keep the definition of the space strong. However, protecting or enhancing the street wall cannot come at the price of losing properly functioning circulation and parking. To deal with this issue, the entire block behind the street wall concerned should be analyzed comprehensively. Opportunities for locating required parking behind buildings should be identified and shared parking lots should be established

between adjacent parcels, where possible. Primary building entrances should be oriented to the street, rather than to the rear parking lots; secondary entrances may be provided to the rear. When fronting a parking lot on a street is unavoidable, it should be screened and a structural or landscaping element, such as a wall, fence, or hedge, should be erected to continue the street wall.

Figure 7 illustrates the current circulation patterns and parking areas serving the buildings in the block defined by S. Mill Street, E. Dekora Street, E. Main Street and E. Green Bay Avenue. The street wall on S. Mill Street is broken up by five driveways. The driveways and the direction of traffic into and out of them are marked by arrows. Because the parking areas and driveways developed over time, independently of each other and limited by parcel boundaries, the land available in this block is not used efficiently. Figure 7 also illustrates the concept of coordinating parking and circulation and how it may

## Figure 6

## VETERANS PARK BANDSTAND

EXISTING CONDITIONS



## POTENTIAL ALTERATIONS



Source: SEWRPC.

#### Figure 7

## PARKING IN S. MILL STREET BLOCK

EXISTING PARKING AND CIRCULATION



#### POTENTIAL COORDINATED PARKING AND CIRCULATION



Source: SEWRPC.

benefit all land owners concerned: parking opportunities are expanded, the circulation pattern is more efficient, driveways are removed from S. Mill Street, and the street wall is enhanced. On-street parking on S. Mill Street and E. Green Bay Avenue should continue to be permitted, in addition to any coordinated parking that may be created to the rear of the buildings. On-street parking not only provides additional parking spaces, it also creates a buffer between pedestrians and street traffic.

#### **Architectural Controls**

The distinctiveness of older buildings, directly associated with their architectural details, is an important component of the overall character of the Veterans Park area. Incompatible design changes on a building can destroy not only the architectural character of the building, but the character of the overall streetscape as well. In rehabilitation or remodeling efforts, an attempt should be made to retain any rich architectural details. Further, efforts to transform an existing building into one from an earlier period through the use of details that were not originally used on the structure should be avoided.

Building facades should be varied and attractively designed. Transparent window displays and frequent doorways provide sidewalk interest to pedestrians and invite them in to patronize the businesses. Solid, blank building facades and reflective glass should be avoided since these are boring to look at and reduce the interest at street level.

New development or redevelopment should respect the historical architectural styles that exist in the Veterans Park area. Consistent use of building materials, window and door proportions and rhythms, building massing, bulk and height, roof lines, and color and texture of facades help create a coherent visual environment that is pleasing to experience. The scale and appearance of historic buildings can provide a unique urban quality to the shopping experience that can be a powerful draw into the area. Figure 8 illustrates one example of how architectural guidelines may guide the rehabilitation of an existing historic building at Veterans Park; the building is located at the corner of E. Green Bay Avenue and Ulao Street. Primary design elements are historically accurate fenestration patterns, a recessed door, a continuous awning and the elimination of a second-story balcony. The illustration also depicts suggested new hardscape elements such as crosswalk pavers, planting beds, tree wells and trunk protection, banners, and buried utility lines.

Figure 9 illustrates how the consistent use of architectural and site planning guidelines over the full length of a block would positively impact the entire streetscape. Figure 9 shows a composite photograph of the west side of S. Mill Street. This block consists of three historic two-story commercial buildings (a tavern, a bank, and a store), and a one-story dwelling of contemporary design. The street wall is interrupted by five driveways, three of which serve the bank. Figure 9 also depicts how rehabilitating buildings in a historically complementary manner and how strengthening the street wall can positively affect the aesthetic impact of a streetscape.

The street wall is significantly strengthened by replacing the one-story dwelling with a two-story building of historically accurate design appropriate to the period of the adjacent buildings. Next, the two lanes exiting from the bank's drive-in window have been replaced by a two-story addition to the bank building. The parking lot on the north side of the bank is screened with a brick wall extending from the side wall of the bank. In addition, a fence with a gate is placed across the private driveway and contemporary garage serving the tavern.

The architecture of each building enhances that of the next. Window patterns and door treatments are consistent, but not identical. Horizontal lines along the roofs, between the first and second stories, and along windows tie the building elevations together. Shade trees and consistent streetscape add to the homogeneity of the scene.

#### **Sign Controls**

While a few inappropriate signs do exist in the Veterans Park area, it is fortunately not overrun by excessive and poorly designed signs, as so many existing downtown areas are. Nevertheless, sign controls uniquely suited to the Veterans Park area should be added to the Village Zoning Ordinance to preclude the future construction of unsuitable signs.

Controlling the size, height, materials, and character of the signs in the Veterans Park area is an important aspect of preserving and enhancing the character of the area. Flashing signs, moving signs, and back-lit plastic signs should be avoided. Signs affixed to buildings should never dominate the building or look like billboards. Signs on buildings should not detract from architectural details such as cornices, pillars, or window rhythms. Consistency in the size, design, and placement of signs can have a dramatic effect on the visual quality of the area. Figure 8

## TYPICAL REHABILITATION OF A HISTORIC BUILDING

EXISTING APPEARANCE



POTENTIAL REHABILITATION FOLLOWING ARCHITECTURAL GUIDELINES



Source: SEWRPC.

## Landscaping

In addition to the landscaping recommendations noted above for Veterans Park and Peninsula Park, several other areas of the overall site plan should be enhanced with additional landscaping. Street trees should be added where they may be missing along E. Green Bay Avenue, E. Dekora Street, and S. Mill Street. Street trees should also be added along Ulao Street and E. Clay Street at Peninsula Park, with sufficient additional plant materials to provide a screen between the recommended walkway to the river and the existing homes and apartments along E. Clay Street.

#### Hardscape

Street and sidewalk features other than plant materials are sometimes referred to as "hardscape." An attractive hardscape can provide a more interesting and comfortable shopping and walking experience. Hardscape features may include wider sidewalks, decorative paving materials, flower planters, benches, kiosks, bicycle racks, bollards, trash receptacles, and pedestrian scale lighting. Such features are often successfully financed by community service organizations or student groups. To avoid a disorganized, nonfunctional, or cluttered appearance, it is recommended that a design professional such as a landscape architect or architect design a unified plan for the use of hardscape features in the overall area, so that a coordinated, aesthetically pleasing and functional impact may be achieved.

## SUMMARY

This chapter has presented a land use plan for the Village of Saukville. The plan is intended to provide land use recommendations for the Saukville planning area as well as the smaller planned urban service area. The plan provides an urban development pattern, including the amount and spatial distribution of residential, commercial, industrial, and recreational land uses, that will meet the needs of the resident population of the planning area in an efficient, attractive, and economically sound manner.

The principal function of the plan is to provide information that local officials can use over time in making decisions about growth and development in the Saukville area. The land use plan should not be considered as inflexible. Such a plan is intended to be used as a guide in the public review of proposals and as a tool to help local officials make decisions concerning such proposals. As conditions change from those used as the basis for plan preparation, the plan should be revised. Accordingly, the plan should be reviewed periodically to determine whether the objectives are still valid and the extent to which these objectives are being realized. The adopted plan should, however, represent a commitment by the Plan Commission and Village Board to strive for the selected land use objectives.

The recommended land use plan, together with the supporting implementation measures in Chapter IX, provide an important means for promoting the orderly development of the Saukville planning area and providing a safe, healthful, attractive, and efficient environment for living and working in the area. Consistent application of the plan will help assure protection of the natural resource base of the planning area, including environmental corridors and agricultural lands, while providing for the needs of the existing and probable future resident population of the area.

Figure 9

## POTENTIAL URBAN DESIGN IMPROVEMENTS TO S. MILL STREET

EXISTING APPEARANCE OF STREET WALL



POTENTIAL REDEVELOPMENT FOLLOWING DESIGN GUIDELINES



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## **Chapter IX**

# **PLAN IMPLEMENTATION**

Formal adoption of the land use plan is only the beginning of a series of actions necessary to achieve the objectives expressed in this report. In order for the plan to be a success, long-term dedication to implementing the land use plan by Village officials is important. This chapter presents techniques that can be used to implement the plan. Included is an overview of the plan adoption process; suggested revisions to the zoning ordinance text and map, and the land division control ordinance; recommendations regarding the Veterans Park area, intergovernmental cooperation, official mapping, and capital improvement programming; the need for a comprehensive recreation trail and bicycle-way facilities system plan; and recommendations for future plan reevaluations.

# PUBLIC INFORMATIONAL MEETINGS AND PLAN ADOPTION

Enabling legislation for Wisconsin community planning does not require local plan commissions to hold public hearings on proposed plans before their adoption. It is nevertheless good planning practice to hold informational meetings and hearings in order to acquaint residents and landowners with the proposed plan and to solicit public reactions to the plan proposals. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas advanced at the meetings. Accordingly, a public informational meeting was held on the preliminary recommended plan on November 19, 1998, and a formal public hearing was held on the plan on December 3, 1998.

An important step in plan implementation is the formal adoption of the recommended land use plan by the Village Plan Commission and certification of the adopted plan to the Village Board, pursuant to State enabling legislation. Although formal adoption of the plan by the Village Board is not legally required, this step is recommended to demonstrate acceptance and support by the governing body. Upon such adoption, the plan becomes the official guide intended to be used by Village officials in making development or redevelopment decisions. The recommended land use plan was adopted by the Village Plan Commission on December 3, 1998, and subsequently adopted by the Village Board on December 15, 1998, as indicated in the resolutions in Appendices D and E, respectively.

# ZONING

Of all the means currently available to implement land use plans, perhaps the most important is the zoning ordinance. Following adoption of the land use plan by the Village Plan Commission and certification of the adopted plan to the Village Board, the Village Plan Commission should initiate appropriate amendments to the Village zoning ordinance and zoning district map to reflect the concepts and proposals advanced in the adopted land use plan. A detailed analysis of the existing zoning ordinance should be conducted to determine any deficiencies for systematic implementation of the land use plan, including the urban design and site planning element of the adopted plan. The Village of Saukville has expressed interest in amending the current zoning ordinance to include such provisions to better guide the Village in the review of proposed development plans and to improve the aesthetics and unique character of the Village. At a minimum, the Village Plan Commission and the Village Board should consider the recommended changes discussed herein. State law requires that a public hearing be held on any proposed amendments to the zoning ordinance. The hearing may, at the option of the Village Board, be held by the Board itself or by the Plan Commission. The latter option is recommended for the comprehensive rezoning of the Village that will be necessary to implement the land use plan.

### Shorelands

The zoning ordinance references that shorelands annexed into the Village after May 7, 1982, are subject to the Ozaukee County Floodplain and Shoreland Zoning Ordinance. The Village may wish to repeat some of these provisions in the Village zoning ordinance for convenience and to help avoid overlooking pertinent regulations. Some key provisions for such shoreland areas include a minimum lot size of 10,000 square feet in area and a minimum average lot width of 65 feet for lots served by public sanitary sewer, a minimum lot size of 20,000 square feet and a minimum average lot width of 100 feet for lots not served by public sanitary sewer, a minimum 75-foot setback required for structures from the ordinary highwater mark of navigable waterways such as the Milwaukee River, limitations on the removal of shore cover within 35 feet of the ordinary highwater mark, and restrictions on extensive filling, grading, lagooning, dredging, ditching, and excavating in shoreland areas.

## **Elderly Housing**

The land use plan sets aside approximately 22 acres for multi-family housing for the elderly. This area is located adjacent to lands planned for office uses and near other lands planned for commercial uses. Ideally, some of these office uses would consist of physicians offices or other medical facilities that may serve the elderly; and the commercial facilities would be available nearby for daily retail and service needs. The development of housing for the elderly would consist, at a minimum, of age-restricted independent living units with some common facilities, but minimal personal care. A continuing care facility would, in addition to the independent living units, also include assisted living units in which limited food service, cleaning services, assistance with medications and certain other personal services would be available. A full life-care facility would also include full nursing care as would be provided in a nursing home. It is envisioned that, whether these facilities are developed as a full life-care facility or simply as agerestricted independent living units, the development would be built as a planned unit development; i.e., in a campus style setting under single ownership and designed under a unified development plan. The zoning ordinance currently permits housing for the elderly as a specific conditional use in the R-5 Multi-Family Residential District, and, more generally, as a planned unit development (PUD) in the PUD Overlay District. It is recommended that the area in question be designated on the zoning map specifically as a PUD for multi-family housing for the elderly. The zoning ordinance should be revised to include an elderly housing PUD with regulations as to the mix of housing types, density, common facilities, landscaping, and parking.

## Additional Landscaping Requirements and Architectural Regulations

The good appearance and proper design of urban developments within the Village, consistent with the urban design guidelines outlined in Appendix A, will continue to ensure an attractive community and help stabilize or increase property values, benefitting both the community and the individual property owner. To ensure that the built environment will foster the attractiveness of the community as a place to live and work, the Village of Saukville zoning ordinance should include additional design-related requirements. Minimum landscaping requirements should be established for, but not limited to, building foundation planting, freestanding sign landscaping, perimeter and buffer yard landscaping, and screening for parking lots, trash receptacles, and mechanical equipment. These provisions should apply to all new multi-family residential, commercial, industrial, and governmental and institutional uses.

# **VETERANS PARK AREA**

The primary means of implementing the recommendations for the Veterans Park area as identified in Chapter VIII is through the Village Zoning Ordinance as the key regulatory control, as well as through various financing mechanisms.

### **Zoning Considerations**

It is recommended that a new historic preservation overlay district be added to the zoning ordinance with the provisions listed below. The standards would apply only to properties that are located in the designated boundary area defined and mapped in the zoning ordinance. An overlay district requires that development within its boundaries meet the requirements of both the underlying district (the B-1 Central Business District), plus the additional layer of requirements of the overlay district. Properties that are zoned B-1, but are not located within the overlay district, would be required to meet only the standards of the B-1 District.

### **District** Title

It is suggested that the overlay zoning district title be chosen to reflect the special nature of the area. HD-Historic Downtown Overlay District, SC-Saukville Commons Overlay District, or VH-Village Heritage Overlay District are just three of many possibilities. It is further recommended that Veterans Park itself be given a popular name that reflects the primarily commercial nature of the triangle area, with the park being just one element of many that come together to make this a successful urban civic space. Such a name should identify the possible attraction of the area to potential visitors and tourists. Saukville Square or Saukville Commons may be two possibilities.

### **District Boundaries**

The overlay district should include all that area already defined by the Landmarks Commission as a potential historic district.

### Permitted Uses

A finite supply of buildings is available along the three sides of Veterans Park to provide the critical combination of uses needed to create an interesting and functional place. The Village should be selective as to what kinds of uses should be permitted to locate there. The proper combination of uses in the buildings can work together to provide life and activity within the District. All the uses should be pedestrian, not auto, oriented. It is recommended that the uses be primarily retail commercial and service. with some limited office uses. Limited residential uses should be permitted as well. An approximate ratio of 75 percent retail commercial and 25 percent residential and office uses may be appropriate. Since nonresidential uses bring people into the District that do not already live there, these uses should be encouraged, to provide more activity than the residents themselves could provide.

The commercial uses should serve local residents and workers in local offices and businesses as well as visitors from outside the Village. Uses that would be permitted in the zoning ordinance include restaurants, delicatessens, gift shops, book stores, newspaper and magazine stores, antique and collectors stores, art galleries, specialty food stores, candy stores, soda fountains, specialty clothing stores, shoe stores, and other similar uses. Retail and professional office uses should be limited in size (maximum floor area) to match the predominant size of first floor rental space existing in the area now. Residential and some office uses are most suited to the second floors of buildings.

Uses that should be prohibited in the zoning ordinance include auto-oriented uses that require significant parking, generate trucking, and create drive-through traffic that does not provide sidewalk pedestrian activity. Such uses include fast food restaurants with or without drive-in windows, drive-in banks, gas stations, appliance stores, medical clinics, department stores, furniture stores, hotels and motels, lodges and clubs, packaged beverage stores, paint, glass and wallpaper stores, lumber yards, physical fitness centers, publishing houses, self-service laundry, and theaters.

### **Building Height**

The zoning district should be revised to permit heights matching the predominant height of the existing two-story buildings, and building renovations should be encouraged to maintain this height. It is important to maintain the definition of the park space by the surrounding buildings. The space is too wide to be properly defined with onestory buildings. Thus, it is important to preserve the twostory buildings that exist and to encourage new buildings to be at least two-story. Several one-story buildings currently exist, both residential and non-residential.

### **Build-To Lines**

Instead of requiring a building setback line as found in traditional zoning districts, in the Historic Preservation Overlay District a build-to line should be required. Rather than requiring a minimum setback for buildings from the street line, new buildings should be required to be built at or very near the sidewalk or in line with the fronts of adjacent buildings, in order to maintain the spatial definition provided by a continuous streetwall. If the front building wall cannot be located at the build-to line, other structural features such as a porch, garden wall, fence, or hedge should be located at the build-to line to aid in visually continuing the line as much as possible.

### Parking Lots

The ordinance should require that parking lots be located to the rear or, as a second choice, side of buildings. If they are located to the side, the lot should be screened from view through the use of walls, fences, or landscaping. Such elements should not exceed four feet in height.

### Weather Protection

A provision should be included that awnings, covered walkways, open colonnades, or similar weather protection is encouraged on commercial structures.

### **Clear Windows**

The ordinance should require that all commercial buildings provide a minimum of 50 percent of the front facade on the ground floor as clear or lightly tinted windows or doors sufficiently transparent to provide views into the interior of the buildings.

#### Entrances

The ordinance should require that the main entrance to a building must face the street.

#### Walls

The ordinance should limit long, uninterrupted walls or roof planes. The facade of a building should be divided into distinct sections, none of which should be longer than 100 feet. A building greater than one story should clearly delineate the boundary between each floor of the structure through cornice lines or other architectural detailing. Attached buildings within the same block should maintain the same cornice lines in buildings of the same height.

### Signs

Signs in the Historic Preservation Overlay District should be limited to wall signs, awning signs, ground signs and projecting (hanging from a wall) signs. Wall signs should not exceed 24 square feet. Ground signs should not exceed eight feet in height above grade and 20 square feet in area. Projecting signs should not exceed eight square feet in area and should maintain at least nine feet of clearance between the bottom of the sign and finished grade. Buildings should not have more than two signs totaling 24 square feet in area. Internal lighting of signs should be prohibited. Spotlights on signs should be concealed from view and not extend glare onto streets or adjacent properties. Banners, pennants, and flags that identify the historic area should be permitted.

### **Official Historic Preservation District**

In addition to the above-listed recommendations for a new historic preservation overlay district, a determination should be made as to whether to pursue the establishment of the downtown historic district as an official Historic Preservation District that would meet the qualification criteria of the U.S. Department of the Interior and the State of Wisconsin. Designating historic buildings can have both positive and negative effects. On the positive side, property owners are protected from the effects that poorly designed or inappropriate changes to neighboring buildings might have on their own property. Also, such designation can help qualify proposed rehabilitation projects for potential tax advantages offered by the State and Federal governments. On the negative side, restrictions on design options for additions or rehabilitation may limit what a property owner may do or may increase the costs of construction. Property owners should be contacted to determine whether there is a preference for voluntary design guidelines or the protection and limitations provided by an official Historic Preservation District. To encourage the rehabilitation of historic buildings in a manner that will preserve their unique character, the Village could designate funds to aid property owners for that purpose.

### **Expanded Duties of Landmarks Commission**

It is recommended that the duties of the existing Landmarks Commission be expanded to include design review of all development activity within the Veterans Park area, not only the monitoring of the preservation of historic structures. The Landmarks Commission review would complement, not replace, the review activities of the Village Plan Commission, and would take on the responsibilities for all design review related to architectural controls, site planning, sign control, and landscaping within the downtown historic area. Monitoring renovations of existing historic structures and facade treatments would be included in these responsibilities. The Village Plan Commission should not recommend approval of a plan for development within the downtown area to the Village Board without prior approval of the plan by the Landmarks Commission. The review responsibilities of the Landmarks Commission and its relationship to the Plan Commission should be clearly spelled out in the Zoning Ordinance.

The design criteria contained in the Landmarks Commission ordinance provide a good starting point for design review guidelines. The guidelines are, however, limited to the architecture of individual buildings. Site planning criteria should be developed for the downtown historic district. Such criteria should include:

- 1. Prohibition or restriction of driveways accessing streets to the front of buildings.
- 2. Coordination of parking and vehicular circulation to the rear of buildings.
- 3. Provision of pedestrian circulation from rear parking areas to streets.
- 4. Requirements for appropriate hardscape and landscaping.

## **Financial Considerations**

To help initiate improvements to the Veterans Park area, financial assistance should be provided to support development and redevelopment efforts. The following financial mechanisms are recommended:

- 1. A capital improvements program for the Veterans Park area should be completed by the Village, thereby clearly stating the Village's financial commitment to the area. Such capital improvements should be listed in order of priority with a timetable for installation.
- 2. Private investment should be encouraged through the demonstration of continued public investment (such as the existing historic street lamps) and through incentives provided in the zoning ordinance.
- 3. A Business Improvement District (BID) could be established in which special fees or assessments may be levied, with agreement by the majority of

property owners, to pay for targeted improvements within the district.

- 4. A Tax Incremental Financing District (TIF) could be established to provide the Village with a financial tool to assist property owners and potential developers in redevelopment projects aimed at implementing the recommendations in the plan. Real estate taxes collected within a TIF District are used to pay off loans used for improvements within the district.
- 5. A low-interest loan program could be established, ideally through a local bank interested in furthering the objectives of the district, to assist property owners in financing facade improvements that comply with the design guidelines of the Landmarks Commission. The Village may also underwrite design assistance, which may take the form of concept sketches to show how the project may serve the needs of both the applicant and the Village.

### **Operational Issues**

In addition to providing for design plans and controls to guide physical development, and providing financing to implement development and redevelopment, coordinated business operations would help to contribute to the success of the Veterans Park area as a destination for shoppers, tourists and residents. Some basic operational guidelines that should be agreed upon by the majority of the store owners are:

- 1. Operating hours of stores should be coordinated so that they are open at the same time. Creating multiple interests for visitors may justify an extended stay.
- 2. Activities in Veterans Park and Peninsula Park should be coordinated to occur simultaneously, when possible, and these should further be coordinated with store and restaurant hours.
- 3. Holiday activities may be expanded to include Veterans Park, Peninsula Park, and the River Walk.

# SUBDIVISION REVIEW AND REGULATIONS

Following the adoption of the Village's land use plan, the plan should serve as a basis for the review by Village officials of land subdivision plats and certified survey maps for areas in the Village and the Village's extraterritorial plat approval jurisdiction. Land divisions that propose to create lots smaller than five acres, or equivalent density, should not be approved outside the urban service area. All urban subdivisions should be required to provide for a full complement of urban services. Residential development outside the urban service area should be limited to the infilling of existing platted residential lots or to rural lots of five acres or larger per dwelling unit, or at equivalent overall densities, in order to preserve the rural character of the area. Any proposed departures from the plan should be carefully considered by the Village Plan Commission and should be made only when it is determined that such departures are in the public interest.

As noted in Chapter V, the Village of Saukville has extraterritorial plat approval authority in unincorporated areas within one and one-half miles of its corporate limits. Wherever such jurisdiction overlaps with those of another city or village, such as the City of Port Washington, the jurisdiction over the overlapping area is divided by a line, all points of which are equidistant from each community. The submittal of extraterritorial subdivision plats or certified survey maps in these areas to the Village for review and approval has not been adhered to on a consistent basis, and as such, the review of such plats and maps by the Village has been infrequent. The Village should formalize arrangements with all concurrent jurisdictions and the Ozaukee County Register of Deeds to ensure that review plats or maps are provided to the Village when appropriate.

The Village land subdivision ordinance contains some deficiencies. These deficiencies can be corrected through the amendment of the existing ordinance by revising the street and pedestrian design requirements so that they are consistent with those established in Appendix A, including the minimum dimensions shown in Figure A-1. Increasing the minimum width of a 20-foot buffer required for lots abutting limited access highways or railways to 30 feet; requiring additional lot depth to accommodate this landscape strip; increasing the dimension of the minimum vertical curve required for streets with different grades; and adding a provision that requires vision clearance at intersections would also improve the ordinance. A complete analysis of the existing land division ordinance should be conducted to determine whether any other deficiencies for implementation of the land use plan exist, including pertinent urban design and site planning guidelines established in Appendix A.

# INTERGOVERNMENTAL COOPERATION

The land use plan presented in this report includes land use recommendations for certain areas beyond the present corporate limits of the Village of Saukville. The Village abuts the Towns of Saukville, Port Washington, and Grafton and is near the City of Port Washington and the Town of Cedarburg. Under Wisconsin law, cities and villages have been granted a considerable measure of influence over development in adjacent town areas. Incorporated communities have extraterritorial subdivision plat approval authority; they may administer extraterritorial zoning jointly with adjacent towns; and they may annex unincorporated areas. It is recommended that the Village of Saukville and the neighboring municipalities, including Towns, take a cooperative approach to planning and decision-making regarding future land use in areas of mutual concern. Activities in this respect could range from periodic meetings of Village officials with those of neighboring communities for the purpose of discussing land use matters, to preparing and executing formal agreements regarding future boundaries and arrangements for the provision of public services provided for under Sections 66.023 and 66.30 of the Wisconsin Statutes. Such cooperative efforts increase the likelihood for coordinated development along the boundary areas, achieving, insofar as practicable, land use objectives for all communities involved.

# **OFFICIAL MAPPING**

Sections 61.35 and 62.23(6) of the *Wisconsin Statutes* indicate that the Village Board of any Village may establish an official map for the identification of right-of-way lines and boundaries of streets, highways, waterways,<sup>1</sup> and parkways and the location and extent of railroad rights-of-way, public transit facilities, and parks and playgrounds. The official map, which has the force of law and is deemed to be final and conclusive, is intended to be used as a precise planning tool for implementing public plans for the aforementioned features.

One of the basic purposes of the official map is to prohibit the construction of any structures and their associated improvements on land that has been designated for future public use. Unlike subdivision control, which operates on a plat-by-plat basis, the official map can operate over the entire Village in advance of development proposals and can thereby effectively assure the integrated development of the street and highway system. The official map is a useful plan implementation device in achieving public acceptance of a long-range plan in that it serves as legal notice of the government's intention to all parties concerned, well in advance of any actual improvements.

The Village of Saukville should prepare and adopt an official map and ordinance for the Village and contiguous area. The map should identify existing property lines, railroad and street rights-of-way, waterways, parkways, as well as the future location and extent of railroad rights-of-way, street rights-of-way, public school sites, public transit facilities, and parks and playgrounds. A more complete description on the functions and benefits of official mapping and on the preparation necessary for creating such maps along with a model official map ordinance can be found in SEWRPC Planning Guide No. 2 (2nd Edition), *Official Mapping Guide*, June 1996.

# **CAPITAL IMPROVEMENTS PROGRAM**

A capital improvements program is a list of fundable major public improvements needed in a community over a short-term period, such as the next five years, arranged in order of priority of need and adjusted to the community's ability to finance them. Major public improvements include such items as streets, sanitary sewers, storm sewers, water mains, and public buildings and parks, which together form the urban infrastructure required to support urban land use development and redevelopment. A capital improvements program is intended to promote well-balanced community development without overemphasis on any particular phase of such development, and to promote coordinated development both in time and between functional areas. With such a program, required bond issues and tax revenues can be foreseen and provisions made. Land needed for the projects can be acquired in a timely fashion and staged construction can be facilitated.

The Village should consider establishing a capital improvements program which should extend at least over a five-year period. It is recommended that those elements of the adopted land use plan requiring public expenditures for implementation, including streetscaping and revitalization projects, be included in the Village's capital improvements program.

Waterways may be placed on the map only if included within a comprehensive surface water drainage plan.

# THE NEED FOR A COMPREHENSIVE RECREATION TRAIL AND BIKEWAY FACILITY SYSTEM PLAN

As recommended in the Saukville Comprehensive Outdoor Recreation Plan, a detailed recreation trail and bikeway facility system plan should be prepared by the Village. The plan would serve as a refinement of the recreational trail and bicycle-way system plan shown on Map 30 in Chapter VIII. The detailed facility plan would also serve as a refinement of the regional bicycleway system plan prepared by the Southeastern Wisconsin Regional Planning Commission as shown on Map 4 in Chapter I for the Village of Saukville planning area. These trail-oriented facilities should ultimately connect and assist in providing safe and convenient access to significant man-made and natural features in the planning area for both recreational and transportation purposes. Further, such facilities would help reduce air pollution, reduce energy consumption, encourage outdoor recreational pursuits, improve public health, reduce transportation costs, and provide for convenient travel between residential areas and support facilities of neighborhood and communitywide importance, such as schools, parks, the library, the community center, shopping centers, and employment areas.

The detailed facility plan should not only identify which segments of a trail should be used for certain recreation activities such as hiking, cross-country skiing, or biking, but should also provide specific design standards. Design guidelines may include minimum easement or right-of-way widths, type of pavement surface and base, minimum pavement and shoulder widths, type of signage, construction cost, and other related information. The bicycle facility aspects of the plan should distinguish which bikeways should consist of paths separate from street pavements; paths located on street pavements with identified bicycle lanes on each side; or "shared roadways," signed bicycle routes with no delineated bike lanes on streets that contain wide curb lanes or paved shoulders and have low traffic speeds and volumes. A bicycle facility system should be planned in a comprehensive and continuous fashion. It is important to provide continuity and consistency in the type of bikeway facility provided.

To establish recreation trails and bikeways without careful study could be very costly. Completion of an overall plan eliminates needless duplication and improves overall efficiency and helps in the decision-making process. Not only will the plan help the Village channel local funds efficiently, but will also enable the Village to qualify for potential government assistance programs and funding. The detailed plan should provide safety measures as well as construction measures that should be implemented to ensure public safety and enjoyment. All proposed trail-oriented facilities should be further based on site-specific engineering studies prior to development.

# THE NEED FOR CONTINUED REVITALIZATION AND HISTORIC PRESERVATION PLANNING

The concentration of a number of potentially historic places in the Village of Saukville, as shown on Map 19 in Chapter IV, indicates that the area may be rich in historic resources. To a large extent, individual owners have preserved or rehabilitated many of these historic buildings, but at least in one case, a building was demolished, as noted in Chapter IV. In spite of the activity devoted towards historic preservation, there remains a need for additional action to prevent further demolition or potential disrepair of historic structures. Although one member of the Village Plan Commission has made the effort to informally compile data and photographs of historic buildings in the Village, no formal, comprehensive historical survey has been undertaken for the Village of Saukville.

A communitywide historical survey is needed to identify in a complete manner Saukville's architectural heritage. Such a survey collects, organizes, documents, and photographs historical data and helps make the community more aware of the value of preserving its past. It is recommended that a complete and uniform historical survey, of the nature described and in conformance with accepted national standards, be conducted by the community with assistance and guidance from qualified consultants and the Historic Preservation Division of the State Historical Society of Wisconsin in Madison. The study should also examine the potential for the nomination of specific sites and a historic district to the National and State Register of Historic Places. Section 62.23(7) of the Wisconsin Statutes requires that, for the purpose of preserving any property in a city or village in Wisconsin that is listed on the National Register of Historic Places or the State Register of Historic Places, an ordinance must be enacted for such purpose. The Village of Saukville has already adopted such an ordinance.

A significant number of potential historic buildings are located in the Veterans Park area, contributing to the unique character of the Village. As noted earlier, the Village should capitalize on this character by continuing to revitalize this historic downtown area. Urban design plans for the area should be at a high level of specificity, including more detailed development or redevelopment proposals. Such detailed plans may include a business market analysis, building condition surveys, and detailed proposals with respect to streetscape, landscaping, sidewalks, signs, parking, and any necessary offsite traffic improvements. Examples of streetscape and building improvements for the Veterans Park area are illustrated in Figures 8 and 9 in Chapter VIII.

# **PLAN REEVALUATION**

As a practical matter, local land use plans should be prepared for a long-range planning period, typically extending 10 or more years. The design year chosen as a basis for the preparation of the Village of Saukville land use plan was 2010. A local land use plan should be reevaluated regularly to ensure that it continues to reflect local development conditions and local land use objectives. It is recommended that this reevaluation take place every five years, or more frequently if warranted by changing conditions.

# SUMMARY

This chapter presented specific recommendations for implementing the land use plan. The plan implementation measures available to the Village include public informational meetings and hearings, plan adoption, zoning, official mapping, subdivision plat review and regulation, intergovernmental cooperation, continued historic survey and historic preservation planning, trail and downtown revitalization planning, and capital improvement programming. All require a strong commitment by the Village government to the implementation of the land use plan. The plan also recommends the preparation, within its framework, of several plans to further refine and detail the recommendations set forth in the adopted land use plan document. These plans include 1) a more detailed recreational trail and bicycle-way facility system plan for the Village and 2) more detailed revitalization and historic preservation plans for the Veterans Park area. The planning and development review procedure in the Village should be strengthened to assure that all development proposals are properly evaluated against the land use plan recommendations contained herein.

APPENDICES

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## **Appendix A**

# GENERAL URBAN DESIGN AND SITE PLANNING GUIDELINES FOR THE VILLAGE OF SAUKVILLE PLANNING AREA

To help direct proposed development and redevelopment activities in Saukville, general urban design and site planning guidelines should be established. Specific design decisions should be based, in part, on the established guidelines, as well as on the underlying objectives, principles, and standards as set forth in Chapter VI of this report. The guidelines presented in this Appendix will provide Village officials with a general framework for evaluating development proposals. These guidelines, while important to development review, should not be considered a substitute for more detailed neighborhood plans which provide a unified and cohesive approach to applying urban design and site planning guidelines to larger, geographically distinct areas within a community.

#### <u>Neighborhoods</u>

<u>Neighborhood Units</u>: Neighborhoods should be spatially organized around a central feature, or focal point such as a neighborhood park or elementary school, to promote a sense of physical unity as a planned unit rather than a formless and unidentifiable area.

<u>Neighborhood Identification</u>: Delineated neighborhood units, insofar as is practicable, should be bounded by arterial streets; major parks, parkways, or institutional lands; bodies of water; or other natural or cultural features which serve to clearly define and physically distinguish each unit from the surrounding units. A name should be selected for each neighborhood based on a distinct land feature or land use character, including historic heritage to provide a sense of identity. Main "entryways" into neighborhoods should be well-defined for identification, directional, and aesthetic purposes to enhance the unified nature of the area.

<u>Neighborhood Facilities</u>: The location and amount of land needed for neighborhood facilities should be based, in part, on the standards specified in Tables 23 and 24 in Chapter VI. Recreational lands at the neighborhood level should be centrally located to provide a focal point for neighborhood interaction and activities and should be developed in conjunction with a neighborhood elementary school site. The elementary school and recreational facilities should be provided on a common site available to serve the recreation demands of both the school student and the resident neighborhood populations. Individual recreational facility requirements should be based upon the standards listed in Table 25 in Chapter VI.

<u>Neighborhood Access to Facilities</u>: Residents of neighborhoods should be afforded safe and convenient access to parks, schools, shopping centers, employment centers, and other community facilities. The walking and bicycling distances to these facilities should not exceed the maximum distance standards established in Table 24. Bicycle and pedestrian ways should be connected to or be a part of a recreation trail system plan to provide access for both utilitarian and recreational purposes. Neighborhoods should also have ready access to an arterial street system, and, thereby, to urban activities and services, through an internal network of minor and collector streets designed to facilitate vehicular circulation as well as bicycle and pedestrian circulation, while discouraging heavy volumes of arterial traffic through the neighborhood.

## Streets, Bicycle, and Pedestrian Facilities'

<u>Street Cross-Sections</u>: Typical cross-section designs for streets as well as bicycle and pedestrian ways are graphically shown in Figure A-1. Collector and minor land-access streets can generally accommodate bicycle travel without widening of the roadway. It is recommended that the minor land-access street cross-section for industrial developments be the same as the typical cross-section for a collector street, which shows a minimum right-of-way width of 80 feet.

Street Grades: Unless necessitated by exceptional topography, the maximum grade of any street should not exceed the following: arterial streets, 6 percent; collector streets, 8 percent; and minor land-access streets, alleys, and frontage streets, 12 percent. The grade of any street should in no case exceed 12 percent. The minimum grade of any streets should preferably be 0.75 percent, and in no case less than 0.50 percent. The minimum grade of road crowns should be 2 percent. The change in grade across a street intersection within 100 feet of the property line limits of said intersection should not exceed 3 percent, preferably 1.5 percent. In addition, the maximum grade of any street in an industrial area should not exceed 3 percent. All street grades should be established so as to avoid excessive cut and fill, needless removal of ground cover and trees, and indiscriminate leveling of the terrain.

<u>Street Intersections</u>: Streets should intersect each other as close to right angles as topography and other limiting factors of good design permit. Angles less than 90 degrees but no less than 60 degrees, usually produce only a small reduction in visibility, which often does not warrant realignment closer to 90 degrees. In addition, the number of streets converging at one intersection should be held to a minimum, preferably no more than two streets at one intersection; the location of street intersections immediately below the crest of hills should be avoided; the number of intersections along arterial streets and highways should be held to a minimum; and the distance between such intersections should generally not be less than 1,200 feet measured from the centerline of each street. Minor street or land access street openings onto arterial streets should be minimized to improve traffic flow and reduce traffic hazards.

Property lines at street intersections should be rounded to an arc with a minimum radius of 15 feet, or, preferably, should be cut off by a straight line through the points of tangency of an arc having a radius of 15 feet or greater. At street intersections, as a general guide, the minimum radius of curb return, where curbs are used, or of the outside edge of the pavement, where curbs are not used, should be at least 15 feet or, preferably, 20 feet. This radius may need to be increased to meet the minimum turning radii of various motor vehicles as illustrated in Figure A-2.

Street Jogs: If the distance between the centerline intersections of any street and any intersecting arterial street is less than 250 feet, measured from the centerline of the intersecting streets, or less than 125 feet, measured from the centerline of other intersecting streets, then the street location should be adjusted so that the distance is increased or the connection across the intersecting street is continuous in alignment, thus avoiding a jog in the flow of traffic. Minor and collector streets need not necessarily continue across arterial streets.

<u>Street Curvatures</u>: When a continuous street centerline deflects at any point by more than seven degrees, a circular curve should be introduced with a radius of curvature on the centerline of not less than the following: arterial streets, 500 feet; collector streets, 300 feet; and minor streets, 100 feet. A tangent at least 100 feet in length should be provided between reverse curves on arterial and collector streets. All changes in street grades that exceed one percent should be connected by vertical curves of a minimum length equivalent in feet to 30 times the algebraic difference in the rates of grade for

<sup>&</sup>lt;sup>1</sup>The design guidelines set forth in this section are not intended to serve as a comprehensive guide to the design of streets and highways including those to accommodate bicycles and sidewalks, but are intended to suggest the general type of design treatments that may be appropriate in certain situations. Precise design specification should be determined during engineering studies for specific street, highway, and bicycle way projects, and should be based, in part, on the recommendations contained in the most recent edition of A Policy on Design of Urban Highways and Arterial Streets, A Policy on Geometric Design of Rural Highways, A Geometric Design Guide for Local Roads and Streets, Guide for the Development of Bicycle Facilities, published by the American Association of State Highway and Transportation Officials, and the Manual on Uniform Traffic Control Devices, published by the U. S. Department of Transportation, Federal Highway Administration.

### TYPICAL CROSS SECTIONS FOR STREETS, HIGHWAYS, BICYCLE WAYS, AND PEDESTRIAN WAYS IN THE VILLAGE OF SAUKVILLE PLANNING AREA<sup>1</sup>



arterial and collector streets and one-half this minimum for all other streets. Minimum curve radii should be further based on the function of traffic speed, sight distances, and other factors.

<u>Half-Streets</u>: The platting of half-streets should be avoided. Half-streets put an unrealistic reliance on the chance that adjacent property owners will develop their adjacent properties at the same time. If half streets are allowed and then improved, their narrow width may result in street maintenance as well as traffic circulation problems.

<u>Cul-de-Sac Streets</u>: To minimize potential speeding and mid-street turnarounds, the length of streets designed to have one end permanently closed with a turnaround should not exceed 750 feet measured from the center of the turnaround to the other end. Cul-de-sac streets should terminate in a circular or tear-drop turn-around as shown in Figure A-1.



NOTE: IF THE RIGHT-OF-WAY WIDTH IS LIMITED, THE TERRACE CAN BE REDUCED TO 6 FEET WIDE TO ACCOMMODATE AN 80-FOOT RIGHT-OF-WAY. A SHARED TRAVEL LANE OF 16 FEET IS DESIRABLE TO ACCOMMODATE BOTH BICYCLE AND MOTOR VEHICLE TRAFFIC.





NOTE: IF THE RIGHT-OF-WAY WIDTH IS LIMITED, THE TERRACE CAN BE REDUCED TO 6 FEET WIDE TO ACCOMMODATE AN 80-FOOT RIGHT-OF-WAY. A 6-INCH WIDE SOLID WHITE STRIPE SHOULD BE USED TO DISTINGUISH THE OUTSIDE TRAVEL LANE FROM THE BICYCLE LANE.



NOTE: A 4-INCH WIDE SOLID WHITE STRIPE OR MARKED PARKING STALLS SHOULD BE USED TO DISTINGUISH THE TRAVEL LANE FROM THE PARKING LANE.



NOTE: A 6-INCH WIDE SOLID WHITE STRIPE SHOULD BE USED TO DISTINGUISH THE TRAVEL LANE FROM THE BICYCLE LANE. A 4-INCH WIDE SOLID WHITE STRIPE OR MARKED PARKING STALLS SHOULD BE USED TO DISTINGUISH THE BICYCLE LANE FROM THE PARKING LANE.



NOTE: THE PAVEMENT AND RIGHT-OF-WAY WIDTH OF AN URBAN CROSS-SECTION COLLECTOR STREET MAY VARY FROM 36 FEET OF PAVEMENT WIDTH AND 60 FEET OF RIGHT-OF-WAY WIDTH TO 48 FEET OF PAVEMENT WIDTH AND 80 FEET OF RIGHT-OF-WAY WIDTH. THE NARROWER WIDTH WOULD APPLY TO COLLECTOR STREETS CARRYING AVERAGE WEEKDAY TRAFFIC VOLUMES OF UNDER 3,000 VEHICLES PER AVERAGE WEEKDAY AND MINIMAL TRUCK OR BUS TRAFFIC. THE WIDER WIDTH WOULD APPLY TO COLLECTOR STREETS CARRYING TRAFFIC VOLUMES EXCEEDING 3,000 VEHICLES PER AVERAGE WEEKDAY AND/OR CARRYING SIGNIFICANT BUS OR TRUCK TRAFFIC.



NOTE: THE PAVEMENT AND RIGHT-OF-WAY WIDTH OF AN URBAN CROSS-SECTION LAND ACCESS STREET MAY VARY FROM 28 FEET OF PAVEMENT WIDTH AND 60 FEET OF RIGHT-OF-WAY WIDTH TO 36 FEET OF PAVEMENT WIDTH AND 60 FEET OF RIGHT-OF-WAY WIDTH. THE NARROWER WIDTH WOULD APPLY TO LAND ACCESS STREETS CARRYING AVERAGE WEEKDAY TRAFFIC VOLUMES OF UNDER 1,500 VEHICLES PER AVERAGE WEEKDAY, WITH LITTLE TRUCK AND NO BUS TRAFFIC AND LIMITED DEMAND FOR ON-STREET PARKING. THE WIDER WIDTH WOULD APPLY TO LAND ACCESS STREETS WITH AVERAGE WEEKDAY TRAFFIC VOLUMES OF 1,500 OR MORE VEHICLES PER AVERAGE WEEKDAY, DEMAND FOR ON-STREET PARKING, AND SOME TRUCK AND BUS TRAFFIC.



NOTE: A 4-INCH WIDE SOLID WHITE STRIPE SHOULD BE USED TO DISTINGUISH THE OUTSIDE EDGE OF THE TRAVEL LANE FROM THE SHOULDER.



<u>Curb Ramps</u>: Curb ramps should be provided in accordance with the Americans with Disabilities Act and with Section 66.616 of the Wisconsin Statutes.

<u>Bicycle and Pedestrian Facilities</u>: Bicycle ways<sup>2</sup> and pedestrian facilities should be provided for safe and convenient access to activity and employment centers. The provision of such facilities should be based, in part, on Figure A-1, and the planning and design standards established in SEWRPC Planning Report No. 43, *A Regional Bicycle and Pedestrian* 

<sup>&</sup>lt;sup>2</sup>A "bicycle way" is a general term that includes any road, path, or way that may legally be used for bicycle travel. Types of bicycle ways include "bicycle paths," which are physically separated from motorized vehicles; "bicycle lanes," which are portions of roadways that are designated by striping, signing, and pavement markings for the exclusive or preferential use of bicycles; and "shared roadways," which are roadways that do not have a designated bicycle lane, but may be legally used for bicycle travel. A "bike route" is a bicycle way designated with directional and information markers, and may consist of a combination of bicycle paths, bicycle lanes, and shared roadways.

#### RURAL AREA TYPICAL CROSS SECTION DIVIDED FOUR-LANE ARTERIAL WITH A PAVED TWO-WAY BICYCLE PATH IN RIGHT-OF-WAY



RURAL AREA TYPICAL CROSS SECTION DIVIDED FOUR-LANE ARTERIAL WITH PAVED ONE-WAY BICYCLE PATHS IN RIGHT-OF-WAY

R. O. W. LINE				¢ 					R. O. W. LINE
ONE-WAY BICYCLE PATH BUFFER	ERRACE 6' GRADED SHOULDER 9LUS 6' GRADED SHOULDER	TRAVEL LANE TRAVEL L		MEDIAN	TRAVEL LANE	TRAVEL LANE	4' PAVED SHOULDER TERRAC PLUS 6' GRADED SHOULDER	E	ONE-WAY BICYCLE PATH BUFFER
20' 6'	- 10'	24'	6' 9'	9'	6'	4'		6'	20'

*Facilities System Plan for Southeastern Wisconsin: 2010*, which includes specific design guidelines such as desirable grades, sight distances, pavement widths, crosswalks, and other standards. Off-street bicycle and pedestrian ways should be provided to connect cul-de-sac streets and adjacent streets across blocks of 900 feet or longer, and should be provided to connect adjacent subdivisions, subdivisions and activity centers, and activity centers and employment centers where alternative on-street routes are unduly circuitous. Examples of site designs which facilitate bicycle and pedestrian travel are illustrated in Figure A-3.

### Vehicular Access

<u>Access and Street Intersections</u>: Driveways on corner lots should be set back sufficiently from intersecting streets so that they do not interfere with traffic movement. The corner clearance between new direct public or private access and an arterial street intersection should be a minimum of 115 to 230 feet or, preferably, 250 feet where land parcel size permits as illustrated in Figure A-4. The clearance distance is defined as the distance between the nearest face of curb or edge of pavement of the intersecting street and the nearest face of curb or edge of pavement of the intersection.



Arterial Highway Access Barriers: No-access easements for motorized vehicles and barriers, such as ditching, curbing, fencing, plantings, berms, or other landscape barriers, should be provided to prevent vehicular access to arterial streets or highways where undesirable, and to properly and safely channelize traffic movements. When plantings are used as an access barrier, the width of the landscaped area should be a minimum of 10 feet. If berms are used as barriers, the width of the landscaped area should be able to accommodate the size of the berms, based on their slope, crown, height, and form. When structural barriers are used, the minimum width may be five feet, preferably wider, with landscaping such as trees and shrubs provided between the structure and adjacent right-of-way. Where applicable, openings should be provided in the barriers for convenient bicycle and pedestrian access to adjacent streets. Also, the vision clearance triangle standards discussed herein should be observed. Figure A-5 illustrates alternative landscaping methods for barriers with parking lot screening.

<u>Reverse-Frontage Lots to Limit Arterial Highway Access</u>: Reverse-frontage lots should be used adjacent to arterial streets or highways to limit vehicular access from abutting land uses. A minimum 30-foot-wide landscaped buffer strip



should be provided with a deed restriction prohibiting access along the rear property lines of residential reverse-frontage lots as shown in Figure A-6. Normal lot depths should be increased by the width of the buffer strip.

<u>Looped Land Access Streets and Driveways</u>: Looped land access streets and shared driveways should be used, when feasible, to help reduce the potential number of driveway intersections along an arterial street as illustrated in Figure A-7 for commercial areas.

<u>Alignments and Shared-Use of Driveways</u>: Land access driveways should intersect each other and streets at as nearly right angles as topography and other limiting factors of good design permit. Driveway entrances along both sides of an

#### TYPICAL CROSS SECTION TWO-WAY BICYCLE PATH OUTSIDE STREET RIGHT-OF-WAY



NOTE: CENTERLINES ARE NOT NORMALLY REQUIRED ON BICYCLE PATHS. HOWEVER WHERE CONDITIONS SUCH AS LIMITED SIGHT DISTANCE MAKE IT DESIRABLE TO SEPARATE TWO DIRECTIONS OF TRAVEL, A DOUBLE SOLID YELLOW LINE SHOULD BE USED TO INDICATE NO PASSING OR NO TRAVELING TO THE LEFT OF THE CENTERLINE.

#### TYPICAL CROSS SECTION PEDESTRIAN WAY



NOTE: BICYCLE PATHS INTENDED TO BE SHARED WITH BICYCLES SHOULD BE A MINIMUM OF 12 FEET IN WIDTH IF MORE THAN 50 USERS ARE EXPECTED DURING THE PEAK-USE HOUR. A MINIMUM 10 - FOOT WIDE PATH SHOULD BE PROVIDED FOR SHARED-USE WHERE FEWER USERS ARE ANTICIPATED.

<sup>1</sup> CROSS SECTIONS SHOWN IN THIS FIGURE ARE, IN ALL CASES, TYPICAL, AND ARE SUBJECT TO VARIATIONS WITH REGARD TO ANUMBER OF CONSIDERATIONS, INCLUDING TOPOGRAPHY, TRAFFIC PATTERNS AND VOLUMES, TRAFFIC AND PARKING LANE WIDTHS, RIGHT-OF WAY WIDTHS, AND ADJACENT LAND USES. NECESSARY VARIATIONS SHOULD BE DETERMINED DURING PRELIMINARY ENGINEERING STUDIES FOR SPECIFIC STREET AND HIGHWAY PROJECTS. THESE CROSS-SECTIONS INDICATE BOTH THE RIGHT-OF-WAY WIDTH THAT SHOULD BE CONSIDERED FOR RESERVATION TO ACCOMMODATE THE REQUIRED NUMBER OF TRAFFIC LANES, AND PAVEMENT WIDTH STHAT MAY BE USED AS A STARTING POINT FOR ENGINEERING STUDIES.

Source: SEWRPC.

arterial should be aligned as illustrated in Figure A-8 to limit some of the confusion caused by unaligned driveways. Also, to help reduce the number of driveways needed, the use of shared driveways and shared parking lots between compatible land uses should be promoted as shown in Figure A-8. In such cases, the driveway centerline may be the property line between two parcels of land or may be a mutually agreed-upon land access easement.

# TURNING RADII OF SELECTED MOTOR VEHICLES



# B. SINGLE-UNIT TRUCK

C. 40-FOOT-LONG BUS







# D. 50-FOOT-LONG INTERMEDIATE SIZE SEMITRAILER COMBINATION TRUCK

### E. LONG LARGE-SIZE SEMITRAILER COMBINATION TRUCK



### F. 65-FOOT-LONG SEMITRAILER-FULL TRAILER COMBINATION TRUCK



NOTE: THE TURNING TEMPLATES SHOW THE TURNING PATHS OF THE AASHTO DESIGN VEHICLES. THE PATHS SHOWN ARE FOR THE LEFT FRONT OVERHANG AND THE OUTSIDE REAR WHEEL. THE LEFT FRONT WHEEL FOLLOWS THE CIRCULAR CURVE, HOWEVER, ITS PATH IS NOT SHOWN.

Source: American Association of State Highway and Transportation Officials (AASHTO).

## EXAMPLES OF SITE DESIGNS WHICH FACILITATE BICYCLE AND PEDESTRIAN TRAVEL

A. BICYCLE AND PEDESTRIAN CONNECTION BETWEEN CUL-DE-SAC STREETS



#### C. BICYCLE AND PEDESTRIAN CONNECTIONS ACROSS BLOCKS AND MEDIANS



B. BICYCLE AND PEDESTRIAN CONNECTIONS ACROSS BLOCKS



D. BICYCLE AND PEDESTRIAN CONNECTIONS BETWEEN ADJACENT DEVELOPMENTS



E. DESIGN OF PARKING LOT TO FACILITATE BICYCLE AND PEDESTRIAN ACCESS (WHERE PARKING CANNOT BE LOCATED TO REAR OF BUILDING)



Source: Oregon (State) Department of Transportation and SEWRPC.

### DESIRABLE MINIMUM CORNER CLEARANCES AT SIGNALIZED AND UNSIGNALIZED STREET INTERSECTIONS





MAJOR ARTERIAL STREET





INTERSECTION OF MAJOR ARTERIAL AND ARTERIAL/LOCAL STREET CONTROLLED BY TRAFFIC SIGNAL

KEY	CORNER CLEARANCE (FEET)		
A	230		
В	115		
С	230		
D	230		
E	150		

INTERSECTION OF MAJOR ARTERIAL AND ARTERIAL/LOCAL STREET CONTROLLED BY STOP SIGNS ON ARTERIAL/LOCAL STREET

KEY	CORNER CLEARANCE (FEET)
A	115
В	115
С	85
D	115
E	150

Source: Institute of Transportation Engineers and SEWRPC.

Driveway Design for Entering Vehicles: Driveway design along arterial streets should allow an entering vehicle a turning speed of approximately 15 miles per hour to help reduce interference with through traffic on the arterial street. Driveway design and location should be coordinated with internal site circulation and off-street parking design so that the driveway entrance can absorb the maximum expected rate of inbound traffic during a normal peak-traffic period. Driveway widths should be based on the minimum turning radii required for the types of vehicles entering and exiting the site, as illustrated in Figure A-2.

<u>Driveway Spacing</u>: Driveway spacing should be determined as a function of traffic speeds on the street. The minimum spacing between access driveways along an arterial street or highway should be determined according to Table A-1.

# ALTERNATIVE LANDSCAPING FOR HIGHWAY ACCESS BARRIERS AND PARKING LOT SCREENING



**B. SCREENING WITH PLANTS AND PLANTERS** 



C. SCREENING WITH WALL AND PLANTS



Source: SEWRPC.

### REVERSE-FRONTAGE LOTS FOR LIMITATION OF VEHICULAR ACCESS TO ARTERIAL STREETS



Source: SEWRPC.

#### Figure A-7

### LOOPING OF DRIVEWAYS AND LAND ACCESS STREETS IN COMMERCIAL AREAS CLUSTERS OF SIMILAR BUSINESS USE TYPES (INCLUDING PARKING) WITH FUNCTIONAL AND CIRCULAT LINKAGES AND NO DIRECT ACCES



Source: SEWRPC.

Figure A-8

### ALIGNMENT AND SHARED-USE OF DRIVEWAYS AND PARKING LOTS IN COMMERCIAL AREAS



Source: SEWRPC.

These spacings are based on average vehicle acceleration and deceleration rates and are considered necessary to maintain safe traffic operation.

<u>Maximum Number of Driveways per Parcel</u>: Generally, where abutting street frontage is less than 400 feet along arterial streets and highways, a maximum of one driveway opening may be permitted to a particular site, from each of any one or two abutting arterial streets and highways. This does not apply to situations where reverse frontage lots are used. One additional driveway entrance along a single continuous parcel of land with frontage in excess of 400 feet should be permitted. When a shared driveway is used, it should be considered as a single direct-access driveway.

#### Table A-1

### HIGHWAY OPERATING SPEED AND MINIMUM SPACING BETWEEN DIRECT-ACCESS DRIVEWAYS

Highway Speed Limited (mph)	Minimum Spacing (feet)
25	105
30	125
35	150
40	195
45	230
50	275

Source: American Planning Association and the Wisconsin Department of Transportation.

#### Table A-2

### HIGHWAY DESIGN SPEED AND MINIMUM REQUIRED SIGHT DISTANCE FOR DIRECT-ACCESS DRIVEWAY PLACEMENT

Highway Design Speed (mph)	Minimum Sight Distance (feet)	Desirable Sight Distance Spacing (feet)
30	200	200
35	225	250
40	275	325
45	325	400
50	400	475

Source: American Association of State Highway and Transportation Officials, 1984; and the Wisconsin Department of Transportation Facilities Development Manual.

### **Traffic Visibility**

<u>Sight Distance and Driveway Placement</u>: Direct-access driveway placement on abutting arterial streets and highways should be such that an exiting vehicle has a minimum unobstructed sight distance as listed in Table A-2, for the design speed of the abutting arterial street or highway.

<u>Vision Triangles</u>: A vision clearance triangle should be provided in which obstructions, such as structures, vegetation, and automobiles, are minimized between the heights of 2.5 and 10 feet above the mean curb grade adjacent to the triangular space formed by intersecting minor land-access street right-of-way lines and a line joining points on such lines at a point 15 feet from their intersection as shown in Figure A-9. In the case of any streets intersecting arterial streets and railways, the corner cutoff distances establishing the vision clearance triangle should be increased to 50 feet as illustrated in Figure A-9. Single-trunk trees and pole signs may be permitted within the vision triangle, provided the bottom of the tree canopy and the sign face are at least 10 feet above the adjacent mean curb grade.

### VISION CLEARANCE TRIANGLE





Source: SEWRPC.

### Blocks

<u>General</u>: The widths, lengths, and shapes of blocks should be suited to the planned use of the land; subdivision ordinance requirements; the need for convenient access, control, and safety of street traffic; and the limiting of adverse impact upon natural resource features including topography.

Length: Blocks in residential areas should not be less than 600 feet nor generally more than 1,500 feet in length unless otherwise dictated by the preservation of natural resource features including exceptional topography or other limiting factors of good design.

<u>Mid-Block Bicycle and Pedestrian Ways</u>: Bicycle and/or pedestrian ways should be provided near the center and entirely across any block exceeding 900 feet in length to provide adequate pedestrian and bicycle circulation and access to schools, parks, shopping centers, churches, or transportation facilities. Bicycle and pedestrian ways should consist of easements or outlots—dedicated rights-of-way—at least 20 feet in width with a pavement width of at least five feet or wider depending on the type and volume of users as indicated in Figure A-1.

<u>Width</u>: Blocks should be wide enough to provide for two tiers of lots of appropriate depth. Blocks with a single tier of lots should be avoided unless lot depths are adequate to provide a buffer between the development and arterial traffic or when used to protect and preserve natural resources.

## Lots

<u>General</u>: The size, shape, and orientation of lots should be appropriate for the location of the subdivision, for the preservation of natural resources, and for the type of development and use contemplated. The lots should be designed to provide an aesthetically pleasing building site and a proper architectural setting for the building contemplated.

<u>Side Lot Lines</u>: Unless justified by the configuration and preservation of natural resource features, side lot lines should be at right angles to straight street lines or radial to curved street lines on which the lots face. Lot lines should follow municipal boundary lines rather than cross them.

<u>Double-Frontage Lots</u>: Double-frontage lots should be prohibited, except in the case of reverse-frontage lots where used to provide separation of development from traffic, as shown in Figure A-6, or to overcome specific disadvantages of topography.

Access: Every lot should front or abut a public street.

Lot Size: Lots should contain sufficient area to adequately accommodate buildings, parking, landscaping, screening, and all required yards. Lot area and dimension should conform to the requirements of the zoning ordinance.

Lot Depth and Proportion: It is recommended that the depth of new lots generally be at least 125 feet. Normal lot depths should be increased by the width of any buffer strips provided along abutting arterial streets, highways, and railways. In certain cases, the depth should be increased to accommodate shared land-access roads or traffic aisles between adjoining compatible uses and aligned parallel with arterial streets to help reduce the number of access points along arterials. Excessive depth of lots in relation to width should be avoided whenever possible unless justified for the preservation of natural resources; a proportion of two to one is suggested as a maximum depth-to-width ratio. Flag lots should be avoided whenever possible.

Lot Width: Lots within the interior of a block should have a width at the building setback line that conforms to the applicable zoning ordinance. In general, required minimum lot widths should be increased if a utility easement, bicycle way, pedestrian way, or a landscaped buffer strip is provided.

<u>Corner Lots</u>: Corner lots should have an additional width of at least 20 feet to permit adequate building setbacks from each abutting street.

## **Commercial Spatial Considerations**

<u>Commercial Business Clustering</u>: Businesses with similar characteristics should be grouped in commercial clusters, versus strips, within proximity of one another in order to better define identifiable commercial areas for the user, provide functional linkages of similar business types, and provide circulation linkages for vehicular, bicycle, and pedestrian traffic. Businesses may be so located forming the following three general types of clusters:

1. <u>Shopping center retail sales and services</u>—characterized by onsite parking and a pedestrian-oriented shopping environment. Uses in this category would include general merchandise stores, food stores, apparel and accessory

stores, drug stores, department stores, gift shops, cleaners, barbers and hairdressers, banking institutions, and restaurants (other than drive-through).

- 2. <u>Highway automobile-oriented retail sales and services</u>—characterized by sales and services to commercial customers in the automobile. These types of commercial uses are not pedestrian oriented. Uses in this category include gasoline stations, automobile sales and service, car washes, drive-through banking, drive-through restaurants, and motels.
- 3. Offices—including professional offices, medical offices, dental offices, and clinics.

<u>Traffic Circulation Between Adjacent Properties</u>: Provision for traffic circulation between adjacent commercial uses should be provided through coordinated access drives, shared parking lots, and interconnecting bicycle and pedestrian ways as shown in Figures A-3, A-7, and A-8.

<u>Onsite Vehicular Circulation</u>: The vehicular circulation system within and around individual commercial parcels should be developed so as to provide convenient access to parking facilities from the abutting streets without negatively impacting the safety or capacity of arterials. Conflicts between vehicles and pedestrians should be avoided where possible and, where conflicts cannot be totally avoided, they should be minimized. Also, onsite delivery and service circulation patterns should not conflict with customer circulation.

<u>Onsite Queued Vehicle Storage</u>: Sufficient onsite space should be provided to accommodate at least three queued vehicles waiting to park or exit the parking lot without utilizing any portion of the arterial street or interfering with arterial street traffic and safety. For drive-through services, queuing area to accommodate a minimum of 10 vehicles onsite should be provided.

### Onsite Service and Loading Areas

Service and loading areas should be located for convenient service vehicle access. Service and loading areas should not conflict with pedestrian or general vehicular traffic in the area. Also, service and loading areas should be screened from the public view.

### Parking Lots

<u>Number of Parking Spaces</u>: Parking spaces should be provided in sufficient number to meet the applicable zoning requirements. Reserved parking stalls should be provided for the physically handicapped pursuant to the Americans with Disabilities Act and Section 346.503 of the Wisconsin Statutes. When warranted, adjustments to the minimum number of parking spaces required should be allowed to avoid constructing unneeded and excessive impervious surface in areas that could otherwise be preserved or converted to landscaped open space.

<u>Parking Lot Location</u>: Parking lots should be so sited as to minimize walking distances to the facility that the parking lot is serving. The Americans with Disabilities Act recommends handicapped parking spaces be located no more than 200 feet from the accessible entrance of a building and, if possible, allow those with disabilities to access the building without crossing traffic lanes, or passing behind other parked vehicles.

<u>Parking Lot Dimensions</u>: Minimum design dimensions for parking lots are shown in Figure A-10. Dimensions for handicapped parking spaces should comply with those established in the Americans with Disabilities Act.

<u>Parking Lot Drive Width</u>: Parking lot drives, other than aisles, should have a minimum width of 12 feet for one-way traffic and 24 feet for two-way traffic.

<u>Surfacing</u>: All traffic aisles and off-street parking areas should be graded and hard-surfaced, preferably with concrete or asphalt, so as to be dust-free and properly drained. Parking areas for five or more vehicles should have the aisles and parking spaces clearly marked in order to distinguish between parking stalls and vehicular circulation areas.





<u>Parking Visibility from Arterial Streets</u>: Parking lots should be partially visible from an adjoining arterial street or highway, have clearly marked entrances and exits, and be visually distinguishable from public rights-of-way. Parking lots with spaces perpendicular to arterial street rights-of-way and with direct access to the right-of-way without a service drive should be prohibited.

<u>Curbs and Barriers Near Structures and Lot Lines</u>: Curbs or barriers should be installed a minimum of five feet, preferably 10 feet, from structures and property lines to prevent parked vehicles from damaging structures or from extending over lot lines. In addition, adequate space should be provided for landscaping and visual screening as necessary.

<u>Parking Lot Lighting</u>: Parking lot lighting should serve four purposes. First, the lighting should provide for the safe movement of pedestrian and vehicular traffic. Second, it should provide a secure environment for vehicular parking. Third, the lighting should aid in creating an aesthetically pleasing environment at nighttime, as well as during the daylight hours. Fourth, the lighting for commercial parking lots should assist in promoting the use of commercial facilities both day and night.

Recommended illumination for commercial parking areas should be about 1.0<sup>3</sup> footcandles. All other outside lighting should be arranged and shielded to prevent glare or reflection, nuisance, inconvenience, or hazardous interference of any kind on, to, or with adjoining streets or residential properties. All wiring should be placed underground.

<sup>&</sup>lt;sup>3</sup>Recommended standards from the U. S. Department of Transportation, Federal Highway Administration's Roadway Lighting Handbook, Washington, D. C.: U. S. Government Printing Office, December 1978, p. 118. The recommended illumination value shown is meaningful only when used in conjunction with other elements. The most critical elements are luminaire mounting height, spacing, transverse location of luminaires, luminaire selection, traffic conflict areas, border areas, transition lighting, alleys, and roadway lighting layouts.

### Landscaping

<u>General</u>: Landscaping enhances the overall attractiveness of a community and contributes to the general welfare of the public by providing shade, shelter, and screening. Plants selected for use in the urban environment, such as in parking lots and along streets, should be salt tolerant. Decorative mulch, such as stone or shredded hardwood bark with underlying fiber-like weed barrier, should be used in lieu of grass where heavy pedestrian and vehicular traffic is present or where the availability of water is limited. If grass is proposed in landscaped areas, it should be properly maintained and protected from pedestrian and vehicular traffic, otherwise an "all-weather" surface material should be used, such as decorative pavement surface or stone mulch with underlying weed barrier. Excessive pavement of open space areas with hard-surface materials such as asphalt or concrete should be discouraged. Flower beds should be provided only if provisions are made for proper maintenance. Berms are beneficial for plants especially if more suitable planting soil is placed above planting areas containing poor soil and drainage. The use of native plants, such as prairie grass and wildflowers that are nonexotic, should be used in areas of steep topography, along rural roadways, and in designated "natural" areas of parks and parkways to both preserve or achieve a "natural" appearance while reducing public maintenance cost. Any proposed landscaping should recognize traffic safety requirements including those for sight distances, vision triangles, and vehicular recovery areas.

Existing Vegetation: Every effort should be made to protect and retain existing trees, shrubbery, vines, and grasses not located in public roadways, drainageways, paths, and trails. Removal of existing vegetation should be minimized and, when permitted, cutting and clearing should be conducted so as to prevent erosion and sedimentation and to preserve and improve scenic qualities. In addition, trails constructed in environmentally sensitive areas should be designed so as to result in the least removal and disruption of vegetation with minimal impairment to the natural beauty of the area. Trees should be protected and preserved during construction in accordance with sound tree conservation practices, including the use of wells, islands, or retaining walls whenever abutting grades are altered. Special consideration should be given to preventing soil compaction and stockpiling of soil or construction materials in existing tree root zones, even if such placement is temporary.

<u>Wind and Landscape Planting</u>: Landscaping should be provided to minimize winter wind and to promote summer wind effects on structures. Winter wind protection is afforded by providing landscaping of an adequate height on the west side of buildings. An optimum distance between a windbreak and a building is approximately twice the height of the windbreak. A windbreak consisting of two rows of coniferous trees is nearly optimal for efficiency, and additional rows would not significantly increase its effectiveness as a windbreak. Figure A-11 illustrates the concept.

<u>Noise and Landscape Planting</u>: Groups of trees, shrubs, and other landscape masses, such as earth berms, can serve as noise barriers and should be utilized where noise could create problems for neighboring land uses. Such landscaped noise barriers are most effective when the barrier is near the noise source or receiver. Landscape plantings and/or earth berms should be used as sound barriers whenever possible.

<u>Solar Access and Landscape Planting</u>: With respect to solar access, landscaping planted to the south of structures should be deciduous species with broad branching habit and open twig patterns that would provide shading from the sun in the summer and permit sunlight through the branches in the winter. Figure A-12 illustrates these concepts.

<u>Selection of Landscape Plants</u>: Trees and shrubs, meeting the most recent edition of the American Association of Nurseryman's Standards for nursery stock, should be planted at appropriate intervals along public rights-of-way, adjacent to buildings, and in other designated onsite planting areas. The type of planting should be determined by the topographic features and microclimate of the site. The spacing of plants should be determined by soil conditions, land use, terrace width, utility locations, and design theme.

<u>Street Trees</u>: Street trees should be provided along public rights-of-way. A minimum of one deciduous shade tree of at least two inches in diameter measured at chest height—approximately five feet above ground level—and meeting the American Association of Nurserymen's Standards for nursery stock should be planted for each 50 feet of frontage. Trees may be planted closer together depending on the type of tree selected, the desired design affect to be achieved, and the

### LANDSCAPING FOR PROTECTION FROM WIND



THE MASS PLANTING. Source: SEWRPC.

### Figure A-12

### DECIDUOUS LANDSCAPE PLANTING AND SEASONAL SOLAR ACCESS



GENERALLY, LANDSCAPE PLANTINGS TO THE SOUTH OF STRUCTURES SHOULD BE BROAD, DECIDUOUS SPECIES WITH OPEN TWIG PATTERNS, AFFORDING THE PASSAGE OF LIGHT THROUGH THE BRANCH STRUCTURE IN THE WINTER. THE CHOICE OF DECIDUOUS PLANTINGS SHOULD BE MADE SINCE THEY DROP THEIR LEAVES IN THE FALL AND ALLOW LOW WINTER SUN TO PENETRATE THEIR BRANCHING STRUCTURE. IN THE SUMMER, THE DECIDUOUS PLANTINGS CAN ALSO PROVIDE SUN SHADING OF THE STRUCTURE, THUS LOWERING UNVANTED SUMMER HEAT GAIN.

Source: SEWRPC.



### MINIMUM DISTANCES BETWEEN STREET TREES AND CERTAIN FEATURES WITHIN A STREET RIGHT-OF-WAY

Source: SEWRPC.

amount and quality of growing space provided for the root system. Figure A-13 shows the minimum distances a street tree should be located from certain physical features within a street right-of-way.

<u>Street Terraces</u>: Sidewalks located directly adjacent to motor vehicle travel lanes discourage pedestrian travel because of the perception of hazard. A landscaped or surfaced area, referred to herein as a "terrace", should be provided between the curb or edge of pavement and the inside edge of sidewalks to provide separation between motor-vehicles and pedestrian traffic. Terraces provide a more pleasant pedestrian environment by permitting an area off the sidewalk for sign posts, street lights, utility poles, trash cans, and other street furniture; providing an area for street trees and other landscaping; allowing driveway aprons to be located outside of the sidewalk area; providing additional area for snow storage; and reducing splashing of pedestrians by passing motor vehicles operating on wet pavements. Terraces that are to contain trees should be at least six feet wide, preferably 10 feet or wider, to allow sufficient space for the root system while minimizing damage to adjacent pavements, especially sidewalks. If the terrace is 15 feet or wider, trees may be staggered instead of arranged in a linear row. Generally, large street trees should not be planted in terraces less than four feet wide unless a tree grate is provided and/or a landscape device is used to control the lateral growth of the root system in certain locations, especially near sidewalks. Precaution should be taken when placing trees near utility lines.

<u>Median Landscaping</u>: While recognizing traffic visibility requirements, large plant beds, such as those shown in Figure A-14, should be provided in all street medians to dramatically improve the streetscape of the community. Landscaping in the state trunk highway rights-of-way requires a permit from the Wisconsin Department of Transportation (WisDOT). WisDOT permits plants with a trunk diameter of four inches or greater in the tree banks alongside highways, but prohibits such plants in the medians. Tall shrubs shaped into a tree form, instead of large deciduous trees, could provide some vertical accent in the highway medians, as illustrated in Figure A-14. If WisDOT was to grant a variance to its requirement and permitted plants that were four inches or greater in trunk diameter in the medians, then deciduous shade or ornamental trees could be used in lieu of the tree-form shrubs.

<u>Main "Entryway" Landscaping</u>: Main "entryways" into parks, residential neighborhoods, historic districts, and business or industrial centers should be well-defined with attractive landscaping to provide a sense of identity as well as direction. Collector and minor land access streets functioning as main entrances into residential neighborhoods and business or industrial parks should contain an attractive entryways that may consist of boulevard-type street entrances. Proper design and maintenance of landscaped entryways, especially those containing center landscaped islands, are crucial for retaining aesthetic appeal and function without obstructing traffic visibility or turning movements.

Buffer and Perimeter Landscape Strips: Perimeter landscape strips, should be located around parcels to provide open space for attractive landscaping, screening from incompatible land uses, and filtration of stormwater runoff. These strips also help define the boundaries of properties and entrances and provide a separation between parking lots and public rights-of-way. Such strips, however, are not necessary for adjoining sites that share entrances, traffic aisles, or parking lots at the common lot line.

Landscaped buffer strips, sometimes referred to as transitional yards, should be provided between incompatible uses to screen or block visual nuisances, to separate dissimilar uses, and to buffer air and noise pollutants and other negative impacts. Buffers may consist of various landscape features such as earth berms with landscape plantings; fencing and walls with plantings; wide open spaces; and grade separations. Landscaped buffer strips provided along public streets should be designed to ensure a desired visual character of the community. Openings for pedestrian or bicycle access should be provided, and the standards for vision triangles should be recognized. Also, buffer strips should not be located on any portion of existing or dedicated rights-of-way.

<u>Commercial Building Foundation Landscaping</u>: Landscaping adjacent to commercial building foundations contributes to the overall aesthetics of the site as well as the architectural attractiveness of a building. Landscaped areas comprised of a combination of decorative mulch, flowers, groundcover, shrubs, or ornamental trees should be provided adjacent to building walls, visible from streets and parking areas. Foundation planting beds need not be continuous nor directly against the building. Planting areas could be consolidated into large groupings of beds instead of a continuous planting strip and located at or near the dripline of roof overhangs as illustrated in Figure A-15.

<u>Sign Landscaping</u>: An elevated landscape bed should be placed at the base of freestanding ground signs to improve aesthetics. A planting area consisting of a combination of decorative mulch, flowers, groundcover, or ornamental shrubs, should be provided around the sign without obstructing the sign face, as illustrated in Figure A-16.

<u>General Parking Lot Landscaping</u>: The interior of off-street parking areas serving 10 vehicles or more should be provided with evenly dispersed landscaped areas totaling not less than 5 percent of the total surfaced parking area. The size of each landscaped area should be at least 100 square feet and not less than six feet wide, preferably 10 feet wide if trees are provided. Trees should be provided at the rate of one deciduous tree at least two inches in caliper at chest height—approximately five feet above ground—for every 15 parking spaces and should be located in the landscaped areas provided within the parking lot. Location of landscaped areas, selection of plant materials, protection afforded the plantings, including curbing, and provision for maintenance should be considered. Landscaping should be provided in parking lots similar to that shown in Figure A-17.

<u>Parking Lot Landscaped Islands</u>: At the end of each parking bay, or row of spaces, a landscaped island similar in dimension to a parking space should be provided to separate the bays from each other or from traffic lanes. Parking bays should not be constructed more than 200 feet in length without providing a landscaped island contiguous to said parking bay. The dimensions of a landscaped island may vary from the parking space dimension to provide desirable geometric design features, such as rounded corners and angles, to facilitate maneuvering of automobile traffic. However, the total area of any island should not be decreased to less than 100 square feet as a result of such design changes.

It is important to note that the provision of islands is recommended not only for aesthetic purposes, but also for functional and safety purposes. Islands separate parked vehicles from driveways; provide an indication of the parking orientation and layout, especially if parking stripes are unclear; provide additional snow storage areas; and provide a visual clearance area, except for the minor obstruction of a tree trunk or light pole located in the island, for motorists driving out of a parking aisle onto adjacent driveways. Islands that function as visual clearance areas should maintain a clear zone between the heights of 2.5 feet and 10 feet above the mean pavement grade adjacent to these islands. Grass should be avoided in islands unless properly maintained.

<u>Parking and Service Area Screening</u>: Parking areas for ten or more vehicles and loading/unloading service areas, if adjoining a residential use, should be screened by a solid wall, fence, berm, dense evergreen planting, or other effective means, constructed and maintained at a height of at least six feet. All parking lots visible from and within 100 feet of a

### ALTERNATIVE LANDSCAPE BEDS FOR HIGHWAY MEDIANS

### A. LANDSCAPING WITH BERMS, POSTS, STONES, AND PLANTS



PLAN VIEW

CURB GRASS MEDIUM (3'-6' HIGH) SHRUBS CASCADE WEATHERED-EDGE LANNON STONE FIELDSTONE

STREET

"NAUTICAL-STYLE" POSTS TALL (GREATER THAN 6'HIGH) TREE-FORM SHRUBS WITH TRUNK DIAMETER LESS THAN 4"

1'CONTOUR INTERVAL LINE

LOW (LESS THAN 3" HIGH) SHRUBS PLANT BED CONTAINING A MINIMUM 4" DEPTH OF DECORATIVE MULCH ON TOP OF FILTER FABRIC WEED BARRIER AND

BORDERED BY EDGING



COMBINATION OF PLANTS, BERMS, FIELDSTONE, "NAUTICAL-STYLE" POSTS, AND CASCADE WEATHERED-EDGE LANNON STONE IMPROVING AESTHETIC APPEAL OF MEDIAN

B. LANDSCAPING WITH PLANTERS AND PLANTS



PLAN VIEW

RAILROAD TIE PLANTER. PLANTER COULD ALSO BE CONSTRUCTED OF BRICK, FIELDSTONE, LANNON STONE, INTERLOCKING DECORATIVE BLOCKS, OR A COMBINATION OF THESE MATERIALS.

TALL (GREATER THAN 6' HIGH) TREE-FORM SHRUBS WITH TRUNK DIAMETER LESS THAN 4"

MEDIUM (3'-6' HIGH) SHRUBS

LOW (LESS THAN 3' HIGH) SHRUBS

PLANT BED CONTAINING A MINIMUM 4" DEPTH OF DECORATIVE MULCH ON TOP OF FILTER FABRIC WEED BARRIER

"MOWING" STRIP CONSISTING OF BURIED RAILROAD TIES OR DECORATIVE MULCH AND WEED BARRIER BORDERED BY EDGING



COMBINATION OF PLANTS AND RAILROAD TIE PLANTERS IMPROVING THE AESTHETIC APPEAL OF MEDIAN

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# Figure A-14 (continued) C. LANDSCAPING WITH FIELDSTONE WALL AND PLANTS



street right-of-way should also be partially screened to reduce the negative visual impacts of such a use. The height of this screen should be at least three feet above the parking surface and could consist of a combination of plantings on top of berms or in planters, provided the combined height is at least three feet after five years. Figure A-5 illustrates alternative landscape screening for parking lots visible to the public. The parking lot screen may be reduced in height or not required due to differences in grade. Also, openings for pedestrian or bicycle access should be provided, and the standards for vision clearance triangles should be recognized.

If a berm is used as a screen, it should have a minimum height of 1.5 feet and a crown at least four feet wide, with side slopes no greater than one foot of vertical distance to four feet of horizontal distance. The berms should be curving or undulating. Fences and walls, excluding planters, should be constructed no less than three feet high and should be built of material compatible with the principal building of the site. Where applicable, gaps should be provided between the screen to allow for pedestrian and bicycle access.

When only plantings are used for screening, the width of the perimeter landscape area should be at least of 10 feet. If berms are provided as barriers, the width of the landscape area should be adequate to accommodate the size of the berm based on their slope, crown, height, and form. When structural barriers are used, the minimum width could be five feet. Plantings should be provided between the structure and the adjacent property line in order to reduce the visual impact and monotony of a continuous structure.

#### Figure A-15





## Community "Welcome" Signs and Banners

Community "Welcome" signs or permanent banner-type signs extending across streets may be provided at key locations along arterial streets functioning as main entryways into a community. The design should be representative of the character of the community and should reflect the design theme desired by the community residents.

## Main "Entryway" Signage

Main "entryways" into parks, residential neighborhoods, historic districts, and business or industrial centers should be welldefined with attractive signs to provide a sense of identity as well as direction. Collector and minor land access streets functioning as main entrances into residential neighborhoods and business or industrial parks should include attractive entryways that may consist of boulevard-type street entrances.

Figure A-15 (continued)



Source: SEWRPC.

Utilities and Easements

<u>Above-Ground Utilities</u>: The relocation of utility lines either underground or, where possible, to alleys or the rear of properties, should be considered since they detract from the overall appearance of a community and typically add to visual clutter.

Utility and Drainage Easements: Utility easements of widths deemed adequate for the intended purpose, but no less than 20 feet wide, should be provided across lots or centered on side and rear lot lines where necessary or advisable for electric

#### Figure A-16

## ALTERNATIVE LANDSCAPING FOR FREESTANDING GROUND SIGNS

#### A. LANDSCAPING WITH BERM, DECORATIVE FENCES, AND PLANTS

C. LANDSCAPING WITH PLANTS AND PLANTERS





D. LANDSCAPING WITH FIELDSTONE PLANTER AND PLANTS

B. LANDSCAPING WITH BERM AND PLANTS





Source: SEWRPC.

#### Figure A-17



#### **RECOMMENDED LANDSCAPING FOR AUTOMOBILE PARKING LOTS**



Source: SEWRPC.

power and communication wires and conduits; storm and sanitary sewers; and gas, water, and other utility lines. Where a land division is traversed by a watercourse, drainageway, or street, an easement should be provided for drainage purposes.

Stormwater Drainage and Erosion/Sedimentation Control: Stormwater drainage facilities should be adequate to serve a proposed development, and may include curbs and gutters, catch basins and inlets, storm sewers, road ditches, culverts, open channels, water retention structures, and settling basins. The facilities should be of adequate size and grade to

accommodate hydraulically designed flows through and from a proposed development and should be so designed as to prevent and control soil erosion and sedimentation and to present no hazards to life or property.

Earthmoving activities, such as grading, topsoil removal, mineral extraction, road cutting, waterway construction or enlargement, excavation, channel clearing, ditching, drain tile laying, dredging, and lagooning, should be so conducted as to prevent erosion and sedimentation and minimal disturbance to natural fauna, flora, watercourse, water regimen, and topography. Construction activities should be planned so that the soil is disturbed a minimal amount of time. Cut and filled lands outside street rights-of-way should be graded to a slope not exceeding 25 percent or the natural angle of repose of the soil, whichever is less.

If necessary to control erosion and sedimentation, the Village may require a developer to plant grasses, trees, and vines, the species and size of which are to be determined by the Village. The Village may also require a developer to provide or install other protection and rehabilitation measures, such as shrubs, fencing, slopes, riprap, wells, berms, jetties, clearing, dredging, snagging, drop structures, brush mats, willow poles, and grade stabilization structures. All erosion control measures should meet the requirements for such measures in the Village Zoning Ordinance and the design standards identified by the Wisconsin Department of Natural Resources in a document titled, *Wisconsin Construction Site Best Management Practice Handbook*.

## Dumpster and Mechanical Equipment Screening

Dumpsters and mechanical equipment should be unobtrusive or shielded from view. Dumpsters should be screened from public view and from adjacent properties on at least three sides, preferably four, by a solid fence or wall. If screened only on three sides, the open side should not face public streets. If screening is provided on four sides, the front side should consist of a partial screening of 50 percent or less opaqueness for security reasons. The height of the fence or wall should be at least one foot above the top of the dumpster to help prevent the wind from spreading debris over the structure. Plantings should also be provided adjacent to the structure. Rooftop and at-grade mechanical equipment should also be effectively screened from public view. Methods used should be compatible with the landscaping and building architecture on the site.

#### General Maintenance

A complete and thorough public property maintenance program, as well as individual private property maintenance programs, especially in commercial areas, should be established. Improvements to buildings and their continued positive appearance depend on proper maintenance procedures. Maintenance programs should include staking, watering, fertilizing, spraying, weeding, pruning, replacing and other general maintenance of landscape planting areas; picking up litter and emptying trash containers in a timely fashion; sweeping, cleaning, and repairing paved surfaces; the care and maintenance of site furniture, and the repair and/or replacement of non-functioning streetlights and fixtures and other amenities. Establishing a maintenance program will help to ensure the continued attractiveness and viability of the area.

#### **Appendix B**

## VILLAGE OF SAUKVILLE LAND USE PLAN COMMUNITY SURVEY AND RESULTS

Following is the community survey form that was mailed to Village residents and business operators. The number of responses received for the <u>optional</u> choices at each question is shown.

Village Residents and Business Operators,

The Village Plan Commission, with the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), is preparing a new land use plan to help guide the growth and development of the Village through the year 2010. The land use plan will provide a basis for the Village Board and Plan Commission to make informed land use and zoning decisions well into the next decade. This attitudinal survey is being conducted jointly with the University of Wisconsin-Extension and SEWRPC to obtain your opinions prior to the completion of the plan. Your comments will help to shape the development of the plan.

Please take a few minutes to answer and return the survey. Reviewing the survey before filling it out may make it easier to complete. Responses from individual surveys will remain confidential. Written comments are encouraged where space provides. Please fill out only one survey per household or business. When you have completed the survey, refold and seal the form so that the return address and prepaid postage are showing.

In order for your comments to be incorporated into the planning process, the survey form must be returned by August 1st, 1997.

The Village of Saukville Plan Commission thanks you for your cooperation and assistance in this very important matter.

Sandy Garbarek, Village President

## PART A: QUALITY OF LIFE

1. What has happened to the quality of life in the Village over the past five years? (Check only one)

149	Improved	87	Remained the same
<u>38</u>	Declined	90	Have been in Village
<u>364</u>			less than 5 years

2. If you live in the Village, why? (Check all that apply)

35 Born/raised in the Village

- 245 Small-town atmosphere
- 127 Proximity to employment
- 105 Proximity to metro area
- 205 Affordability
- 65 Quality schools
- 201 Safe community/feeling of security
- 212 Found a suitable residence here
- <u>30</u> Other:
- <u>1,225</u>
- 3. Which items have the greatest influence on the quality of life in the Village? (Check only four)

288 Public services (ie; fire and police protection, etc.) 176 Utilities (ie; water, sewer, etc.) 140 Traffic

- 118 Community Events/Activities
- 68 Condition of roads
- 174 Availability of shopping/retail services
- 254 Parks and open spaces
- \_<u>43</u> Other:
- <u>1,261</u>

## PART B: VILLAGE GROWTH

1. From 1980 to 1995 the Village's population grew from 3,494 residents to 4,007 residents, or about 15 percent. The population of the Village should increase at what rate through the year 2010? (Check only one)

185Present rate144Slower rate31Faster rate22No growth382

2. From 1980 to 1995, total housing units in the Village increased from 1,119 units to 1,391 units, or about 24 percent. Housing units in the Village should increase at what rate through the year 2010? (Check only one)

141Present rate180Slower rate27Faster rate31No growth379

Should the expansion of business and industry be encouraged as a way of bringing more jobs to the Village?

<u>294</u> Yes 82 No <u>376</u>

As of January 1, 1997, single-family housing units made up approximately 53 percent of all housing units in the Village. What percent of total housing units in the Village should be single-family? (Check only one)

12	40 percent	97 60 percent
35	50 percent	238 70 percent
<u>382</u>		

3.

4.

# PART C: LAND USE IN THE VILLAGE

Please place an "x" in the box after each statement which best represents your opinion.

						and the second second
STATEMENT	STRONGLY AGREE	AGREE	NEUTRAL	DISAGREE	STRONGLY DISAGREE	TOTAL
1. The development of single-family housing units should be encouraged.	220	125	36	6	3	390
2. The development of two-family housing units should be encouraged.	21	113	104	99	48	385
3. The development of multi-family housing units should be encouraged.	8	30	50	103	193	384
4. The development of elderly housing should be encouraged.	58	157	141	21	9	386
<ol> <li>The development of single-family housing units affordable to moderate- income families should be encouraged.</li> </ol>	110	170	69	26	13	388
<ol> <li>Regionally oriented commercial and retail establishments should be located adjacent to the intersection of STH 33 and I-43.</li> </ol>	83	193	68	27	10	381
<ol> <li>Commercial and retail establishments serving local residents should be developed on the west side of the Village.</li> </ol>	33	119	108	72	53	385
8. The Village should encourage compatible small businesses and shops to locate in the Triangle Park area.	83	176	77	33	17	386
<ol> <li>The Village should encourage/promote light industrial development in the business park.</li> </ol>	103	201	53	19	8	384
<ol> <li>A parkway along the Milwaukee River should be developed through the Village.</li> </ol>	99	118	113	38	17	385
<ol> <li>Parks within the Village should be linked to one another with a system of bikepaths and walkways.</li> </ol>	103	108	99	52	23	385
<ol> <li>Residential areas within the Village should be linked to one another with a system of bikepaths and walkways.</li> </ol>	79	116	105	61	22	383
<ol> <li>Agricultural land use on lands immediately adjacent to the Village should continue.</li> </ol>	121	183	71	6	4	385
14. There is already enough industrial development in the Village.	34	60	113	139	42	388
15. The Village should strive to become a regional employment center.	25	106	103	103	44	381

## PART D: VILLAGE FACILITIES AND REGULATIONS

Please place an "x" in the box after each statement which best represents you opinion.

TRANSPORTATION SYSTEM IMPROVEMENTS/ LAND USE REGULATIONS AND ZONING	STRONGLY FAVOR	FAVOR	NEUTRAL	OPPOSE	STRONGLY OPPOSE	TOTAL
1. Construct a second bridge across the Milwaukee River at Cold Spring Road.	133	93	105	30	21	382
2. Construct a second bridge across the Milwaukee River at Mink Ranch Road in the Town of Saukville.	53	74	173	56	19	375
3. Bypass STH 33 around Triangle Park area.	42	76	118	101	39	376
4. Upgrade STH 33 from two to four lanes.	33	66	64	125	95	383
5. Maintain STH 33 as two lanes through the Triangle Park area.	105	152	62	43	15	377
6. Provide additional traffic controls along STH 33 through the Triangle Park area.	53	88	123	93	25	382
7. Provide a park and ride lot at the intersection of STH 33 and I-43.	51	130	128	56	22	387
8. Greenspace requirements should be increased for all new non-residential development.	90	152	121	13	5	381
<ol> <li>Comprehensive landscape and design standards should be established for all new non-residential development</li> </ol>	95	180	71	24	8	378
10. Current zoning standards allow for a maximum lot size of 20,000 square feet for single-family residences. Residential lots larger than 20,000 square feet should be allowed.	70	115	120	70	13	388
11. The Triangle Park area should be designated as an historic district.	91	146	98	31	24	390
12. The existing bridge over the Milwaukee River should be designated as an historic	84	101	144	26	32	387

## PART E: RESPONDENT PROFILE

- 1. What best describes your situation in the Village? (Check only one)
  - 358 Resident of the Village
  - 6 Own and/or operate a business in the Village 24 Both
  - 2 Unknown

390

- 2. If you live in the Village, what best describes your place of residence? (Check one only)
  - 285 Single-family residence: owner-occupied
  - 10 Single-family residence: rented
  - 25 Two-family residence: owner occupies one unit
  - 13 Two-family residence: both units rented
  - 46 Multi-family residence 11 Other:
  - 390

3. What is the occupation of your main household income earners? (Write in 1 for primary, 2 for secondary)

Professional/Admin.	Clerical/Office			
 Skilled Trade/Craft	Services			
 Sales	Education/Gov.			
 General Labor	Other:			
 (Data omitted-common response errors)				

4. Where do your main household income earners work? (Write in 1 for primary, 2 for secondary)

		At home				
75		In the Saukville Business Pa	ark			
_	Other locations in Saukville					
		Other locations in Ozaukee	County			
		Specify:	<u> </u>	1 - E		
305	<u>, 1</u>	Locations outside Ozaukee	County			
380	_	Specify:	/	- 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1		

## VILLAGE OF SAUKVILLE LAND USE PLAN COMMUNITY SURVEY SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION PO BOX 1607 WAUKESHA WI 53187-1607

# VILLAGE OF SAUKVILLE LAND USE SURVEY

# HELP SHAPE THE FUTURE OF THE VILLAGE

## PARTICIPATE IN THE LAND USE PLANNING PROCESS

# FILL OUT AND RETURN THIS SURVEY BY AUGUST 1ST AND YOUR VOICE WILL BE HEARD

Village of Saukville 639 E. Green Bay Avenue Saukville, Wisconsin 53080

Bulk Rate U.S. Postage Paid Permit #16 Saukville, WI

# **POSTAL PATRON** SAUKVILLE, WI 53080

SURVEY Please Respond

COMMUNITY

## Appendix C

## ARTERIAL STREET AND HIGHWAY SYSTEM IMPROVEMENTS RECOMMENDED IN THE OZAUKEE COUNTY JURISDICTIONAL HIGHWAY PLAN

Transportation facilities, especially the arterial street and highway system, are among the most critical land use elements influencing the spatial distribution of urban development within a community. The availability of transportation facilities influences the path, mode, and frequency of vehicular travel. Accessibility to concentrations of population, employment and community facilities and services influence the type and intensity of urban development. This accessibility is a function of the transportation system. Thus, transportation facilities are an important determinant of the location and form of urban development.

The amendment to the *Ozaukee County Jurisdictional Highway Plan*, February 1992, details the arterial street and highway system recommended to serve the probable future traffic demands of the Village through 2010. Two specific components of the system plan are of particular importance to the planning process in Saukville. They are: 1) the proposed reconstruction and expansion of STH 33 through the Village from a two-lane undivided arterial to a four-lane undivided arterial; and 2) the proposed construction of a bridge across the Milwaukee River at Cold Spring Road in the Town of Saukville. Both components are summarized below.

## STH 33 Reconstruction and Expansion

STH 33 is, generally, a two-lane roadway through the Village planning area. Between the Ozaukee-Washington county line and the western corporate limits of the Village, the roadway has a design capacity of 7,000 vehicles per average weekday. The design capacity of the roadway increases to 13,000 vehicles per average weekday between the western corporate limits of the Village and the interchange with IH 43. The roadway widens to a four-lane undivided facility east of the Milwaukee River and becomes a four-lane divided facility upon approaching the interchange with IH 43. The roadway again tapers down to a two-lane undivided facility upon nearing the eastern corporate limits of the Village where the design capacity again drops to 7,000 vehicles per average weekday.

Based upon Wisconsin Department of Transportation traffic counts for 1995, average weekday traffic volumes on STH 33 through the planning area exceed design capacity. From the Ozaukee-Washington county line to the western corporate limits of the Village, approximately 8,900 vehicles per day passed over this segment of roadway, exceeding the 7,000 vehicles per day design capacity by nearly 2,000 vehicles. On that segment of STH 33 passing through the Village, approximately 15,500 vehicles per day passed through the area, exceeding the 13,000 vehicle design capacity by nearly 2,500 vehicles. These findings are consistent with the traffic volume increases anticipated in the *Ozaukee County Jurisdictional Highway Plan*, January 1993. The plan recommends that the STH 33 corridor from the Ozaukee-Washington county line on the west to STH 32 on the east in the City of Port Washington be widened from two lanes to four to provide additional carrying capacity for existing and future vehicular traffic.

While the proposed improvement to STH 33 will provide the necessary capacity to adequately accommodate traffic flow through the Village well beyond the land use plan design year of 2010, the improvements will have implications for the Veterans Park area. The existing 44-foot-wide roadway cross-section would have to be widened to a 48-foot cross-section requiring the addition of two additional feet of pavement on each side of the roadway; on-street parking during peak traffic hours in the peak direction would need to be prohibited; and the existing bridge across the Milwaukee River would have to be replaced in order to accommodate four traffic lanes.

## Milwaukee River Crossing at Cold Spring Road

With the Village separated into two segments by the Milwaukee River, accessibility between the eastern and western segments is critical to the efficient and effective provision of Village services, in particular, emergency services. Currently served by just one river crossing, the Village would experience major disruptions and delays in the provision of services and transportation access if the bridge at STH 33 were to become impassible. The nearest alternative river crossing to the

south is STH 60 in the Village of Grafton, a distance of 4.8 miles, and, to the north, STH 84 in the Village of Fredonia, a distance of 7.4 miles.

Included in the County jurisdictional highway plan is a recommendation for the construction of a bridge across the Milwaukee River at Cold Spring Road. This alternative would provide the additional river crossing necessary to help ensure that emergency services in the Village would not be significantly disrupted in the event that the STH 33 bridge became impassible. It would also provide direct access to the Village Industrial Park form the east, reducing the volume of truck traffic through the Veterans Park area.

The County plan recommendation would extend Cold Spring Road from CTH O over the Milwaukee River and CTH W to just west of IH 43 at which point it would turn south toward an intersection with STH 33 at Foster Drive. STH 33 is a four-lane divided roadway at the intersection with Foster Drive and has sufficient capacity to support existing and forecast traffic volumes on STH 33 and an extended Cold Spring Road.

If implemented, this system plan is intended to provide the facilities necessary to effectively and efficiently carry the anticipated future traffic demands of the Village.

## Appendix D

# **RESOLUTION #808**

# VILLAGE PLAN COMMISSION RESOLUTION FOR ADOPTING THE VILLAGE OF SAUKVILLE LAND USE PLAN

WHEREAS, the Village of Saukville, pursuant to the provisions of Section 61.35 and 62.23 of the Wisconsin Statutes, has created a Village Plan Commission; and

WHEREAS, it is the duty and function of the Village Plan Commission, pursuant to Section 62.23(2) of the Wisconsin Statutes, to make and adopt a master plan for the physical development of the Village of Saukville; and

WHEREAS, the Village of Saukville requested the Southeastern Wisconsin Regional Planning Commission to help prepare a land use plan for the Village, which plan includes:

- 1. Collection, compilation, processing and analyses of various types of demographic, economic, natural resource, historic resource, recreation and open space, land use, transportation and other information pertaining to the Village;
- 2. A forecast of growth and change:
- 3. Statements of objectives, principles, standards, and related design guidelines;
- 4. A land use plan;
- 5. Recommendations of measures to implement the plan; and

WHEREAS, the aforementioned forecasts; inventories; analyses; objectives, principles, standards, and related urban design guidelines; land use plan; and implementation recommendations are set forth in a published report titled SEWRPC Community Assistance Planning Report No. 234, A Land Use Plan for the Village of Saukville: 2010, Ozaukee County, Wisconsin; and

WHEREAS, the Village of Saukville Plan Commission has held public meetings to acquaint residents, landowners, and local government officials with the plan recommendations, including a public informational meeting held on the 19<sup>th</sup> day of November, 1998 and a public hearing held on the 3<sup>rd</sup> day of December, 1998; and

WHEREAS, the Village Plan Commission has carefully considered the plan over an extended period of time, including statements and requests during the planning process, and has proceeded to incorporate, where deemed appropriate, changes to the recommended land use plan; and

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

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 62.23(3)(b) of the Wisconsin Statutes, the Village of Saukville Plan Commission hereby adopts SEWRPC Community Assistance Planning Report No. 234, A Land Use Plan for the Village of Saukville: 2010,) Ozaukee County, Wisconsin as a guide for the future development of the Village of Saukville and environs.

**BE IT FURTHER RESOLVED**, the Secretary of the Village of Saukville Plan Commission transmit a certified copy of the resolution, after recording the action on the adopted plan, to the Board of Trustees of the Village of Saukville and to the Southeastern Wisconsin Regional Planning Commission.

PASSED, ADOPTED, AND APPROVED this 3<sup>rd</sup> day of December, 1998, by the Village of Saukville Plan Commission.

Sandra F. Garbarek, Chairperson

ATTEST:

Christopher B. Lear, Administrator/Clerk

## Appendix E

# **RESOLUTION #816**

# VILLAGE BOARD RESOLUTION FOR ADOPTING THE VILLAGE OF SAUKVILLE LAND USE PLAN: 2010

**WHEREAS**, the Village of Saukville, pursuant to the provisions of Section 61.35 and 62.23 of the Wisconsin Statutes, has created a Village Plan Commission; and

**WHEREAS**, the Village Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), a plan for the physical development of the Village of Saukville and environs, said plan embodied in SEWRPC Community Assistance Planning Report No. 234, A Land Use Plan for the Village of Saukville: 2010, Ozaukee County, Wisconsin; and

**WHEREAS**, the Village Plan Commission on the 3<sup>rd</sup> day of December, 1998, adopted SEWRPC Community Assistance Planning Report No. 234, and has submitted a certified copy of that resolution to the Board of Trustees of the Village of Saukville; and

**WHEREAS**, the Board of Trustees of the Village of Saukville concurs with the Village Plan Commission and the objectives and policies set forth in SEWRPC Community Assistance Planning Report No. 234;

**NOW, THEREFORE, BE IT RESOLVED**, that the Board of Trustees of the Village of Saukville hereby adopts SEWERPC Community Assistance Planning Report No. 234, *A Land Use Plan for the Village of Saukville: 2010, Ozaukee County, Wisconsin,* as a guide for the future development of the Village of Saukville and environs; and

**BE IT FURTHER RESOLVED**, that the Village shall review the Village of Saukville Use Plan every five years or more frequently if necessary, and shall recommend extensions, changes, or additions to the Plan which the Plan Commission considers necessary. Should the Village Plan Commission find that no changes are necessary, this shall be reported to the Village Board.

**PASSED, ADOPTED, AND APPROVED** this 15<sup>th</sup> day of December, 1998, by the Saukville Village Board of Trustees.

VILLAGE OF SAUKVILLE

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Sandra F. Garbarek Village President

ATTEST:

Christopher B. Lear Village Clerk