

# A COMPREHENSIVE PLAN FOR THE TOWN OF FARMINGTON: 2035

## WASHINGTON COUNTY WISCONSIN

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# **A COMPREHENSIVE PLAN FOR THE TOWN OF FARMINGTON: 2035**

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# PLAN SUMMARY

## CHAPTER I - INTRODUCTION AND BACKGROUND

In 1999 the Wisconsin Legislature enacted a comprehensive planning law, which is often referred to as the “Smart Growth” law. This law provided a new framework for the development, adoption, and implementation of comprehensive plans in Wisconsin. The law is set forth in Section 66.1001 of the *Wisconsin Statutes*.

To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken by Washington County; 11 local government partners, including the Town of Farmington; UW-Extension; and the Southeastern Wisconsin Regional Planning Commission (SEWRPC).

### **Nine Elements of the Comprehensive Plan**

This plan contains the following nine elements, which are required by Section 66.1001(2) of the *Statutes*:

- |   |  |
|---|--|
| 1. Issues and Opportunities Element           | 6. Agricultural, Natural, and Cultural Resources Element |
| 2. Land Use Element                           |  |
| 3. Housing Element                            | 7. Economic Development Element                          |
| 4. Transportation Element                     | 8. Intergovernmental Cooperation Element                 |
| 5. Utilities and Community Facilities Element | 9. Implementation Element                                |

### **Plan Review and Adoption Requirements of Wisconsin Statutes:**

- The Town must adopt Village powers in order to establish a Plan Commission. The Town of Farmington adopted Village powers on April 13, 1993, and has established a Town Plan Commission.
- The Town Plan Commission must recommend to the Town Board a comprehensive plan or plan amendment prior to Town Board adoption of a plan or plan amendment. The Town Plan Commission recommended approval of this plan in the form of a resolution adopted by a majority vote of the entire membership of the commission to the Town Board on April 28, 2009 (see Appendix G).
- All nine elements must be adopted simultaneously, and at least one public hearing must be held prior to adopting the plan. The Town Board held public hearings on May 12, 2009 and on January 19, 2010.
- A comprehensive plan or plan amendment must be adopted by an ordinance enacted by a majority vote of the full membership of the Town Board. The Town Board adopted this plan by ordinance on January 19, 2010 (see Appendix H).
- An adopted comprehensive plan, or an amendment to a plan, must be sent to all governmental units within and adjacent to the Town; Washington County; the Wisconsin Department of Administration; the regional planning commission (SEWRPC); and the public libraries serving the Town (the Kewaskum Public Library in the Village of Kewaskum and the West Bend Community Memorial Library in the City of West Bend).

### **Relationship between County and Local Comprehensive Plans**

Every effort was made to discuss and resolve issues between Washington County and the cities, villages, and towns in the County.

Washington County explicitly recognizes that cities, villages, and towns may choose to disagree with a position that the County may take. The County respects the right of the Town of Farmington to adopt and amend a plan that differs from the County plan. Adoption and amendments to the Town of Farmington Plan will not require County approval. If the Town of Farmington desires Washington County's Land Use Plan Map to match the Town Land Use Plan Map amendment, the Town of Farmington must request Washington County to amend their Comprehensive Plan. This process is outlined in Chapter XI of this Plan.

## **CHAPTER IV - ISSUES AND OPPORTUNITIES ELEMENT**

The purpose of the issues and opportunities element is to define a desired future for the Town and provide an overall framework for development of the comprehensive plan. A vision statement was developed by the Town to express the preferred future and key characteristics desired by the Town.

### **VISION STATEMENT 2035**

*"The Town of Farmington offers a safe, high quality of life for its residents. By concentrating growth in designated locations, and encouraging agricultural activity and the preservation of farmland and critical natural areas, the Town is able to retain its rural character. Town government encourages citizen involvement, while good schools, churches, and recreational opportunities, along with historic places in the Town, continue to foster an enduring sense of community."*

### **Issues and Opportunities Goals and Objectives**

#### **Goals:**

- Respect a farmer's "right to farm."
- Preserve rural character, which are those qualities that make it feel as though one is living in the "country" as opposed to an "urban" setting. Rural qualities include farming operations, undeveloped open space, lakes, minimal public lighting, low traffic volume, and quiet surroundings.

#### **Objectives (Actions):**

- Enforce the "right to farm" language in the Town's Subdivision Ordinance that requires a warning to be placed on the face of a CSM or plat that there are implications of living next to farming operations.
- The Town of Farmington's Plan Commission and Town Board will strive to be good stewards of prime farmland.

## **CHAPTER V - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ELEMENT**

### **Agricultural, Natural, and Cultural Resources Goals, Objectives, Policies, and Programs**

#### **Goals:**

- Preserve as much as possible open- and agriculturally-utilized lands, which will continue to enhance the character and desirability of the Town of Farmington, and is in the best interests of all residents.
- Strive to preserve environmentally sensitive areas.
- Encourage preservation of historic or cultural structures and archaeological sites.

#### **Objectives (Actions):**

- Preserve farmland.

- Strive to preserve open space.
- Strive to preserve land through voluntary means and/or through compensation.
- Comply with DNR regulations and Washington County ordinances to protect wetlands, floodplains, and surface waters.
- Continue to work with Washington County to regulate nonmetallic mineral extraction in accordance with the County's nonmetallic mining ordinance.
- Work with the State Historical Society of Wisconsin and the Washington County Landmarks Commission as those agencies conduct historical surveys to identify historically significant structures and districts in the Town and methods to protect them.
- Upon request, forward appropriate Town records of historical value to interested organizations.
- Work with the OWLT and other Nonprofit Conservation Organizations to protect primary and secondary environmental corridors, natural areas, critical species habitat sites, and other endangered species habitat areas.
- Encourage Town residents to utilize the DNR's Managed Forest Land program, where applicable.
- Support the park and outdoor recreation element of the Washington County Park and Open Space Plan.
- Support the DNR's easement program for the Milwaukee River Watershed Streambank corridor for streambank protection.
- Cooperate with the DNR to identify additional lands that the DNR may acquire for the North Branch Milwaukee River Wildlife and Farming Heritage Area.
- Consider the recommendations set forth in Table 25 in Chapter V when reviewing development proposals on parcels that include primary or secondary environmental corridors and isolated natural resource areas.

#### **Policies:**

- Create Hamlet Growth areas on the Town land use plan map that will preserve agricultural uses while providing for future development needs near, or adjacent to, existing development and where there is increasing development pressure.
- Encourage the protection of agricultural and high-quality open space lands through public and non-profit conservation organization (NCO) fee simple purchase and conservation easements.
- The Town will strive to preserve open space through the application of density standards, as described in the Land Use Element and implemented through Town ordinances.
- Buffer new development from adjacent rural uses by requiring the use of berms and landscaping to help maintain rural character.
- Discourage urban development in primary and secondary environmental corridors, isolated natural resource areas, floodplains, wetlands, and surface waters (see Maps 11 and 12 in Chapter VI).
- Protect natural resource features, including those within primary and secondary environmental corridors and isolated natural resource areas, which provide habitats for native plants and wildlife.
- Wetland and floodplain areas should not be altered in any way, including, but not limited to filling or draining, unless such alteration would result in the enhancement of the natural resource being disturbed.
- Work with property owners to achieve site planning to minimize erosion and disruption to slopes and desirable vegetation. Review of development site and rezoning requests will include consideration of the placement of driveways and soil types to minimize disruption of steep slopes.
- Protect, conserve, and enhance surface water and groundwater quality in the Town.

- Continuation of agricultural uses, preservation of natural resources, or residential development at an average density of at least five acres per home are recommended in areas identified as having very high or high groundwater recharge potential, in order to preserve groundwater recharge capabilities.
- Support the efforts of the Farmington Historical Society to identify, publicize, and protect historical resources within the Town.
- Support the efforts of cultural organizations to organize and promote cultural venues and events in the Town and County. Existing cultural organizations and venues in the County are listed in Table 24 in Chapter V.

**Program:**

- As a way of preserving agricultural and open space lands, consider adoption of Development Impact Fees, Property Transfer Rights, Purchase of Development Rights, and conservation easements.

## **CHAPTER VI - LAND USE ELEMENT**

### **Land Use Plan Map**

The land use plan map for the Town for the year 2035 is presented on Map 1. Additional information regarding the map is presented in the Land Use Element (Chapter VI). The land use plan map reflects land uses that existed in 2008, with overlays depicting areas for expansion of residential development in and around the hamlets of Boltonville, Fillmore, and St. Michaels and adjacent to existing residential subdivisions, and limited expansion of existing commercial and industrial areas along STH 144. Continued agricultural or other rural uses are recommended outside the identified growth areas. The land use plan map also identifies existing woodlands, wetlands, surface waters, primary and secondary environmental corridors, isolated natural resource areas, and the DNR project boundary for the North Branch Milwaukee River Wildlife and Farming Heritage Area.

### **Land Use Goals, Objectives, Policies, and Programs**

**Goals:**

- Preserve open and agriculturally-utilized lands, which will continue to enhance the character and desirability of the Town of Farmington, and is in the best interests of all residents.
- Work to achieve consensus as much as possible on specific proposals for development or preservation of property.
- If legitimate reasons are provided in a petition and if the Plan Commission bases their recommendation upon goals and objectives of this plan, the Town Board could consider amending the Land Use Plan Map by adding residential, commercial, and industrial development sites.

**Objectives (Actions):**

- Consider preparing and adopting a Town park and open space plan to identify parks and recreational facilities needed to serve residential development in the Town.
- Determine buffering requirements for commercial uses on a case-by-case basis as a conditional use permit or other applications for development are reviewed.

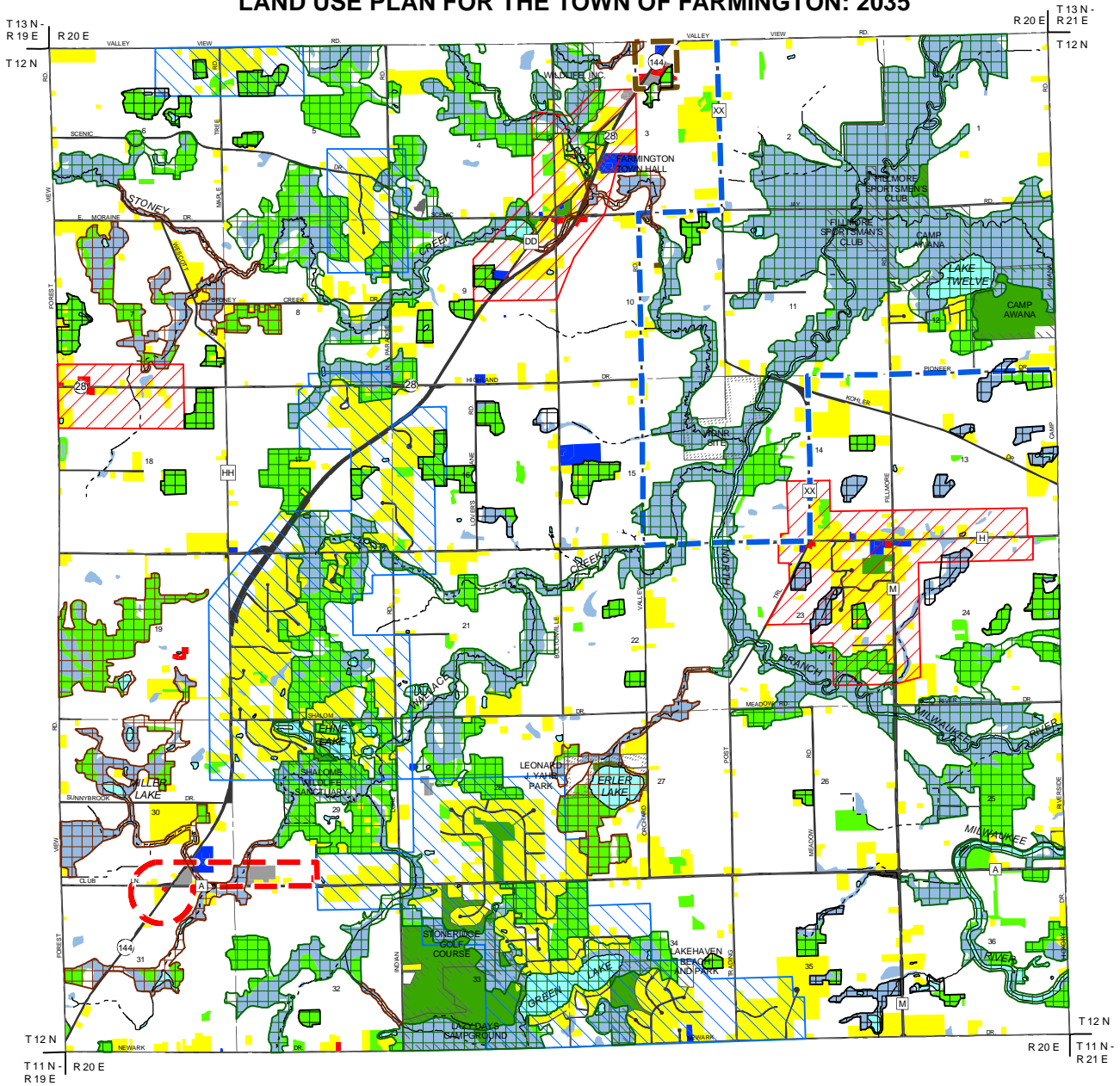
**Policies:**

- Thoroughly consider the long-term consequences of land use decisions.
- Avoid the creation of water pollution and public health problems by limiting residential development to soils that are well suited to development when served by private onsite waste treatment systems (POWTS) and private wells.



# Map 1

## LAND USE PLAN FOR THE TOWN OF FARMINGTON: 2035



### EXISTING (2008) LAND USE CATEGORIES

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL/ MODULAR HOMES
- COMMERCIAL
- INDUSTRIAL
- EXTRACTIVE
- GOVERNMENTAL, INSTITUTIONAL, AND UTILITIES
- RECREATIONAL
- STREET AND HIGHWAY RIGHTS-OF-WAY
- AGRICULTURAL AND OPEN LANDS
- WOODLAND
- WETLAND
- SURFACE WATER

- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- NORTH BRANCH MILWAUKEE RIVER WILDLIFE AND FARMING HERITAGE AREA PROJECT BOUNDARY

### FUTURE LAND USE CATEGORIES

- HAMLET GROWTH AREA
- COUNTRY ESTATES GROWTH AREA
- FUTURE COMMERCIAL AREA
- FUTURE INDUSTRIAL AREA



0 0.25 0.5 1 MILE

Source: Town of Farmington, Washington County, and SEWRPC.

- Recognize that the primary environmental corridors represent a comprehensive open space system that is a main element defining the rural character and scenic beauty of the Town.
- Encourage the protection of agricultural and high-quality open space lands through public and non-profit conservation organization (NCO) fee simple purchase and conservation easements.
- Buffer new development from adjacent rural uses by requiring the use of berms and landscaping to help maintain rural character.
- Work with property owners to achieve site planning to minimize erosion and disruption to slopes and desirable vegetation. Review of development site and rezoning requests will include consideration of the placement of driveways and soil types to minimize disruption of steep slopes.
- The Town prefers small-scale economic development that does not negatively impact the Town's rural character or natural resources.
- Recognize that land use decisions have an impact on more people than just the buyer and seller.

**Program:**

- Apply the Town zoning and subdivision ordinances to maintain a 1.5-acre residential density in the Hamlet areas and a three-acre residential density in the Country Estates areas designated on the land use plan map.

## **CHAPTER VII - HOUSING ELEMENT**

### **Housing Goals, Objectives, Policies, and Programs**

**Goals:**

- The Town of Farmington has designed their zoning ordinance and their land use plan map to allow for a range of housing types to serve the varied and special needs of area residents.
- Maintain the rural character of the Town as much as possible.
- Strive to accommodate new residential development at appropriate densities.
- Support fair housing practices.
- Encourage builders and property owners to build and maintain safe and decent housing for all Town residents.

**Objectives (Actions):**

- Parcels within the growth area boundaries where 1.5-acre parcels are allowed may accommodate affordable housing.
- To focus limited urban residential development in and around existing hamlets, and other areas designated on the land use plan map (Map 1).
- To encourage builders to provide well-constructed and maintained housing with adequate services.
- To encourage builders to provide suitable housing for persons with disabilities and the elderly.
- Allocate sufficient area for residential development on the Town land use plan map to accommodate anticipated growth by 2035.
- Consider proposals by government agencies and developers to implement creative ideas for providing low- and moderate-income housing in the Town while maintaining appropriate rural densities.
- Continue to enforce the Town Uniform Dwelling Code to ensure adequate insulation, heating, and plumbing.
- Work with the Washington County Health Department to enforce State public health *Statutes* and County ordinances concerning dilapidated, unsafe, or unsanitary housing that poses a human health hazard.

- Continue to cooperate with Washington County to ensure the County has reviewed proposed land divisions for compliance with the County Land Division and Sanitary Ordinances relating to land suitability, wastewater treatment and disposal, and other applicable requirements.

**Policies:**

- Designate areas on the Town land use plan map to support the private sector in the maintenance, redevelopment, and/or construction of housing to serve the needs of persons of all income levels, ages, and persons with disabilities.
- Support preventive maintenance of existing housing units and early rehabilitation of deteriorating housing units.
- Allow residential development only on soils that are well suited to such development when served by private onsite waste treatment systems (POWTS) and private wells in order to avoid the creation of water pollution and public health problems.
- Discourage housing discrimination based on protected classes and unlawful acts set forth in Federal and State laws.
- Support efforts by private developers and other housing providers to use construction design concepts such as Universal Design and Visitability. Visitability is a movement to change home construction practices so that all new homes offer features that make the home easier for people with mobility impairment to live in or visit.

**Program:**

- Work with existing housing agencies to identify programs and potential funding sources to assist homeowners with making needed repairs, including improvements to meet State and Federal lead-safe standards.

## **CHAPTER VIII - TRANSPORTATION ELEMENT**

### **Transportation Goals, Objectives, Policies, and Programs**

**Goals:**

- Maintain a safe and efficient transportation system in the Town.
- Continue to maintain and improve Town roads in a timely and well-planned manner.

**Objectives (Actions):**

- Rely on services provided by private companies to meet the needs of Town residents and businesses for airport, rail, and water transportation and freight services.
- Work with Washington County to provide efficient and cost-effective public transportation options to Town residents, including transit-dependent residents.
- Continue cooperative transportation planning efforts with Washington County, SEWRPC, and the State of Wisconsin.
- Build and maintain quality roads.
- The Town will strive to ensure local street connectivity and the proper location of new streets during the review of all site plans, certified survey maps, condominium plats, and subdivision plats as new development is proposed.
- Conform to existing topography, if possible, when constructing new streets.
- Lay out streets so that all vehicles, especially emergency vehicles, can travel in a safe and efficient manner.

- Notify Washington County when a certified survey map is submitted for a land division adjacent to a County highway, and request County input regarding the appropriate right-of-way for and access to the highway.
- Work with Washington County and private service providers, where appropriate, to improve public transportation for persons with disabilities to increase access to jobs and community activities.
- Work with Washington County to determine if there is a need for additional Washington County Commuter Express Bus System routes and park-ride lots to serve Town residents.
- Consider incorporating desired policies from State long-range transportation planning efforts, including Connections 2030, into Town of Farmington plans.
- Continue to work with Washington County and SEWRPC to implement desired recommendations from the Washington County Jurisdictional Highway System Plan (Maps 16 and 17 in Chapter VIII) and the Transportation Improvement Program.

#### **Policies:**

- Provide and maintain a street and highway system that efficiently serves the anticipated land use development pattern shown on Map 1).
- Design, reconstruct, and operate streets and highways under Town jurisdiction to provide safe access for all users, including bicyclists, pedestrians, and vehicles, including trucks and farm equipment.
- Consider the needs of farm equipment when designing streets and highways under Town jurisdiction, particularly when designing intersections and when determining the width and surfacing of shoulders.
- Promote efficient and safe access to land uses abutting street rights-of-way.
- Minimize the disruption of land uses adjacent to streets and highways by reserving adequate rights-of-way in advance of construction, ideally when preliminary plats and certified survey maps are reviewed.
- Encourage through streets with more than one access to connecting streets, rather than cul-de-sac streets.
- Off-street parking and loading facilities should be located near the land uses they are intended to serve.
- Continue to rely on freight and private airline services provided at the West Bend and Hartford Municipal Airports and airports in adjacent counties.
- Continue to rely on commercial airline service provided at General Mitchell International Airport in Milwaukee County.
- Support Washington County efforts to encourage the use of rail transportation to move more freight traffic along existing rail lines.
- Continue to rely on port services provided by the Port of Milwaukee.
- Continue to rely on private companies in nearby counties to provide ferry services across Lake Michigan.
- Support continued operation of the Washington County Shared Ride-Taxi Service.
- Consider including facilities for walking and bicycling during the review and approval of all development projects, including street and highway improvements, to provide an alternative to motor vehicle travel and to promote a healthy lifestyle.

#### **Programs:**

- As required by State law, continue to use the Wisconsin Information System for Local Roads (WISLR); continue to update road ratings, as required; and seek outside funds to help with street improvements.
- Continue to participate in the annual bridge inspection program conducted by Washington County.

## **CHAPTER IX - UTILITIES AND COMMUNITY FACILITIES ELEMENT**

### **Utilities and Community Facilities Goals, Objectives, Policies, and Programs**

#### **Goals:**

- Provide a safe, secure, and healthful environment and a high quality of life for Town residents.
- Continue to provide adequate law enforcement and emergency services for Town residents and businesses.
- Minimize the future costs of providing services to residents.

#### **Objectives (Actions):**

- Strive to match the level of public services with the basic needs of new development and population increases.
- Require developers to pay for improvements needed to support new development requests.
- Volunteer Fire Departments serving the Town of Farmington may need to consider options during the planning period that would address increasing costs and declining numbers of daytime volunteers.
- Fire Departments may need to consider combining fire services during the planning period to best utilize volunteer staff and decrease equipment costs.
- Continue to maintain Town parks and develop additional parks and facilities as needs are identified and funding becomes available.
- Explore a partnership with Washington County for recycling programs and facilities, including establishment of household hazardous waste collection sites and facilities.

#### **Policies:**

- Discourage development in areas not easily accessed by emergency and other service vehicles.
- Continue to work with and support the Washington County Sheriff's Department in providing police protection services to the Town.
- Continue to work with and support the Boltonville and Fillmore Fire Departments in providing fire protection and rescue services to the Town.
- Continue the use of private wells to supply water for domestic and other uses in the Town.
- Continue to rely on private onsite wastewater treatment systems (POWTS) for wastewater disposal in the Town.
- Continue to maintain the Town Hall to effectively conduct Town government business.
- Continue to develop a park system to serve Town residents.
- Work with Washington County to provide adequate health care facilities and services to maintain the high level of health care in the Town.
- Support continued County participation in the Mid-Wisconsin Federated Library System.
- Work with the Kewaskum School District, if requested, to provide information regarding proposed residential developments to help the districts prepare accurate facilities plans. The one public school and one school district located in the Town are shown on Map 19 in Chapter IX.
- Cooperate with electric and gas service providers, such as We Energies, to provide power and heat to Town residents and businesses.
- Work with private providers and SEWRPC to provide the most affordable and efficient communications and telecommunications systems to Town residents and landowners.

- Continue to rely on private firms for solid waste collection and disposal services.
- Continue to provide for recycling collection services for Town residents.
- Although cemeteries are not provided by the Town, the Town encourages the expansion of existing cemeteries or the development of new cemeteries in the Town in appropriate locations, subject to review and approval by the Town.
- Although child care facilities are not provided by the Town, the Town supports the development of additional child care facilities in the Town, where appropriate, to meet the needs of Town residents, subject to review and approval by the Town.

**Program:**

- Continue to coordinate with Washington County in the implementation of Chapter 25, Sanitary Code, of the Washington County Code of Ordinances, which includes the regulation of private onsite wastewater treatment systems (POWTS) in the Town.

## **CHAPTER X – ECONOMIC DEVELOPMENT ELEMENT**

### **Economic Development Goals, Objectives, and Programs**

**Goal:**

- Provide suitable locations for commercial and industrial development.

**Objectives (Actions)**

- Be open to the approval of additional areas for commercial and industrial development on the Town's Land Use Plan Map, provided a preliminary site plan accompanies an application for such an amendment that illustrates how affected neighboring parcels will be buffered, environmental issues are addressed, and access to lesser traveled roadways is shown.
- Develop site plan review requirements for commercial and industrial uses.
- Make the Town's vision statement, comprehensive plan, and future land use map available to developers with potential business proposals.
- The Town prefers small-scale economic development with limited impacts on the Town's rural character and natural resources.
- Require buffers to help screen industrial uses from adjacent residential development and review buffering requirements for commercial uses on a case-by-case basis.
- Encourage traditional and alternative forms of agriculture.
- Monitor the impacts (noise, traffic, etc.) of home-based businesses.

**Programs:**

- Continue to require home occupations, professional home offices, and home industry businesses to comply with zoning ordinance requirements.
- Require site plan approval for all new commercial and industrial development.

## **CHAPTER XI – INTERGOVERNMENTAL COOPERATION ELEMENT**

### **Intergovernmental Cooperation Goals and Objectives**

**Goals:**

- Coordinate with other units and agencies of government, where appropriate, to provide cost-effective government services.

- Work cooperatively with neighboring communities when possible.
- Coordinate with school districts as they plan and locate facilities.

#### **Objectives (Actions)**

- Initiate contacts with Washington County and adjacent communities prior to constructing new public facilities or initiating or expanding Town services to determine if there are opportunities for joint facilities or services.
- Work with Washington County to complete the procedure necessary for voluntary Town participation in the Washington County Multi-Jurisdictional Dispute Resolution Panel.
- Work with school district officials, on request, to explain the type of permits required from the Town before selecting and buying a site; the recommendations of the Town land use plan map; and other information that would assist the district in planning for future school facilities.
- Encourage shared services with neighboring communities.
- Recognize the need to cooperate with entities sharing legal jurisdiction in the Town, such as State and County agencies and special-purpose districts.
- Encourage intergovernmental cooperation when selecting sites for locating public facilities such as schools, fire stations, and libraries.
- Provide land use-related information to help school and other special-purpose districts plan for the future.
- Consult neighboring communities and appropriate organizations on the Town's Comprehensive Plan, with the understanding that the adopted Plan reflects what the residents of the Town of Farmington have decided is best for the Town.
- Work with other units and agencies of government and private entities, where appropriate, to construct and/or operate community facilities in a cost-effective and efficient way through joint service agreements.
- Consider voluntary participation in the Washington County Multi-Jurisdictional Dispute Resolution Panel.
- Work with the Kewaskum School District, if requested, to provide information regarding proposed residential developments to help the district prepare accurate facilities plans. Public and private schools and school districts are shown on Map 19 in Chapter IX.
- Continue to cooperate with Washington County to protect public health and safety.

## **CHAPTER XII - IMPLEMENTATION ELEMENT**

### **Consistency Between The Comprehensive Plan And Town Ordinances**

Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions (amendments to said ordinances), those actions shall be consistent with that local governmental unit's comprehensive plan (per Section 66.1001(3) of the *Wisconsin Statutes*):

- County or local subdivision regulations under Section 236.45 or 236.46 of the *Statutes*.
- Town zoning ordinances enacted or amended under Section 60.61 or 60.62 of the *Statutes*.
- Zoning of shorelands or wetlands in shorelands under Section 59.692 (for counties), 61.351 (for villages), or 62.231 (for cities) of the *Statutes*.

### **Implementation Goals, Objectives (Actions), and Policies**

#### **Goals:**

- Ensure the Town of Farmington's comprehensive plan remains relevant.



- The Plan Commission and Town Board are proactive in requesting citizen input, ensuring that Town residents are comfortable giving input and have confidence in their comments being heard.
- Provide access to the plan and implementing ordinances.

#### **Objectives (Actions):**

- Regularly review the Town's Comprehensive Plan and related ordinances, discuss the development pressures in the Town, and strive to stay current with new land use controls and techniques.
- Routinely consult the comprehensive plan when carrying out Town government functions and developing the Town budget.

#### **Policies:**

- Encourage all applicants for a rezoning to set up a meeting with neighboring property owners to discuss the rezoning prior to formally submitting the application to the Town.
- Properly publicize agendas and minutes of meetings at which land use and zoning are discussed.
- Provide a structured format for citizens to make their opinions known at meetings where land use changes are being discussed.
- The Plan Commission and Town Board will focus on how proposed land uses are or are not consistent with the comprehensive plan and zoning ordinance. Findings will be included in the minutes of Plan Commission and Town Board meetings where comprehensive plan amendments or rezoning are considered. Section 66.1001 (3) of the *Statutes* requires that zoning actions be consistent with the Town's comprehensive plan beginning on January 1, 2010.
- Provide copies of the plan to public libraries and post a copy on the SEWRPC website ([www.sewrpc.org](http://www.sewrpc.org)).
- Post zoning and subdivision ordinances on the Town website ([www.town.farmington.wi.us](http://www.town.farmington.wi.us)) and provide paper copies of the ordinances on request.

#### **Prioritization of Objectives (Actions), Policies, and Programs**

The comprehensive planning law requires the Implementation Element to include a compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs in the other eight elements. The Town of Farmington Plan Commission reviewed the objectives (actions) developed in the previous eight elements and developed a relative priority ranking for their implementation. Recommended priorities for implementing actions are presented as follows:

**Action:** Create Hamlet Growth areas on the Town land use plan map that will preserve agricultural uses while providing for future development needs near, or adjacent to, existing development and where there is increasing development pressure. (1.17)

**Action:** Apply the Town zoning and subdivision ordinances to maintain a 1.5-acre residential density in the Hamlet areas and a three-acre residential density in the Country Estates areas designated on the land use plan map. (1.17)

**Action:** Lay out streets so that all vehicles, especially emergency vehicles, can travel in a safe and efficient manner. (1.17)

**Action:** Determine buffering requirements for commercial uses on a case-by-case basis as conditional use permit or other applications for development are reviewed. (1.33)

**Action:** Continue to enforce the Town Uniform Dwelling Code to ensure adequate insulation, heating, and plumbing. (1.33)

**Action:** The Town will strive to ensure local street connectivity and the proper location of new streets during the review of all site plans, certified survey maps, condominium plats, and subdivision plats as new development is proposed. (1.33)

**Action:** As required by State law, continue to use the Wisconsin Information System for Local Roads (WISLR); continue to update road ratings, as required. (1.40)

**Action:** Conform to existing topography, if possible, when constructing new streets. (1.50)

**Action:** Continue to coordinate with Washington County in the implementation of Chapter 25, Sanitary Code, of the *Washington County Code of Ordinances*, which includes the regulation of private onsite wastewater treatment systems (POWTS) in the Town. (1.50)

**Action:** Initiate contacts with Washington County and adjacent communities prior to constructing new public facilities or initiating or expanding Town services to determine if there are opportunities for joint facilities or services. (1.50)

**Remaining implementation Actions, listed in relative rank order:**

**Action:** Consider the recommendations set forth in Table 25 in Chapter V when reviewing development proposals on parcels that include primary or secondary environmental corridors and isolated natural resource areas. Comply with DNR regulations and Washington County ordinances to protect wetlands, floodplains, and surface waters. (1.67)

**Action:** Consider proposals by government agencies and developers to implement creative ideas for providing low- and moderate-income housing in the Town while maintaining appropriate rural densities. (1.67)

**Action:** Continue to cooperate with Washington County to ensure the County has reviewed proposed land divisions for compliance with the County Land Division and Sanitary Ordinances relating to land suitability, wastewater treatment and disposal, and other applicable requirements. (1.67)

**Action:** Continue to participate in the annual bridge inspection program conducted by Washington County. (1.67)

**Action:** Explore a partnership with Washington County for recycling programs and facilities, including establishment of household hazardous waste collection sites and facilities. (1.67)

**Action:** Be open to the approval of additional areas for commercial and industrial development on the Town's Land Use Plan Map, provided a preliminary site plan accompanies an application for such an amendment that illustrates how affected neighboring parcels will be buffered, environmental issues are addressed, and access to lesser traveled roadways is shown. (1.67)

**Action:** Develop site plan review requirements for commercial and industrial uses. (1.67)

**Action:** Continue to require home occupations, professional home offices, and home industry businesses to comply with zoning ordinance requirements. (1.67)

**Action:** Work with school district officials, on request, to explain the type of permits required from the Town before selecting and buying a site; the recommendations of the Town land use plan map; and other information that would assist the district in planning for future school facilities. (1.67)

**Action:** Continue to work with Washington County and SEWRPC to implement desired recommendations from the Washington County Jurisdictional Highway System Plan (Maps 16 and 17 in Chapter VIII) and the Transportation Improvement Program. (1.80)

**Action:** Continue to work with Washington County to regulate nonmetallic mineral extraction in accordance with the County's nonmetallic mining reclamation ordinance. (1.83)

**Action:** Work with the State Historical Society of Wisconsin and the Washington County Landmarks Commission as those agencies conduct historical surveys to identify historically significant structures and districts in the Town and methods to protect them. (1.83)

**Action:** Upon request, forward appropriate Town records of historical value to interested organizations. (1.83)

**Action:** Work with the Washington County Health Department to enforce State public health *Statutes* and County ordinances concerning dilapidated, unsafe, or unsanitary housing that poses a human health hazard. (1.83)

**Action:** Notify Washington County when a certified survey map is submitted for a land division adjacent to a County highway, and request County input regarding the appropriate right-of-way for and access to the highway. (1.83)

**Action:** Work with Washington County and private service providers, where appropriate, to improve public transportation for persons with disabilities to increase access to jobs and community activities. (1.83)

**Action:** Work with Washington County to complete the procedure necessary for voluntary Town participation in the Washington County Multi-Jurisdictional Dispute Resolution Panel. (1.83)

**Action:** Support the DNR's easement program for the Milwaukee River Watershed Streambank corridor for streambank protection. (2.00)

**Action:** Cooperate with the DNR to identify additional lands that the DNR may acquire for the North Branch Milwaukee River Wildlife and Farming Heritage Area. (2.00)

**Action:** Allocate sufficient area for residential development on the Town land use plan map to accommodate anticipated growth by 2035. (2.00)

**Action:** Work with existing housing agencies to identify programs and potential funding sources to assist homeowners with making needed repairs, including improvements to meet State and Federal lead-safe standards. (2.00)

**Action:** Work with Washington County to determine if there is a need for additional Washington County Commuter Express Bus System routes and park-ride lots to serve Town residents. (2.00)

**Action:** As a way of preserving agricultural and open space lands, consider adoption of Development Impact Fees, Property Transfer Rights, Purchase of Development Rights, and conservation easements. (2.17)

**Action:** Work with OWLT and other Nonprofit Conservation Organizations to protect primary and secondary environmental corridors, natural areas, critical species habitat sites, and other endangered species habitat areas. (2.17)

**Action:** Encourage Town residents to utilize the DNR's Managed Forest Land program, where applicable. (2.17)

**Action:** Continue to maintain Town parks and develop additional parks and recreational facilities as needs are identified and funding becomes available. (2.17)

**Action:** Support the park and outdoor recreation element of the Washington County Park and Open Space Plan. (2.17)

**Action:** Consider preparing and adopting a Park and Open Space Plan to identify parks and recreational facilities needed to serve residential development in the Town. (2.17)

**Action:** Consider incorporating desired policies from State long-range transportation planning efforts, including *Connections 2030*, into Town of Farmington plans. (2.50)

**Note:** Priorities were determined by the Town Plan Commission and reviewed and approved by the Town Board. Each action was rated on a scale of 1 to 3, with 1 being the highest score possible and 3 being the lowest score. The average score for each action is noted in parenthesis at the end of the action.

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## Chapter I

# INTRODUCTION AND BACKGROUND

## INTRODUCTION

In 1999 the Wisconsin Legislature enacted a comprehensive planning law, set forth in Section 66.1001 of the *Wisconsin Statutes*. The requirements supplement earlier provisions in the *Statutes* for the preparation of county development plans (Section 59.69(3) of the *Statutes*) and local master plans (Section 62.23 of the *Statutes*). The requirements, which are often referred to as the “Smart Growth” law, provide a new framework for the development, adoption, and implementation of comprehensive plans in Wisconsin. The law includes a “consistency” requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by towns, villages, and cities must be consistent with the comprehensive plan adopted by the town board, village board, or common council, respectively. Zoning and subdivision ordinances adopted and enforced by a county, including shoreland zoning ordinances, must be consistent with the comprehensive plan adopted by the county board. The consistency requirement took effect on January 1, 2010.

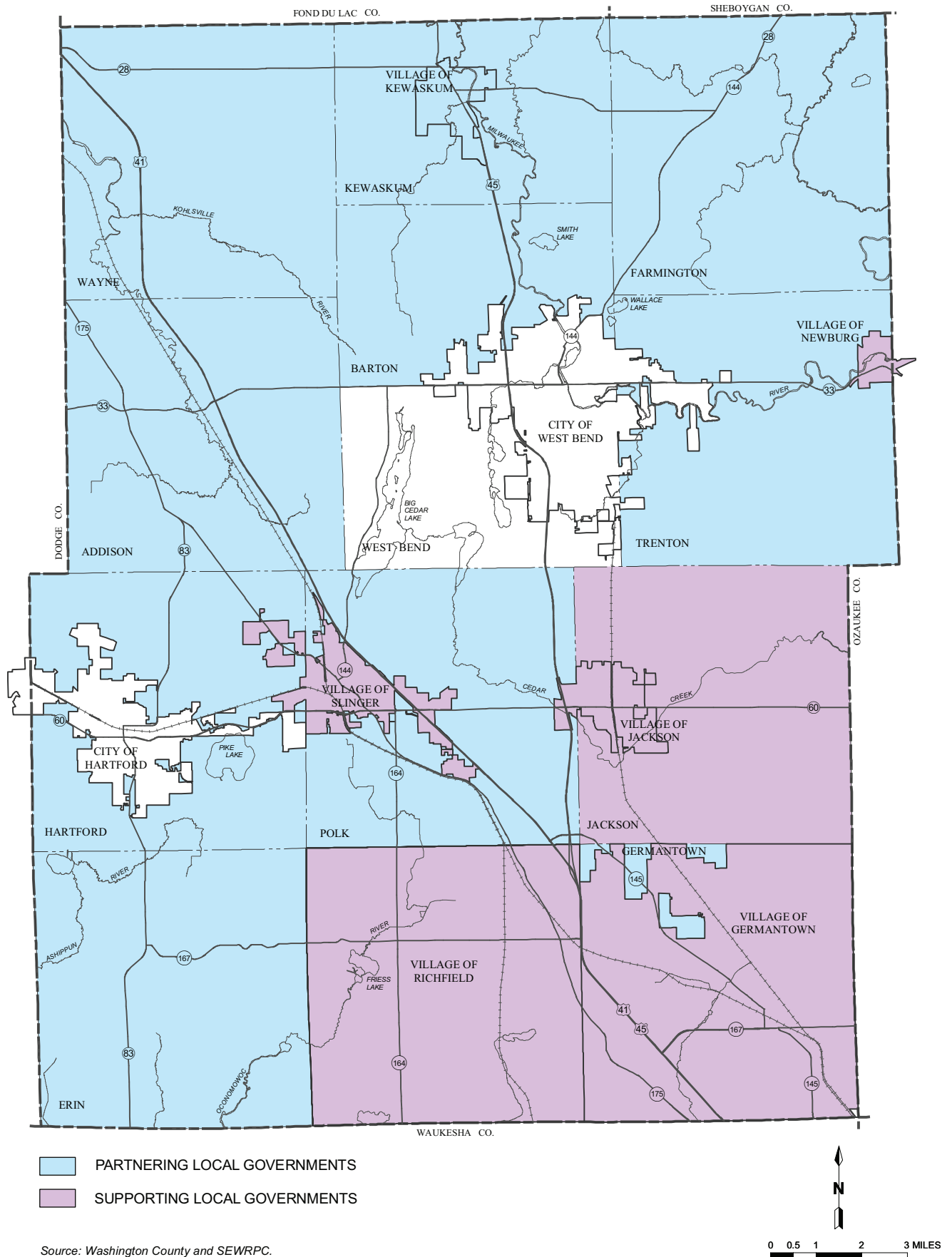
To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken by Washington County; 11 local government partners, including the Town of Farmington; UW-Extension; and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). The 11 local government partners are shown on Map 2.

As a result of the multi-jurisdictional process, comprehensive plans that satisfy the planning requirements set forth in Section 66.1001 of the *Statutes* have been developed for the County and each local government partner. The comprehensive plan for the Town of Farmington is documented in this report.

Although not all local governments partnered with Washington County to prepare a comprehensive plan, several local governments agreed to participate in the planning process by attending a series of regular intergovernmental meetings to discuss countywide issues of mutual concern. In addition, the Villages of Germantown, Newburg, and Slinger and the Town of Richfield acknowledged, through adoption of a resolution, that it is in their best interest to participate in the intergovernmental meetings for the general purpose of accomplishing coordinated, adjusted, and harmonious development within Washington County. The Village of Jackson and Town of Jackson also agreed to participate in intergovernmental meetings. The Village of Newburg, which is located partially in Ozaukee County, partnered with Ozaukee County in applying for a grant to prepare its local comprehensive plan, but also participated in the development of the Washington County plan by serving on the plan Advisory Committee. Local governments that are not full partners, but who have agreed to cooperate in the planning process, are designated as “supporting local governments” on Map 2.

# Map 2

## PLANNING PARTNERS FOR THE WASHINGTON COUNTY MULTI-JURISDICTIONAL COMPREHENSIVE PLAN





## **MULTI-JURISDICTIONAL PARTNERSHIP**

A community workshop was sponsored by the Washington County Planning, Conservation, and Parks Committee on October 15, 2003, to discuss comprehensive planning efforts at the regional, county, and local levels. The concept of preparing a multi-jurisdictional comprehensive plan as a cooperative effort among all interested local governments, Washington County, and SEWRPC was discussed at that meeting as a way to meet the State comprehensive planning requirements in an efficient and cost-effective manner. Local governments interested in working with the County and SEWRPC were asked to notify the County by the end of 2003. Three villages and 10 towns, including the Town of Farmington, indicated a willingness to cooperate with Washington County in preparing a multi-jurisdictional comprehensive plan.

A comprehensive planning workgroup made up of local government representatives, County officials, and County, UW-Extension, and SEWRPC staff was formed to establish a framework for preparation of the multi-jurisdictional comprehensive plan. Through a series of nine monthly meetings held between February and October 2004, the workgroup developed a work program, public participation plan, and an application for a comprehensive planning grant. The workgroup also developed a conflict resolution process for resolving disputes pertaining to the relationship between local plans and the County plan, including future plan amendments, which was approved by the County Board.

In the fall of 2004, the Washington County Board, the Kewaskum Village Board, and the Town Boards of the Towns of Addison, Barton, Erin, Farmington, Germantown, Hartford, Kewaskum, Polk, Trenton, and Wayne each adopted a resolution agreeing to participate in a multi-jurisdictional planning process and agreeing to submit an application to the Wisconsin Department of Administration (DOA) for a comprehensive planning grant to help fund preparation of the plan. A copy of the Town of Farmington resolution is included in Appendix A.

A grant was awarded in March 2005, and a grant agreement between Washington County and the DOA was signed on June 7, 2005. Prior to accepting the grant, Washington County and SEWRPC signed a three-party Cooperative Agreement with the Town of Farmington and with each of the other 10 local government partners. Each Agreement is a formal commitment among the local government, Washington County, and SEWRPC to participate in a coordinated, multi-jurisdictional comprehensive planning effort. The Town of Farmington agreement is available for review at the Town Hall or at the Washington County Planning and Parks Department office.

## **STATUTORY REQUIREMENTS**

Requirements for the development and adoption of a comprehensive plan under the *Wisconsin Statutes* are summarized in this section. All of the requirements were met as part of the Town comprehensive planning process.

### **Nine Elements of the Comprehensive Plan**

This plan contains the following nine elements, which are required by Section 66.1001(2) of the *Statutes*:

1. Issues and opportunities element
2. Land use element
3. Housing element
4. Transportation element
5. Utilities and community facilities element
6. Agricultural, natural, and cultural resources element
7. Economic development element
8. Intergovernmental cooperation element
9. Implementation element

### **Comprehensive Plan and Ordinance Consistency**

Following adoption of this plan by the Town Board, the Town will amend its zoning, subdivision, and official mapping ordinances, as may be necessary, to bring those ordinances into compliance with the comprehensive plan. Under Section 66.1001(3), zoning, subdivision, and official mapping ordinances adopted or enforced by the Town of Farmington must be consistent with the comprehensive plan adopted by the Town Board beginning on January 1, 2010. Recommended changes to the Town zoning and subdivision ordinances are summarized in Chapter XII.

### **Fourteen State of Wisconsin Comprehensive Planning Goals**

The nine plan elements documented in this plan address the 14 planning goals set forth in Section 16.965(4)(b) of the *Wisconsin Statutes*. The 14 planning goals are:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas; including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preservation of cultural, historic, and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local level.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependant and disabled citizens.

### **Public Participation Plan**

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

The multi-jurisdictional comprehensive planning workgroup, with assistance from County and UW-Extension staff, developed a recommended public participation plan for the multi-jurisdictional plan and each local government plan. The public participation plan was adopted by resolution of the Farmington Town Board on October 5, 2004. A copy of the resolution is included in Appendix B. The public participation plan is available for review at the Farmington Town Hall, at the Washington County Planning and Parks Department or Washington County UW-Extension offices, and on the comprehensive planning website ([www.co.washington.wi.us/smartgrowth](http://www.co.washington.wi.us/smartgrowth)).

## **Plan Review and Adoption**

Section 62.23 (the local master planning *Statute*) and Section 66.1001 (the comprehensive planning *Statute*) require that the Town Plan Commission recommend to the Town Board a comprehensive plan or plan amendment prior to Town Board adoption of a plan or plan amendment. The plan commission recommendation must be in the form of a resolution adopted by a majority vote of the entire membership of the commission. The *Statutes* further require that the Town must adopt Village powers in order to establish a Plan Commission. The Town of Farmington adopted Village powers on April 13, 1993, and established a Town Plan Commission on March 20, 1986; both prior to passage of the comprehensive planning law.

Section 66.1001(4) of the *Statutes* requires that a comprehensive plan or plan amendment be adopted by an ordinance enacted by a majority vote of the full membership of the Town Board. The law further requires that all nine elements be adopted simultaneously, and that at least one public hearing be held prior to adopting the plan. The *Statutes* require that an adopted comprehensive plan, or an amendment to a plan, be sent to all governmental units within and adjacent to the Town; Washington County; the DOA; the regional planning commission (SEWRPC); and the public libraries serving the Town (the Kewaskum Public Library and the West Bend Community Memorial Library).

## **RELATIONSHIP BETWEEN COUNTY AND LOCAL COMPREHENSIVE PLANS**

A great deal of discussion took place during the comprehensive planning workgroup meetings in 2004 to determine how the plans developed by cities, villages, and towns would relate to the Washington County comprehensive plan. Sections 59.69(3) and 62.23(2) of the *Wisconsin Statutes* explicitly require the County to “incorporate” into the County plan those comprehensive plans and official maps that have been adopted by a city or village. The DOA has stated at comprehensive planning workshops that county plans need only incorporate city and village plans for the area within city and village limits.<sup>1</sup> Although State law does not require Town comprehensive plans and official maps to be incorporated into the County plan, Washington County incorporated adopted Town plans and maps into the County plan provided the land use element of the town comprehensive plan was in substantial agreement with the objectives, principles, and standards set forth in Chapter IV of the Regional Land Use Plan for Southeastern Wisconsin: 2020, as determined by the Washington County Planning, Conservation and Parks Committee. The Town of Farmington land use element was found to be in substantial agreement with the regional land use plan, and was incorporated into the Washington County Multi-Jurisdictional Comprehensive Plan. The County comprehensive plan was adopted by the Washington County Board on April 15, 2008. Further information is included in the Intergovernmental Cooperation Element Chapter (Chapter XI).

While all local comprehensive plans—cities, villages, and towns—were “incorporated” into the Washington County plan document to the extent practicable, it is recognized that Washington County may choose to disagree with one or more proposals included in a city, village, or town plan, with such disagreements relating to, for example, State mandated shoreland zoning requirements. Every effort was made to discuss and resolve issues between Washington County and the cities, villages, and towns in the County. Where conflicts could not be resolved, they were documented in the intergovernmental cooperation element of the County plan report. Washington County explicitly recognizes that cities, villages, and towns may choose to disagree with a position that the County may take. The County respects the right of the Town of Farmington to adopt and amend a plan that differs from the County plan. Adoption and amendments to the Town of Farmington plan will not require County approval. If the Town of Farmington desires Washington County’s Land Use Plan Map to match a Town Land Use Plan Map amendment, the Town of Farmington must request Washington County to amend the County comprehensive plan. This process is outlined in Chapter XI of this plan.

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<sup>1</sup>As of 2008, the State had not provided any written guidance on whether city and village plans for extraterritorial areas are required to be incorporated into a county comprehensive plan. However, the Washington County Attorney determined that the County’s Planning and Parks Department qualifies as a “regional planning department” under Section 62.23(2) of the Wisconsin Statutes. As such, a city or village master plan cannot include unincorporated parts of the county, including extraterritorial areas, unless the County Board has given permission.

## COMMITTEE STRUCTURE

The Town Plan Commission had the primary responsibility for reviewing this Town comprehensive plan and those aspects of the multi-jurisdictional plan that relate to the Town. Oversight was provided by the Town Board. The members of the Town Plan Commission and the Town Board are listed on the inside front cover of this report.

A draft of the Town comprehensive plan was prepared for review under the guidance of the Town Plan Commission. The Town Board reviewed the draft plan and the recommendations of the Town Plan Commission. Following revisions made by the Town Board, the plan was adopted by an ordinance of the Town Board in accordance with the requirements of Section 66.1001(4) of the *Wisconsin Statutes*.

The Town also participated in the development of the multi-jurisdictional comprehensive plan for Washington County by providing comments on draft plan chapters and other materials and by serving on the advisory committee and three element workgroups established to develop the County plan. Town representatives on the County advisory committee and workgroups are also listed on the inside front cover of this report.

## THE PLANNING AREA

The planning area is composed of the Town of Farmington, which in 2007 encompassed a total of 23,542 acres, or about 37 square miles. The Town is located in the northeast corner of Washington County. It is bordered by the Town of Scott in Sheboygan County on the north; by the Town of Fredonia in Ozaukee County on the east; and by the Town of Trenton on the south and by the Towns of Barton and Kewaskum on the west, all in Washington County.

## REPORT FORMAT

This planning report consists of 12 chapters. A summary of the plan is provided at the beginning of the report. Following this introductory chapter, Chapters II and III present inventory data about Existing Plans and Ordinances: 2007 (II) and Population, Household, and Employment Trends and Projections (III). Chapters IV through XII constitute the town comprehensive plan. Plan element chapters include: Issues and Opportunities (IV); Agricultural, Natural, and Cultural Resources (V); Land Use (VI); Housing (VII), Transportation (VIII); Utilities and Community Facilities (IX); Economic Development (X); Intergovernmental Cooperation (XI); and Implementation (XII).

## BENEFITS OF COMPREHENSIVE PLANNING

In addition to the need to address State planning requirements, there are general positive results of thoughtful comprehensive planning from which the Town of Farmington and other participants in the planning process may benefit, including the following:

- ***Planning Helps Define the Future Character of a Community***  
The physical design, setting, and arrangement of land uses can make it possible for people to carry out their daily lives and activities in an attractive and safe community environment. Land use planning and design can foster a distinctive sense of place. Planning allows a community to identify, preserve, and build upon the defining features of the community.
- ***Planning Helps Protect Natural and Cultural Resources***  
Planning can help protect environmental features like wetlands, woodlands, and stream corridors which provide important public benefits, such as stormwater storage and groundwater recharge areas and recreational opportunities. Such resources would be difficult and expensive to replace if lost or damaged. Planning can also help identify and preserve prime agricultural soils, nonmetallic mining resources, and historic, archaeological, and other important cultural structures and sites.
- ***Planning Can Provide a Rational Basis for Local Decisions***  
Plans provide a factual and objective guide that can be used by public officials and citizens to make informed decisions about land use and development. Planning is a process that can help a community prepare for change rather than react to it.

- ***Planning Can Provide Certainty Regarding Future Development***  
Plans and related maps show landowners and developers the location and type of development desired by the community, which can save them time and money in developing plans for future land uses. Planning can help increase the consistency and fairness of the development review and approval process while protecting the established property interests of existing residents.
- ***Planning Can Save Money***  
Well-planned, orderly, and phased development patterns are less expensive for a community to provide public services and infrastructure than low density and scattered development patterns.
- ***Planning Can Promote Economic Development***  
Planning can provide information about existing businesses and industries and help determine desirable types of new businesses. Planning can also help determine if the existing work force is sufficient to staff particular employment sectors and whether local services and housing are adequate to handle the impacts of new economic development.
- ***Planning Can Promote Public Health***  
Finally, well planned development patterns and transportation options can make recreational, educational, and commercial facilities accessible to pedestrians. The ability to safely walk or bike to these facilities promotes physical health and community interaction.

While planning provides many important public benefits, it is important to recognize that an adopted plan is not an “end result,” but rather provides recommendations for future action. Plan recommendations will be fulfilled over time in generally small, incremental steps. A comprehensive plan provides a foundation and guide for many implementing tools, including the Town zoning ordinance and map, subdivision ordinance, and official mapping ordinance, which are required under State law to be consistent with the comprehensive plan. Other possible implementation tools include capital improvements programming, plans for local parks, and other local ordinances, programs, and policies.

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## **Chapter II**

# **EXISTING PLANS AND ORDINANCES: 2007**

This comprehensive plan is intended to update existing land use-related plans adopted by the Town of Farmington to comply with the comprehensive planning law (Section 66.1001 of the *Wisconsin Statutes*) and to reflect changes that have occurred since earlier Town plans were adopted. This plan is also intended to identify changes to the Town zoning and subdivision ordinance needed to implement the comprehensive plan and to refine and detail the regional land use plan and other areawide plans adopted by SEWRPC and Washington County. Accordingly, an important step in the planning process was a review of the existing framework of areawide and local plans and related land use regulations. This chapter presents a summary of that review. Plans and ordinances described in this chapter summarize those documents as they existed in 2007. Plans summarized in this chapter are an inventory of plans and regulations adopted during or prior to 2007, and should not be confused with the recommendations developed and adopted as part of this comprehensive plan. Comprehensive plan recommendations are set forth in the nine element chapters (Chapters IV through XII).

## **PART 1: AREA-WIDE PLANS**

### **Regional Plans**

For the past 40 years, SEWRPC has used a cooperative, voluntary approach to preparing regional comprehensive plans. That approach envisions a 10-year planning cycle, beginning with each Federal Census of population and housing. During the first several years of each decade, planning efforts at the regional level are focused on updating the comprehensive planning database (new orthophotography, updated census information, travel surveys, updated land use and environmental corridor inventories, and updated information on local plans and zoning regulations). Population, household, and employment projections for a new design year are also prepared. The next phase of activity involves the preparation, documentation, and adoption of updated regional plans, focusing in particular on the regional land use and transportation plans. The regional plans are prepared cooperatively, with the involvement of State agencies, county and local governments, and private sector interests.

The regional plan contains extensive and detailed inventory information relating to existing land use and natural resources; population and employment information and projections; and regional land use, transportation, and other plan elements that provide an areawide, or metropolitan, planning framework for the preparation of county and local comprehensive plans; although there is no requirement that County and local plans conform to regional plans. Plans prepared by SEWRPC are advisory to County and local governments; however, county and local plans often refine and detail the recommendations set forth in the regional plan. The recommendations and implementation actions related to county and local plans are taken into account when the regional comprehensive plan is updated every 10 years. As a result, there is a continuous feedback loop that seeks to fully integrate local, county, and regional planning in Southeastern Wisconsin.

Regional plans affecting the Town of Farmington include:

- The regional land use plan for 2035, adopted in June 2006 (the fifth-generation regional land use plan). The regional land use plan is the building block for all regional plans prepared by SEWRPC. The plan recommends that urban development occur in centralized, compact areas that can be served efficiently by public water, sewer, and other public facilities; that primary environmental corridors be preserved; and that prime agricultural lands outside planned urban service areas be protected. The regional plan recommends that each County identify prime agricultural lands through its Farmland Preservation Plan.
- The regional transportation system plan for 2035, adopted in June 2006 (the fifth-generation regional transportation plan) is intended to provide a vision for, and guide to, transportation system development in the Region. The plan consists of four principal elements: public transit, systems management, bicycle and pedestrian facilities, and arterial streets and highways. Future needs for transit, street and highway, and other transportation improvements identified through the regional transportation planning process are designed to serve the future growth proposed in the regional land use plan.
- The regional natural areas plan, adopted in September 1997, identifies the most significant remaining natural areas, critical species habitats, geological sites, and archaeological sites in the Region, and recommends means for their protection and management. The plan identifies potential sites to be placed in public or private protective ownership, and other sites to be protected, insofar as it is possible, through zoning or other regulatory means without protective ownership. It also recommends that a detailed management plan be prepared and implemented for each site placed under protective ownership. An inventory of natural areas, critical species habitat sites, and geological areas in the Town is included in Chapter V.
- The regional water quality management plan, adopted in 1979, is a guide to achieving clean and healthy surface waters within the seven-county Region. The plan has five elements: a land use element; a point source pollution abatement element; a non-point source pollution abatement element; a sludge management element; and a water quality monitoring element. The plan is currently being updated for the Milwaukee River watershed, which includes the Town. The point source pollution abatement element of the regional water quality management plan is of particular importance to land use planning. That plan element recommends major sewage conveyance and treatment facilities and identifies planned sewer service areas for each of the sewerage systems in Southeastern Wisconsin. Under Wisconsin law, major sewerage system improvements and all sewer service extensions must conform with the regional water quality management plan.
- A regional water supply plan is currently being conducted for the seven-county Region. The plan will include the following major components:
  - Water supply service areas and forecast demand for water use.
  - Recommendations for water conservation efforts to reduce water demand.
  - Evaluation of alternative sources of supply, recommended sources of supply, and recommendations for development of the basic infrastructure required to deliver that supply.
  - Identification of groundwater recharge areas to be protected from incompatible development.
  - Specification of new institutional structures necessary to carry out plan recommendations.
  - Identification of constraints to development levels in subareas of the Region due to water supply sustainability concerns.
- Telecommunications have become increasingly important in the local, national, and global economies. SEWRPC has undertaken a regional telecommunications planning effort to create a better understanding of telecommunications networks and the provision of services such as wireless and wireline telecommunications and high speed, broadband telecommunications throughout the Region. An inventory of wireless telecommunications providers and antennas providing cell phone service in Washington County is included in SEWRPC Planning Report No. 51, *A Wireless Antenna Siting and*



*Related Infrastructure Plan for Southeastern Wisconsin*, published in September 2006. In addition to presenting inventories of both infrastructure and performance for the existing cellular/PCS mobile wireless networks operating in the Region, the plan describes a recommended wireless telecommunications plan for the Region.

The wireless communications plan recommended in Planning Report No. 51 consists of two levels of wireless networks – a wireless backhaul network<sup>1</sup> plan and a community-level wireless access network plan. The plan sets forth an approach to implement both the regional wireless backhaul network and community level wireless network plans. The proposed plan implementation process is intended to influence, rather than replace, existing competitive private sector, market-driven planning in order to promote the public interest within the Region. The Towns of Addison and Wayne worked with SEWRPC to develop and implement community-level wireless access network plans.

A regional broadband access plan, which built upon the wireless telecommunications plan, was completed in 2007.<sup>2</sup> Upon implementation, this plan will support a mix of wireline and wireless networks that will provide fourth generation (4G) video, voice, and data communications services to the entire Region. A central feature of the recommended plan is the potential for cooperative efforts between the public and private sectors in which infrastructure costs are shared between the public safety and commercial networks. Implementation of the recommended plan will require county or multi-county action, although partial implementation can be achieved at the community or multi-community level.

### **Wisconsin Department of Natural Resources Master Plans**

Each property owned by the Wisconsin Department of Natural Resources (DNR) is required to have a "master plan" that establishes the goals and objectives for the property and identifies how the area will be managed and developed. These plans are designed to clearly communicate to the public how the property will "look" and what benefits the area will provide. The DNR has adopted master plans for the Allenton Wildlife Area, the Kettle Moraine State Forest – Northern Unit, the Kettle Moraine State Forest – Loew Lake Unit, and the Theresa Wildlife Area. The master plan for the Northern Unit of the Kettle Moraine State Forest, which is located just west of the Town of Farmington in the Town of Kewaskum, was adopted by the Wisconsin Natural Resources Board in 1991. The major recommendations include additional land acquisitions (6,849 additional acres to a total of 36,391 acres); improvements to timber and vegetation areas; construction and management of recreation facilities (including designating specific trails for mountain bike use and areas for archery hunting); designating State Natural Resource Areas and implementing programs to protect and restore State endangered, threatened, and special concern species; developing, restoring, and maintaining wildlife areas (includes restoring 48 wildlife impoundments/wetlands, and cropping 2 percent of the forest land); lake improvements, and cultural resource management.

A feasibility study on wildlife and farming habitats was conducted on the North Branch Milwaukee River by the DNR. Following approval by the Natural Resources Board in August 2002, the DNR established the North Branch Milwaukee River Wildlife and Farming Heritage Area. The North Branch Milwaukee River Wildlife and Farming Heritage Area project boundary encompasses 19,487 acres. Approximately 9,100 acres of cropland and pasture, 5,900 acres of wetlands, and 700 acres of forest occur within the boundary. The core area of wetlands and agricultural upland near the North Branch of the Milwaukee River makes up 16,549 acres and corridors along the five tributary streams make up an additional 2,938 acres. The project area encompasses river and stream corridors, large wetland complexes, three lakes, and rural/agricultural lands. The entire study area lies within the Milwaukee River basin in northeastern Washington, northwestern Ozaukee, and southwestern Sheboygan counties. A portion of the Heritage Area is located in the Town of Farmington.

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<sup>1</sup>A backhaul network is designed to convey wireless communications data from multiple users in a relatively small service area to a centralized access point. Multiple access points in a larger service area in turn transmit wireless data to a cable Internet connection (gateway) maintained by a local exchange company. Information is also disseminated from the Internet to the access network, then to local users through the backhaul network.

<sup>2</sup>Documented in SEWRPC Planning Report No. 53, A Regional Broadband Telecommunications Plan for Southeastern Wisconsin, October 2007.

In addition to protecting forests and wetlands, one of the primary goals of the project is to help maintain farming as a viable land use in the area. To achieve this goal, the DNR may offer to purchase development rights on farms. This technique allows landowners to sell the value of the right to develop their property while retaining underlying ownership. The DNR has set up a locally-based citizen advisory committee to both guide the purchase of land and development rights in the area as well as advise the DNR on how lands that it does purchase are used and managed. By doing so, DNR hopes to ensure that its actions positively affect farming's future in the North Branch area. The study recommends that a variety of real estate tools be used to protect the natural resources of the 19,487-acre boundary. These include the purchase of development rights, fee simple acquisition, conservation easements, donations, public-private partnership/cost-shared acquisitions, and landowner participation in other state and Federal land conservation programs (i.e., Conservation Reserve, Wildlife Habitat Improvement, and Wetland Reserve programs).

## **PART 2: WASHINGTON COUNTY PLANS AND ORDINANCES**

### **Washington County Land Use-Related Plans**

- ***Washington County Park and Open Space Plan.*** An updated County park and open space plan with a design year of 2020 was adopted by the Washington County Board in March 2004. That plan consists of both an open space preservation element and an outdoor recreation element, intended to, respectively, protect areas containing important natural resources and to provide major parks, areawide trails, and resource-oriented recreational facilities.
- ***Washington County Farmland Preservation Plan.*** Farmland preservation areas in Washington County were identified by the Washington County farmland preservation plan, which was adopted by the Washington County Board in August 1981. That plan defined farmland preservation areas as contiguous blocks of farmland at least 640 acres in size that were relatively uninterrupted by conflicting uses, with at least 50 percent of the soils on each farm meeting Soil Conservation Service (now the USDA Natural Resources Conservation Service (NRCS)) criteria as "Prime Farmland" or "Farmland of Statewide Importance." Generally, prime farmlands are Class I or II soils and farmlands of statewide importance are Class III soils. The plan was amended in 2004 to update farmland preservation areas in the Towns of Hartford and Kewaskum, and to revise advisory guidelines for secondary farmland areas to discourage residential development not associated with farming.

At the time this comprehensive plan was being prepared, the State of Wisconsin was considering changes to the State Farmland Protection Program as part of its "Working Lands Initiative." The Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) launched the Working Lands Initiative in 2005 and established a steering committee to develop a consensus vision on managing Wisconsin's farm and forest lands. The Working Lands Initiative Steering Committee issued a report in August 2006 with a set of recommendations intended to update and expand policies and programs affecting Wisconsin farmlands and forests. The report recommends an update to the Wisconsin Farmland Preservation Program, which would include setting a flat per-acre tax credit for landowners instead of basing the credit on household income; requiring all land in the program to be zoned for exclusive agricultural use; and streamlining the process of applying for the program and claiming the tax credits. Proposed changes to the Farmland Preservation Program were included in the DATCP 2007-09 budget request. The Committee's report also recommends establishing a number of programs, including a Working Lands Enterprise Areas program, a purchase of development rights program, and a beginning farmer/logger program. Any new State laws and regulations resulting from the Working Lands Initiative will likely require a new Farmland Preservation Plan to be prepared by the County.

- ***Farmland and Open Space Preservation Tools.*** In 2004 the Washington County Planning, Conservation, and Parks Committee requested the Planning and Parks Department to study various means of preserving farmland and open space in Washington County. This study's goal was to objectively research and analyze different tools and funding sources that could be used in Washington County for

farmland and open space preservation. The preservation tools described and analyzed represent existing and potential strategies for the protection of farmland and open space within Washington County. Preservation tools are grouped into three categories:

- Regulatory Based Tools – These tools control or define the activities or modifications that a landowner may conduct on his or her land through ordinances.
  - Incentive Based Tools – These tools support or encourage a specific activity or modification that a landowner may conduct on his or her land and, although some of these tools may be incorporated into an ordinance, they are voluntary.
  - Economic Viability Tools – These tools focus on improving/enhancing the economic environment for the agricultural industry.
- ***Land and Water Resources Management Plan.*** An updated land and water resources management plan was adopted by the County Board in December 2005. The plan identifies eight priority issues related to County land and water resources. These issues include development, fertilizer and pesticides, stormwater, animal waste, groundwater, soil sustainability and sedimentation, nonmetallic mining, and waste management. To address these issues the plan identifies the following goals: improve and implement planning strategies that protect/preserve land and water resources; improve and protect surface and ground water through the proper use of fertilizers and pesticides; reduce the quantity and improve the quality of stormwater runoff from developed and developing areas; reduce the human and environmental risks posed by animal waste; protect and improve the quality and quantity of groundwater; protect and enhance the productivity and sustainability of all cropland; reduce sediment delivery into streams, lakes, and wetlands; assure reclamation of mines when operations are terminated; and reduce the human and environmental risks posed by hazardous waste. The plan defines a work plan. The work plan sets forth the objectives and actions that will be carried out in order to achieve the goals associated with each issue and identifies the agency or organization responsible for carrying out the listed action steps.
  - ***Jurisdictional Highway System Plan.*** In 1975 the Washington County Board of Supervisors adopted an initial jurisdictional highway system plan. That plan, with a design year of 1990, was intended to help provide the County with a highway transportation system that would serve and promote a desirable land use pattern in the County, abate traffic congestion, reduce travel time and costs, and reduce accident exposure. The initial plan has been amended periodically to cope with growing traffic demands and adjust the existing highway system to serve changes in traffic patterns taking place within the County, and achieve an equitable distribution of arterial street and highway development and maintenance costs and revenues among the various levels and units of government. The 2035 regional transportation plan, described earlier in this chapter, recommends updates to the current jurisdictional highway system plan for Washington County. Recommendations for the maintenance, improvement, and expansion of arterial streets and highways from the Regional Transportation System Plan were refined in 2007 and 2008 during the preparation of an updated Washington County Jurisdictional Highway System Plan for the year 2035.<sup>3</sup> The updated County jurisdictional highway system plan is described in Chapter VIII.
  - ***A Public Transit Plan for Washington County.*** The current public transit plan for Washington County, adopted in 1996, sets forth the findings and recommendations from a study of transit service needs in Washington County and the means by which those needs might best be met. The primary focus of the plan was to provide transit service for Milwaukee County residents to jobs in Washington County through the establishment of the Washington County Commuter Express Service (described in Chapter VIII). The service has evolved over time to primarily provide traditional work commute trips from Washington County to downtown Milwaukee, Wauwatosa, and West Allis. The transit plan also recommended the establishment of shared-ride taxicab services, which are currently provided by Washington County and the Cities of Hartford and West Bend.

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<sup>3</sup>Documented in *SEWRPC Planning Report No. 23, 2<sup>nd</sup> edition*, A Jurisdictional Highway System Plan for Washington County: 2035, July 2008. The plan was adopted by the Washington County Board on December 9, 2008.

## Washington County Land-Use Related Ordinances

- **County Shoreland and Floodplain Zoning Ordinance.** Under Section 59.692 of the *Wisconsin Statutes* and Chapter NR 115 of the *Wisconsin Administrative Code*, counties are responsible for regulating shoreland areas within unincorporated (town) areas. Shorelands are defined as all lands lying within 1,000 feet of the ordinary high-water mark of navigable lakes, ponds, and flowages; or within 300 feet of the ordinary high-water mark of navigable rivers and streams or to the landward side of the floodplain, whichever distance is greater. The Washington County shoreland, wetland, and floodplain zoning ordinance is set forth in Chapter 23 of the Washington County Code of Ordinances and applies to shorelands, shoreland-wetlands, and floodplains in all towns within the County, including the Town of Farmington.<sup>4</sup>

The shoreland zoning ordinance includes restrictions on uses in wetlands of two acres or more located within the shoreland, and limits the types of uses that can occur within the 100-year floodplain zoning district to prevent damage to structures and property and to protect the floodwater conveyance and storage capacity of floodplains. The ordinance also includes restrictions on the removal of vegetation and filling, grading, and excavating within a shoreland area. Most structures must be set back a minimum of 75 feet from the ordinary high-water mark if adjacent to a Class 3 waterbody, 100 feet if adjacent to a Class 2 waterbody, and 125 feet if adjacent to a Class 1 waterbody, although the setbacks along Class 1 and 2 waterbodies may be reduced to 100 feet and 75 feet, respectively, subject to approval of mitigation measures. Minimum requirements for uses in unincorporated shoreland areas are set forth in Chapter NR 115 of the *Wisconsin Administrative Code*. Minimum floodplain requirements are set forth in Chapter NR 116.

Under Chapter NR 117 of the *Administrative Code*, cities and villages are required to restrict uses in wetlands located in the shoreland area. The provisions of NR 115, which regulate uses in unincorporated portions of the shoreland, apply in cities and villages in shoreland areas annexed to a city or villages after May 7, 1982. The same floodplain regulations set forth in NR 116 for unincorporated areas also apply within cities and villages. Each city and village administers the floodplain regulations within its corporate limits.

- **County Land Division Ordinance.** Washington County adopted a Land Division Ordinance on June 12, 1972 which is updated periodically. The ordinance regulates land divisions in towns that initially or by subsequent divisions create five or more lots of five acres each or less in area within a five-year period. In addition, the Washington County shoreland and floodplain zoning ordinance includes land division regulations for areas located in the shoreland area. As required by Chapter NR 115 of the *Wisconsin Administrative Code*, the ordinance regulates land divisions in the shoreland area that create three or more lots of five acres or less within a five-year period.
- **County Nonmetallic Mining Reclamation Ordinance.** The Washington County nonmetallic mining reclamation ordinance (Chapter 18 of the County Code of Ordinances) was established to ensure the effective reclamation of nonmetallic mining sites in Washington County in compliance with Chapter NR 135 of the *Wisconsin Administrative Code* and Chapter 295 of the *Wisconsin Statutes*. The requirements of the ordinance apply to all operators of nonmetallic mining sites within Washington County operating or commencing operation after August 1, 2001, except for nonmetallic mining sites located in a city, village, or town that has adopted a local mining reclamation ordinance that meets State requirements, in which case the local ordinance requirements apply. The Town of Farmington had adopted and administered its own nonmetallic mining reclamation ordinance, which the Town Board voted to repeal on December 4, 2007. The Town is now regulated by the County nonmetallic mining ordinance. Washington County is responsible for the review and approval of reclamation plans for nonmetallic mines in the Town in accordance with County ordinance requirements.

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<sup>4</sup>Shoreland zoning maps are available for review at the office of the Washington County Planning and Parks Department.

The County ordinance requires that a reclamation plan be prepared and submitted for approval by the Land and Water Conservation Division of the Planning and Parks Department. The ordinance includes minimum standards for surface water and wetland protection, groundwater protection, topsoil management, final grading and slopes, topsoil redistribution for reclamation, and re-vegetation and site stabilization, and also sets forth the criteria for assessing completion of successful site reclamation, intermittent mining, and maintenance.

### **PART 3: TOWN LAND USE-RELATED PLANS AND ORDINANCES**

#### **Town of Farmington Land Use Plan**

The Town Board approved a planned land use map in October 2005, which updated the Town plan adopted in 1996. The map depicts “Hamlet Growth Areas” around the three hamlets of Boltonville, Fillmore, and St. Michaels, which would accommodate new residential lots of 1.5 acres. The map also designates “Country Estates Growth Areas” adjacent to existing subdivisions intended to accommodate new residential development on lots of three acres. A future commercial area is designated at the intersection of STH 144 and CTH A, and extends east from the intersection on the north side of CTH A for one mile. A 40-acre future industrial site is designated along STH 144 at the north Town line. The remainder of the Town is designated for agricultural and open space uses.

This comprehensive plan revises and replaces the Town land use plan to meet State comprehensive planning requirements.

#### **Stormwater Management and Erosion Control Ordinance**

The Town of Farmington has adopted a Town erosion control and stormwater management ordinance that applies to all lands within the jurisdictional boundaries of the Town. The Town has entered an intergovernmental agreement with the County for administration of the ordinance by the County. Under this ordinance, operators of all construction sites that meet the listed applicability provisions are required to submit erosion control and stormwater management plans to the County for approval. All applicable sites must meet the requirements listed in the ordinance, except for sites meeting at least one of the criteria for exemption listed in the ordinance.

The Town ordinance sets forth requirements for land development and land disturbing activities aimed to minimize sedimentation, water pollution, flooding, and related property and environmental damage caused by soil erosion and uncontrolled stormwater runoff during and after construction, in order to diminish the threats to public health, safety, welfare, and natural resources of the Town.

#### **Zoning and Subdivision Regulations**

Good community development depends not only on quality planning at all levels of government, but on practical implementation measures. Land use and development regulations affect the type of uses allowed, as well as the detailed design and site layout of proposed developments. The following presents a summary of zoning and subdivision regulations adopted by the Town as of 2007.

#### ***Town of Farmington Zoning Ordinance***

A zoning ordinance is a public law that regulates and restricts the use of property in the public interest. The primary function of zoning should be to implement an adopted master or comprehensive plan. Indeed, Section 66.1001(3) of the *Wisconsin Statutes* requires that zoning, land divisions, and official mapping decisions made by local and county governments be consistent with local and county comprehensive plans, respectively, as of January 1, 2010.

A zoning ordinance divides a community into districts for the purpose of regulating the use of land and structures; the height, size, shape, and placement of structures; and the density of housing. A zoning ordinance typically consists of two parts: a text setting forth regulations that apply to each of the various zoning districts, together with related procedural and administrative requirements; and a map delineating the boundaries of zoning districts.

The Farmington Town Board adopted an updated zoning ordinance in October 2005. Zoning within the Town consists of five basic zoning districts and one overlay district. Table 1 presents a summary of district regulations included in the zoning ordinance.

Washington County enforces shoreland and floodplain zoning regulations in shoreland areas in the Town of Farmington. The County shoreland and floodplain zoning ordinance is described in Part 2 of this chapter.

### ***City of West Bend Municipal Airport Height Restrictions***

Chapter 19 of the *City of West Bend Municipal Code* places height restrictions on structures or trees on lands surrounding the West Bend Municipal Airport to prevent obstruction of the air space required for flights taking off and landing at the airport. Objects within one-half mile of the airport boundary must be no more than 35 feet in height, objects within the area beginning one-half mile from the airport boundary and extending to one mile from the airport boundary must be no more than 50 feet in height, and objects within the area beginning one mile from the airport boundary and extending to three miles from the airport boundary must be no more than 100 feet in height. The height limitations affect portions of the Town of Farmington.

### ***Extraterritorial Zoning Regulations***

The *Wisconsin Statutes* authorize cities and villages to adopt extraterritorial zoning regulations for adjacent unincorporated areas, in cooperation with the adjacent town, within three miles of a city of the first, second, or third class, and within 1.5 miles of a city of the fourth class or villages. The City of West Bend is a third-class city, and is therefore entitled by the *Statutes* to exercise extraterritorial zoning authority up to three miles outside city boundaries, if agreed to by the Town. A summary of the process set forth in the *Statutes* for enacting an extraterritorial zoning ordinance and other land-use related extraterritorial authorities granted to cities and villages is provided in Appendix C. A city or village can initiate preparation of an extraterritorial zoning ordinance and map at any time. Initiation of the extraterritorial zoning ordinance freezes existing zoning in the extraterritorial (town) area for two years, while the city or village and affected town jointly develop an extraterritorial zoning ordinance and map. A joint committee is formed to develop the ordinance. The time period can be extended for one additional year at the end of the two-year period. The southwestern portion of the Town is within the City of West Bend's extraterritorial area and a small area in the southeastern portion of the Town is within the Village of Newburg's extraterritorial area. Neither the City or the Village exercises extraterritorial zoning in the Town.

### ***Land Division Regulations***

A land division ordinance is a public law that regulates the division of land into smaller parcels. Land division ordinances provide for appropriate public oversight of the creation of new parcels and help ensure that new development is appropriately located; lot size minimums specified in zoning ordinances are observed; street rights-of-way are appropriately dedicated or reserved; access to arterial streets and highways is limited in order to preserve the traffic-carrying capacity and safety of such facilities; adequate land for stormwater management, parks, drainageways, and other open spaces is appropriately located and preserved; street, block, and lot layouts are appropriate; and adequate public improvements are provided. Land division ordinances can be enacted by cities, villages, towns, and counties, with the latter's approval authority applying only in unincorporated (town) areas and limited objecting authority applying within cities and villages. Cities and villages also have extraterritorial plat approval jurisdiction over subdivisions proposed in town areas near their corporate boundaries.

Chapter 236 of the *Wisconsin Statutes* sets forth general requirements governing the subdivision of land, including, among others, surveying and monumenting requirements, necessary approvals, recording procedures, and requirements for amending or changing subdivision maps. The *Statutes* also grant authority to county and local governments to review subdivision maps, commonly referred to as plats, with respect to local plans and ordinances. Section 236.45 authorizes county and local governments to adopt their own land division ordinances, which may be more restrictive than State requirements. Washington County has adopted a County land division ordinance, which is summarized in Part 2 of this chapter.

Table 1

## TOWN OF FARMINGTON ZONING ORDINANCE SUMMARY OF DISTRICT REGULATIONS

District	Examples of Principal Uses	Examples of Conditional Uses	Minimum Lot Size	Minimum / Maximum Floor Area (square feet)
RD Residential District	Single-family dwellings, manufactured single-family dwellings, public parks and playgrounds, community living arrangements serving eight or fewer persons, and home occupations	Two-family dwellings, community living arrangements serving more than eight persons, bed and breakfast inns, schools and public buildings, public utility structures, churches, accessory apartments, and day care facilities	40,000 square feet for parcels created prior to ordinance adoption; 1.5 acres after adoption	1,200 minimum for one-story; 1,400 minimum for two-story, 800 first floor
CE Country Estate Residential District	Single-family dwellings, manufactured homes, community living arrangements serving eight or fewer persons, and home occupations	Utility substations, solar collectors, community living arrangements serving more than eight persons, bed and breakfast inns, PUDs, day care facilities, and accessory apartments	3 acres	1,200 minimum for one-story; 1,400 minimum for two-story, 800 first floor; 1,400 minimum for bi-level; 1,400 minimum for tri-level with 1,200 minimum living area on two levels and balance on third level
AG Agricultural District	Dairying, grazing, crop farming, commercial feedlots under 900 head, orchards, roadside produce stands, single-family dwellings, churches and schools, and public parks	Agricultural supporting services, bed and breakfast establishments, kennels, home industry businesses, livestock operations over 900 head, storage and sale of feed and fertilizer, and two-family dwellings	40,000 square feet for parcels created prior to ordinance adoption and used for single-family dwellings; 5 acres after adoption	1,200 minimum for one-story; 1,400 minimum for two-story, 800 first floor; 1,400 minimum for bi-level; 1,400 minimum for tri-level with 1,200 minimum living area on two levels and balance on third level; 20 percent maximum building coverage of lot
CD Commercial District	Banks and financial institutions, department stores, grocery stores and other retail, law offices, feed mills, theaters, restaurants, office buildings, single-family dwellings, and governmental offices	Automobile sales and rental establishments, automobile parts and service, gasoline service stations, kennels, and motels and hotels	40,000 square feet for parcels created prior to ordinance adoption; 1.5 acres after adoption	1,200 minimum for commercial use and one-story residential use; 1,400 minimum for multi-story structures
ID Industrial District	Warehouses and all CD permitted uses, except churches, schools, and residential uses	Manufacturing, wholesale establishments and warehouses, light industry and service uses, public facilities and uses, agriculture related industry and service uses, and quarrying	40,000 square feet for parcels created prior to ordinance adoption; 1.5 acres after adoption	20 percent maximum building coverage of lot
PUD Planned Unit Development Overlay District	As determined by the Town Board and Plan Commission	As determined by the Town Board and Plan Commission	2 acres	N/A

Note: This table is a summary and should not be used as a guide to answer zoning-related questions. Refer to the Town of Farmington zoning ordinance and map for specific zoning information.

Source: Town of Farmington Zoning Ordinance, adopted October 2005, and SEWRPC.



The Town of Farmington adopted an updated land division ordinance in July 2004. The ordinance was then revised in October 2005. Under Chapter 236, local governments are required to review and take action on plats for subdivisions. Subdivisions are defined in the *Statutes* as “a division of a lot, parcel, or tract of land by the owner thereof or the owner’s agent for purpose of sale or of building development, where the act of division creates five or more parcels or building sites of 1.5 acres each or less in area; or five or more parcels or building sites of 1.5 acres each or less in area are created by successive divisions within a period of five years.” Local subdivision ordinances may be broader in scope and require review and approval of land divisions in addition to those meeting the statutory definition of a “subdivision,” which is the case in the Town.

The Town of Farmington land division ordinance applies to all lands within the Town. A subdivision is defined as a land division that creates five or more parcels or building sites of 10 acres each or less in area or where five or more parcels or building sites of 10 acres each or less created by successive divisions within a five-year period.

### ***Extraterritorial Plat Authority***

Under Section 236.10 of the *Statutes*, a city or village may review, and approve or reject, subdivision plats located within its extraterritorial area if the city or village has adopted a subdivision ordinance or an official map. Section 236.02 of the *Statutes* defines the extraterritorial plat review jurisdiction as the unincorporated area within three miles of the corporate limits of a city of the first, second, or third class, or within 1.5 miles of the corporate limits of a city of the fourth class or a village. In accordance with Section 66.0105 of the *Statutes*, in situations where the extraterritorial plat approval jurisdiction of two or more cities or villages would otherwise overlap, the extraterritorial jurisdiction between the municipalities is divided on a line, all points of which are equidistant from the boundaries of each municipality concerned, so that no more than one city or village exercises extraterritorial jurisdiction over any unincorporated area. The extraterritorial area changes whenever a city or village annexes land, unless the city or village has established a permanent extraterritorial area through a resolution of the common council or village board or through an agreement with a neighboring city or village. A municipality may also waive its right to approve plats within any portion of its extraterritorial area by adopting a resolution that describes or maps the area in which it will review plats, as provided in Section 236.10(5) of the *Statutes*. The resolution must be recorded with the County register of deeds.

### **Official Mapping Ordinances**

Section 62.23(6) of the *Wisconsin Statutes* allows the Common Council of any City to establish an official map for the precise identification of right-of-way lines and boundaries of streets, highways, waterways,<sup>5</sup> and parkways and the location and extent of railroad rights-of-way, public transit facilities, parks, and playgrounds. An official map is intended to be used as a precise planning tool for implementing master and comprehensive plans and for insuring the availability of land for the above features.

Section 61.35 of the *Statutes* applies the authority provided cities under Section 62.23 to develop an official map to villages. A town may prepare and adopt an official map if it has adopted village powers. The clerk of any local government that adopts an official map by ordinance or resolution must record a certificate showing that the local government has established an official map with the Washington County register of deeds.

One of the basic purposes of the official map is to discourage the construction of structures and their associated improvements on land that has been designated for future public use. Local government subdivision ordinances can also require land shown on the official map to be dedicated for street, park, or other public use at the time land is subdivided. The official map is a plan implementation device that operates on a communitywide basis in advance of land development and can thereby effectively assure the integrated development of the street and highway system, and unlike subdivision control, which operates on a plat-by-plat basis, the official map can operate over the entire community in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans in that it serves legal notice of the government’s intention well in advance of any actual improvements.

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<sup>5</sup>*Waterways may be placed on the map only if included within a comprehensive surface water drainage plan.*



The Town of Farmington has not adopted an official map and is not required to do so.<sup>6</sup>

## SUMMARY

Southeastern Wisconsin, Washington County, and Washington County's communities have a rich history of planning. Numerous plans have been developed at the regional level including a regional land use plan, transportation system plan, natural areas plan, a water quality management plan, and a telecommunications plan. Preparation of a regional water supply plan is underway. Plans developed at the County level include a farmland preservation plan, County park and open space plan, land and water resources management plan, jurisdictional highway system plan, and a public transit plan.

The Town of Farmington adopted a land use plan map in October 2005, which updates the plan adopted in 1996. The Town land use plan has also been updated by this comprehensive plan. The Town adopted an updated zoning ordinance in October 2005, and adopted an updated land division ordinance in July 2004. The land division ordinance was later revised in October 2005.

The comprehensive planning law requires that zoning, subdivision, and official mapping ordinances be consistent with a governmental unit's comprehensive plan as of January 1, 2010. As of that date, the Town's zoning and subdivision ordinances must be consistent with the comprehensive plan adopted by the Town Board. The Implementation Element (Chapter XII) identifies modifications to existing ordinances needed to implement the comprehensive plan presented in this report.

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<sup>6</sup>An official map under Section 62.23(6) of the Statutes is not the same as a zoning map, which is often mistakenly referred to as an "official map."

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## **Chapter III**

# **POPULATION, HOUSEHOLD, AND EMPLOYMENT TRENDS AND PROJECTIONS**

### **PART 1: EXISTING POPULATION, HOUSEHOLD, AND EMPLOYMENT LEVELS**

Information on the size, characteristics, and distribution of population, household, and employment levels in Washington County and in the Town of Farmington assists in preparing projections that will anticipate changes in these factors over time, which is essential to the comprehensive planning process. Many of the planning recommendations set forth in the following chapters of this report are directly related to the existing and probable future population, household, and employment levels in the Town. Part 1 of this chapter provides information on existing and historical population, household, and employment levels. Population and household projections for the year 2035, which were used to design the plan presented later in this report, are presented in Part 2 of this chapter. Employment projections are presented in Chapter X.

Much of the historical demographic data in this chapter is from the U.S. Bureau of the Census. Census data are collected every 10 years and are derived from both short and long form questionnaires. The short form is sent to every household and provides a complete count of all persons, and certain selected characteristics of all persons, living in the United States. Data tabulations derived from the short form are referenced as Summary File 1 Data. The long form is sent to one of every six households. Data tabulations derived from the long form are referenced as Summary File 3 Data. Data from Summary File 1 are more reliable than data from Summary File 3, due to sampling-related errors present in the Summary File 3 tabulations; however, Summary File 3 includes a wider range of population, housing, and income characteristics and, in some cases, is the only source available for certain information. If available, Summary File 1 data were used to prepare this chapter. Data relating to education, housing, and income are from Summary File 3.

## **POPULATION**

### **Population Trends**

Washington County has experienced an increase in population in each decade since 1890. Between 1940 and 1980 the County experienced a rapid rate of increase in population, followed by a growth rate of about 12 percent between 1980 and 1990 and by about 23 percent between 1990 and 2000. The County had 117,493 residents in 2000. The County population is expected to increase to 157,265 persons, an increase of about 34 percent, between 2000 and 2035.

Population changes in Washington County communities between 1980 and 2000, and 2005 population estimates from the Wisconsin Department of Administration (DOA), are set forth in Table 2. Between 1990 and 2000, about 29 percent of the County's population growth occurred in cities, about 28 percent occurred in towns, and about 43 percent occurred in villages. In 2000, about 33 percent of the County's population lived in cities, about 40 percent lived in towns, and about 27 percent lived in villages.

Table 2

## POPULATION TRENDS IN WASHINGTON COUNTY COMMUNITIES: 1980-2005

Community	Year				Change 1990-2000	
	1980	1990	2000	2005 <sup>a</sup>	Number	Percent
<b>Towns</b>						
Addison .....	2,834	3,051	3,341	3,546	290	9.5
Barton.....	2,493	2,586	2,546	2,616	-40	-1.5
Erin.....	2,455	2,817	3,664	3,879	847	30.1
Farmington .....	2,386	2,523	3,239	3,497	716	28.4
Germantown.....	267	258	278	269	20	7.8
Hartford .....	3,269	3,243	4,031	4,016	788	24.3
Jackson .....	3,180	3,172	3,516	3,767	344	10.8
Kewaskum.....	1,243	1,139	1,119	1,141	-20	-1.8
Polk .....	3,486	3,540	3,938	3,988	398	11.2
Richfield .....	8,390	8,993	10,373	11,336	1,380	15.3
Trenton .....	3,914	3,967	4,440	4,677	473	11.9
Wayne.....	1,471	1,374	1,727	1,932	353	25.7
West Bend.....	3,588	4,165	4,834	4,856	669	16.1
<b>Villages</b>						
Germantown.....	10,729	13,658	18,260	19,189	4,602	33.7
Jackson .....	1,817	2,486	4,938	5,884	2,452	98.6
Kewaskum.....	2,381	2,514	3,277	3,689	763	30.4
Newburg <sup>b</sup> .....	783	958	1,119	1,162	161	16.8
Slinger.....	1,612	2,340	3,901	4,243	1,561	66.7
<b>Cities</b>						
Hartford <sup>c</sup> .....	7,159	8,188	10,905	12,728	2,717	33.2
West Bend.....	21,484	24,470	28,152	29,612	3,682	15.0
Washington County <sup>d</sup>	84,848	95,328	117,496	125,940	22,168	23.2

<sup>a</sup>The 2005 population levels are estimates by the Wisconsin Department of Administration. All other years are from the U.S. Census.

<sup>b</sup>Includes that portion of the Village of Newburg located in Ozaukee County. There were 92 Newburg residents in Ozaukee County in 2000.

<sup>c</sup>Includes that portion of the City of Hartford located in Dodge County. There were 10 Hartford residents in Dodge County in 2000.

<sup>d</sup>Includes Washington County only.

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

The Town of Erin experienced the largest percentage increase in population, about 30 percent, of the 13 towns in the County between 1990 and 2000. The Town of Farmington's population increased by about 28 percent between 1990 and 2000; and the Towns of Hartford and Wayne experienced percentage increases in population ranging between 24 and 26 percent. The Town of Richfield experienced the largest gain in the number of new residents; increasing by 1,380 persons, or by about 15 percent.

Historical population levels in the Town of Farmington from 1860 to 2000 are set forth in Table 3. The Town's population declined from 1,718 residents in 1860 to 1,193 in 1920. Between 1920 and 1950 the population increased to 1,320 residents. The Town's population increased in each of the decades between 1950 and 1990 reaching a level of 2,523 residents in 1990, including an increase of 652 residents, or about 38 percent, between 1970 and 1980. The Town's population growth continued between 1990 and 2000, with an increase of 716 residents, or about 28 percent, during the decade, reaching a level of 3,239 residents in 2000. The 2005 DOA population estimate for the Town is 3,497, an increase of 258 residents from 2000.<sup>1</sup>

<sup>1</sup>The January 1, 2007 DOA population estimate for the Town of Farmington was 3,551 residents.

**Table 3**  
**HISTORIC POPULATION LEVELS IN THE**  
**TOWN OF FARMINGTON: 1860-2000**

Year	Population	Change From Preceding Census	
		Number	Percent
1860	1,718	--	--
1870	1,885	167	9.7
1880	1,770	-115	-6.1
1890	1,501	-269	-15.2
1900	1,461	-40	-2.6
1910	1,263	-198	-13.5
1920	1,193	-70	-5.5
1930	1,247	54	4.5
1940	1,251	4	0.4
1950	1,320	59	4.7
1960	1,433	113	8.5
1970	1,734	301	21.0
1980	2,386	652	37.6
1990	2,523	137	5.7
2000	3,239	716	28.4

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

**Table 4**  
**POPULATION BY AGE GROUP AND MEDIAN AGE IN THE**  
**TOWN OF FARMINGTON AND WASHINGTON COUNTY: 2000**

Age Group	Town of Farmington		Washington County	
	Number	Percent	Number	Percent
Under 5 .....	188	5.8	7,970	6.8
5 through 19 .....	778	24.0	26,146	22.3
20 through 64 .....	1,998	61.7	70,165	59.7
65 and Older.....	275	8.5	13,212	11.2
Total	3,239	100.0	117,493	100.0
Median Age .....	37.6	--	36.6	--

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

**Table 5**  
**RACIAL COMPOSITION OF RESIDENTS IN THE**  
**TOWN OF FARMINGTON AND WASHINGTON COUNTY: 2000**

Race <sup>a</sup>	Town of Farmington		Washington County	
	Number	Percent	Number	Percent
White Alone.....	3,212	99.2	114,781	97.7
Black or African American Alone .....	3	0.1	465	0.4
American Indian and Alaska Native Alone .....	7	0.2	296	0.3
Asian Alone.....	3	0.1	674	0.6
Native Hawaiian and Other Pacific Islander Alone .....	1	-- <sup>b</sup>	35	-- <sup>b</sup>
Some Other Race Alone .....	--	--	474	0.4
Two Or More Races .....	13	0.4	771	0.6
Total	3,239	100.0	117,496	100.0

<sup>a</sup>The Federal government does not consider Hispanic origin to be a race, but rather an ethnic group.

<sup>b</sup>Less than 0.05 percent.

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

## Age Distribution

The age distribution of the population has important implications for planning and for the formation of public policies in the areas of education, health, housing, transportation, and economic development. In 2000, about 29 percent of the County population was under the age of 20; about 60 percent was between the ages of 20 and 64; and about 11 percent was age 65 and older. Over the planning period, the number and percentage of County residents in the age 65 and older category is expected to increase dramatically in both numbers (an increase of 25,113 persons) and percentage of the population (an increase to about 24 percent of the County's population).

Age distribution in the Town of Farmington and in Washington County in 2000 is set forth in Table 4. In the Town of Farmington in 2000, children less than five years old numbered 188, or about 6 percent of the Town population, while children in the age group five through 19, inclusive, numbered 778, or about 24 percent of the population. Adults in the age group 20 through 64, inclusive, numbered 1,998, or about 62 percent of the Town population, and persons age 65 and older numbered 275, or about 9 percent of the population. The percentage distribution of the population by age group in the Town was higher than that in the County as a whole for the five through 19 and the 20 through 64 age groups; however, the percentage distribution of the population by age group in the Town was lower than that in the County for the under five and 65 and older age groups. The median age in the Town of Farmington in 2000 was 38 years, compared to a median age of 37 years in the County.

## Racial Composition

Racial composition in the Town of Farmington and in Washington County is set forth in Table 5. The Town has a relatively homogeneous population. More than 99 percent of the population, or 3,212 of the total 3,239 residents in 2000, were white. The percentage of whites in the Town was about equal to that in the County in 2000, but was higher than in the Region, where about 79 percent of the residents were white, and in the State of Wisconsin, where about 89 percent of the residents were white.

## Educational Attainment

The level of educational attainment is one indicator of earning potential, which, in turn, influences such

important choices as location, type, and size of housing. Educational attainment is also an indicator of the type of occupations the County workforce is most suited to fill. This information is useful for formulating strategies to retain and expand existing businesses in the County and to attract new businesses to the County over the planning period.

The educational attainment of residents at least 25 years of age for the County and each local government in 2000 is set forth in Table 6. In 2000, nearly 89 percent of County residents, and about 88 percent of Town of Farmington residents, at least 25 years of age, had attained a high school or higher level of education. These levels are higher than the educational attainment of the overall population of the seven-county Southeastern Wisconsin Region, where 84 percent of the population 25 years of age and older had attained this level of education as of 2000.

Nearly 54 percent of the population 25 years of age and older in Washington County, and the same percentage of residents of the seven-county region, and nearly 45 percent of Town of Farmington residents age 25 and older, had attended some college or earned either an associate, bachelor, or graduate degree. This level of education suggests that residents of the Town, and the County as a whole, are well suited for skilled employment such as management, professional, business, and financial occupations and skilled and high tech production positions. This factor is examined in greater detail in the Economic Development Element of this report (Chapter X).

## **HOUSEHOLDS**

### **Household Trends**

The number of households, or occupied housing units, is important to land use and public facility planning. Households directly influence the demand for urban land as well as the demand for transportation and other public facilities and services, such as public sewer, water, and parks. A household includes all persons who occupy a housing unit, which is defined by the Census Bureau as a house, apartment, mobile home, a group of rooms, or a single room that is occupied, or intended to be occupied, as separate living quarters.

The number of households and the average household size in Washington County and in each local government for 1980, 1990, and 2000 are set forth in Table 7. There were 43,842 households in Washington County in 2000, with an average household size of 2.65 persons, compared to an average household size of 2.52 persons in the Region. There were 1,116 households in the Town of Farmington, with an average household size of 2.90 persons. The average household size (the number of people living in each housing unit) is generally higher in areas where the predominant type of housing is single-family homes, as is the case in the Town of Farmington, rather than in areas with a mix of single-family and multi-family housing.

As further shown in Table 7, the number of households has, with few exceptions, increased in each local government and in the County in each decade. While the number of households has generally increased, the average number of persons per household has decreased in each local government and in the County between 1980 and 1990 and again between 1990 and 2000. This trend has occurred throughout Wisconsin, and reflects the fact that family sizes (average number of children per family) have decreased and that unmarried persons have increasingly tended to establish their own households rather than to live with family.

### **Household Income<sup>2</sup>**

The 1999 annual household incomes in Washington County and each local government are set forth in Table 8. The 1999 annual median income of all households in the County was \$57,033. The annual median household income in the Town of Farmington in 1999 was \$61,677, which was \$4,644, or about 8 percent, higher than the

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<sup>2</sup>Households include persons who live alone; unrelated persons who live together, such as college roommates; and families. Persons not living in households are classified as living in group quarters, such as hospitals for the chronically ill, homes for the aged, correctional institutions, and college dormitories.

Table 6

**EDUCATIONAL ATTAINMENT OF PERSONS AGE 25 YEARS  
AND OLDER IN WASHINGTON COUNTY COMMUNITIES: 2000**

Community	Less Than 9 <sup>th</sup> Grade		9 <sup>th</sup> to 12 <sup>th</sup> Grade No Diploma		High School Graduate	
	Persons	Percent of Total	Persons	Percent of Total	Persons	Percent of Total
<b>Towns</b>						
Addison.....	152	7.1	158	7.4	841	39.4
Barton .....	61	3.6	158	9.3	619	36.6
Erin .....	40	1.6	114	4.5	892	35.4
Farmington.....	109	5.1	148	6.9	926	43.3
Germantown .....	2	1.1	12	6.4	58	30.9
Hartford.....	104	4.0	128	4.9	961	36.6
Jackson .....	130	5.3	97	3.9	852	34.5
Kewaskum .....	63	8.1	50	6.4	343	43.9
Polk.....	30	1.2	123	5.0	1,000	40.2
Richfield.....	112	1.6	435	6.2	2,397	34.4
Trenton .....	176	5.9	246	8.3	1,195	40.1
Wayne .....	63	5.5	84	7.3	513	44.9
West Bend .....	180	5.2	244	7.0	956	27.4
<b>Villages</b>						
Germantown .....	301	2.5	714	5.8	3,515	28.8
Jackson .....	57	1.8	257	8.1	1,087	34.4
Kewaskum .....	154	7.5	173	8.4	848	41.4
Newburg <sup>a</sup> .....	25	3.6	51	7.3	269	38.6
Slinger .....	165	6.0	121	4.4	1,247	45.7
<b>Cities</b>						
Hartford <sup>b</sup> .....	473	6.8	566	8.1	2,559	36.7
West Bend .....	990	5.4	1,481	8.1	6,252	34.1
Washington County <sup>c</sup>	3,382	4.4	5,356	6.9	27,308	35.1

Community	Some College or Associates Degree		Bachelor or Graduate Degree		Total Persons Age 25 and Older	
	Persons	Percent of Total	Persons	Percent of Total	Persons	Percent of Total
<b>Towns</b>						
Addison.....	771	36.0	217	10.1	2,139	100.0
Barton .....	598	35.4	256	15.1	1,692	100.0
Erin .....	738	29.2	739	29.3	2,523	100.0
Farmington.....	629	29.4	328	15.3	2,140	100.0
Germantown .....	55	29.2	61	32.4	188	100.0
Hartford.....	1,031	39.3	399	15.2	2,623	100.0
Jackson .....	811	32.9	578	23.4	2,468	100.0
Kewaskum .....	222	28.5	103	13.1	781	100.0
Polk.....	772	31.0	562	22.6	2,487	100.0
Richfield.....	2,300	33.0	1,734	24.8	6,978	100.0
Trenton .....	804	27.0	558	18.7	2,979	100.0
Wayne .....	324	28.4	159	13.9	1,143	100.0
West Bend .....	1,102	31.5	1,011	28.9	3,493	100.0
<b>Villages</b>						
Germantown .....	4,081	33.5	3,585	29.4	12,196	100.0
Jackson .....	1,029	32.6	731	23.1	3,161	100.0
Kewaskum .....	558	27.2	315	15.5	2,048	100.0
Newburg <sup>a</sup> .....	244	35.1	107	15.4	696	100.0
Slinger .....	683	25.0	516	18.9	2,732	100.0
<b>Cities</b>						
Hartford <sup>b</sup> .....	2,306	33.0	1,077	15.4	6,981	100.0
West Bend .....	5,574	30.4	4,023	22.0	18,320	100.0
Washington County <sup>c</sup>	24,606	31.7	17,057	21.9	77,709	100.0

<sup>a</sup>Includes that portion of the Village of Newburg located in Ozaukee County.

<sup>b</sup>Includes that portion of the City of Hartford located in Dodge County.

<sup>c</sup>Includes Washington County only.

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

Table 7

**NUMBER OF HOUSEHOLDS AND AVERAGE HOUSEHOLD SIZE  
FOR WASHINGTON COUNTY COMMUNITIES: 1980-2000**

Community	1980			1990			2000		
	Number of Households	Percent of County Households	Average Household Size	Number of Households	Percent of County Households	Average Household Size	Number of Households	Percent of County Households	Average Household Size
<b>Towns</b>									
Addison.....	796	3.0	3.56	943	2.9	3.22	1,149	2.6	2.90
Barton.....	703	2.6	3.55	821	2.5	3.21	896	2.0	2.84
Erin.....	718	2.7	3.39	911	2.8	3.07	1,287	2.9	2.83
Farmington.....	677	2.5	3.52	789	2.4	3.20	1,116	2.5	2.90
Germantown.....	75	0.3	3.56	81	0.3	3.19	89	0.2	3.12
Hartford.....	988	3.3	3.31	1,105	3.3	2.93	1,397	3.2	2.88
Jackson.....	915	2.5	3.48	995	3.0	3.19	1,201	2.7	2.93
Kewaskum.....	366	1.4	3.40	356	1.0	3.19	394	0.9	2.84
Polk.....	1,057	4.0	3.28	1,136	3.4	3.10	1,352	3.1	2.89
Richfield.....	2,384	8.9	3.52	2,839	8.6	3.17	3,614	8.2	2.87
Trenton.....	1,112	4.2	3.52	1,236	3.7	3.25	1,520	3.5	2.91
Wayne.....	409	1.5	3.60	418	1.3	3.29	582	1.3	2.97
West Bend.....	1,033	3.9	3.10	1,629	5.0	2.56	1,611	3.7	2.74
<b>Villages</b>									
Germantown.....	3,428	3.1	3.13	4,931	15.0	2.77	6,904	15.8	2.63
Jackson.....	672	2.7	2.70	953	2.9	2.60	1,949	4.4	2.53
Kewaskum.....	787	2.9	3.00	925	2.8	2.72	1,212	2.8	2.64
Newburg <sup>a</sup> .....	226	0.8	3.04	290	0.9	2.94	398	0.8	2.80
Slinger.....	526	2.0	3.05	882	2.7	2.62	1,562	3.6	2.46
<b>Cities</b>									
Hartford <sup>b</sup> .....	2,550	9.5	2.75	3,051	9.2	2.64	4,279	9.8	2.51
West Bend.....	7,293	2.9	2.90	8,686	26.3	2.71	11,375	26.0	2.44
Washington County <sup>c</sup>	26,715	100.0	3.14	32,977	100.0	2.86	43,842	100.0	2.65

<sup>a</sup>Includes that portion of the Village of Newburg located in Ozaukee County. There were 226 households in Washington County in 1980, 290 households in 1990, and 356 households in 2000.

<sup>b</sup>Includes that portion of the City of Hartford located in Dodge County. There were 2,550 households in Washington County in 1980, 3,051 households in 1990, and 4,276 households in 2000.

<sup>c</sup>Includes Washington County only.

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

1999 annual median household income in the County. Overall, median incomes tended to be higher in the towns than in the cities and villages. This reflects the likelihood that persons with more modest or limited incomes would live in cities and villages, which tend to have a greater range of housing choices.

Although there is great economic prosperity in the County, a number of households have experienced annual incomes below the poverty level. In 1999, there were 1,628 households in the County with an annual income below the poverty level.<sup>3</sup> There were 31 households in the Town of Farmington living below the poverty level in 1999, or about 2.9 percent of all Town households.

<sup>3</sup>Multiple thresholds exist to determine if a household is under the poverty level. An example of the types of variables used to determine poverty thresholds include: age of householder, age of family members, number of family members, and number of children present in a household related to the householder. In 1999, poverty threshold levels varied from an annual household income of \$8,501 for a household with one householder under the age of 65 to an annual income of \$37,076 for a household with nine or more people, one of which is a child under the age of 18 related to the householder.



Table 8

## ANNUAL HOUSEHOLD INCOME IN WASHINGTON COUNTY COMMUNITIES: 1999

Community	Household Income Less than \$15,000		Household Income \$15,000 to \$24,999		Household Income \$25,000 to \$34,999		Household Income \$35,000 to \$49,999		Household Income \$50,000 to \$74,999	
	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total
<b>Towns</b>										
Addison.....	71	6.2	95	8.3	136	11.8	143	12.5	351	30.6
Barton .....	26	2.9	46	5.2	50	5.6	167	18.7	248	27.8
Erin .....	62	4.7	45	3.4	65	4.9	182	13.8	305	23.2
Farmington.....	49	4.5	44	4.1	58	5.4	164	15.2	431	39.9
Germantown .....	4	4.2	4	4.2	5	5.2	8	8.3	27	28.1
Hartford.....	31	2.2	96	7.0	138	10.0	149	10.8	345	25.1
Jackson .....	23	1.9	58	4.9	143	12.1	181	15.3	346	29.2
Kewaskum .....	38	9.1	28	6.7	39	9.3	65	15.6	119	28.5
Polk.....	26	2.0	45	3.5	51	3.9	235	18.2	358	27.7
Richfield .....	94	2.6	169	4.7	211	5.8	452	12.5	953	26.3
Trenton .....	67	4.4	106	6.8	112	7.2	215	13.8	479	30.7
Wayne .....	24	4.1	15	2.6	66	11.3	94	16.1	195	33.4
West Bend .....	67	4.1	86	5.3	125	7.7	176	10.8	378	23.3
<b>Villages</b>										
Germantown .....	376	5.4	478	6.9	737	10.6	1,128	16.3	1,769	25.5
Jackson .....	159	8.2	146	7.5	166	8.6	406	20.9	656	33.8
Kewaskum .....	92	7.7	110	9.3	153	12.9	241	20.3	320	26.9
Newburg <sup>a</sup> .....	29	7.2	33	8.2	33	8.2	78	19.4	112	27.8
Slinger .....	178	10.9	156	9.5	236	14.4	345	21.1	406	24.8
<b>Cities</b>										
Hartford <sup>b</sup> .....	517	12.0	456	10.6	562	13.1	756	17.6	1,291	30.1
West Bend .....	965	8.5	1,285	11.3	1,556	13.7	2,121	18.7	3,173	27.9
Washington County <sup>c</sup>	2,893	6.6	3,494	8.0	4,642	10.6	7,298	16.6	12,255	27.9

Community	Household Income \$75,000 to \$99,999		Household Income \$100,000 to \$149,999		Household Income \$150,000 to \$199,999		Household Income \$200,000 Or More		Median Household Income	Total Households
	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total	Households	Percent of Total		
<b>Towns</b>										
Addison.....	223	19.4	104	9.1	18	1.6	7	0.5	\$56,875	1,148
Barton .....	212	23.8	127	14.2	0	0.0	16	1.8	64,861	892
Erin .....	325	24.7	231	17.6	66	5.0	34	2.7	74,875	1,315
Farmington.....	180	16.7	105	9.7	25	2.3	24	2.2	61,677	1,080
Germantown .....	19	19.8	14	14.6	12	12.5	3	3.1	75,000	96
Hartford.....	325	23.7	199	14.5	71	5.2	20	1.5	69,896	1,374
Jackson .....	217	18.3	182	15.3	20	1.7	16	1.3	64,070	1,186
Kewaskum .....	75	17.9	43	10.3	7	1.7	4	0.9	59,500	418
Polk.....	253	19.6	214	16.6	69	5.3	42	3.2	62,933	1,293
Richfield .....	788	21.8	676	18.7	118	3.3	155	4.3	72,809	3,616
Trenton .....	229	14.7	307	19.7	35	2.2	11	0.6	66,213	1,561
Wayne .....	128	22.0	52	8.9	6	1.0	3	0.5	61,033	583
West Bend .....	253	15.6	313	19.3	121	7.4	105	6.5	73,333	1,624
<b>Villages</b>										
Germantown .....	1,305	18.8	949	13.7	128	1.9	59	0.9	\$60,742	6,929
Jackson .....	216	11.1	133	6.9	44	2.3	14	0.7	53,990	1,940
Kewaskum .....	175	14.7	69	5.8	16	1.3	13	1.1	49,861	1,189
Newburg <sup>a</sup> .....	78	19.3	29	7.2	8	2.0	3	0.7	57,024	368
Slinger .....	166	10.1	128	7.8	16	1.0	7	0.4	47,125	1,638
<b>Cities</b>										
Hartford <sup>b</sup> .....	415	9.7	194	4.5	27	0.6	79	1.8	\$46,553	4,294
West Bend .....	1,241	10.9	758	6.7	126	1.1	141	1.2	48,315	11,366
Washington County <sup>c</sup>	6,819	15.5	4,823	11.0	930	2.1	756	1.7	\$57,033	43,910

<sup>a</sup>Includes that portion of the Village of Newburg located in Ozaukee County.<sup>b</sup>Includes that portion of the City of Hartford located in Dodge County.<sup>c</sup>Includes Washington County only.

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

## **Household Size**

In addition to determining the number of additional housing units needed over the planning period, household size can be used to determine the type and size of housing which will best meet the needs of Washington County and local government residents. Table 9 sets forth the number of households in each household size category, ranging from one person households to households containing seven or more members, in the County and in each local government. Two-person households were the most common type of households in Farmington and in the County overall in 2000. About 38.2 percent of all households in the Town were in the two-person household category, followed, respectively, by four-person households at about 21.9 percent and by three-person households at about 16.2 percent. Household size information coupled with household income and housing affordability information provided the basis for the housing recommendations set forth in the Housing Element chapter of this report.

## **EMPLOYMENT**

### **Employment and Occupational Characteristics**

There were 1,930 Town of Farmington residents age 16 years and older in the labor force in 2000. Of that number, 1,867 were employed and 63 were unemployed at the time the Census was taken. About 79 percent of Town residents age 16 years and over were in the labor force, compared to about 74 percent in the County, about 68 percent in the Region, and about 69 percent in the State.

The occupations of employed Town of Farmington and Washington County residents are set forth in Table 10. The occupational breakdown by percentage of employed Town residents was similar to that of the County. The largest percentage of Town workers, about 28 percent, was employed in management, professional, and related occupations. Proportionally more Town workers than County workers were employed in production, transportation, and material moving occupations, which ranked second in the Town, with about 26 percent of workers, but third in the County. About 21 percent of Town workers were employed in sales and office occupations, which ranked third among Town workers and second in the County.

### **Place of Work**

As shown in Table 11, approximately 57 percent of Town of Farmington workers were employed in Washington County in 2000. An additional 16 percent were employed in Milwaukee County and about 13 percent were employed in Ozaukee County. A higher percentage of Town of Farmington workers commuted to Ozaukee County than did workers in the County as whole (about 13 percent compared to 7 percent), which is not unexpected given the Town's immediate proximity to Ozaukee County.

### **Total Employment Levels<sup>4</sup>**

The previous two sections provided information on the employment characteristics of Town of Farmington residents. Total employment in the County, that is, the number of jobs located within Washington County, stood at about 61,700 jobs in 2000, compared to about 46,100 jobs in 1990. About 515 jobs were located within the Town of Farmington in 2000.

### **Employment by Industry**

Information regarding employment levels by industry provides valuable insight into the structure of the economy of an area and into changes in that structure over time. This section presents current (2000) and historical employment levels for general industry groups in Washington County (this information is not available at the Town level). With the exception of government employment, the industry-related employment data presented in this section are based on the Standard Industrial Classification (SIC) system (see Figure 1 for major SIC categories). Government employment includes all employees who work for government agencies and enterprises, regardless of the SIC code of such entities.

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<sup>4</sup>Information on jobs located in Washington County is derived from the U.S. Bureau of Economic Analysis, which compiles its data largely from information collected under State Unemployment Insurance programs.

Table 9

## HOUSEHOLD SIZE BY CATEGORY IN WASHINGTON COUNTY COMMUNITIES: 2000

Community	1-person Households		2-person Households		3-person Households		4-person Households	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Towns</b>								
Addison.....	167	14.5	391	34.0	194	16.9	246	21.4
Barton .....	120	13.4	325	36.3	177	19.8	170	19.0
Erin .....	149	11.6	521	40.5	232	18.0	239	18.6
Farmington.....	127	11.4	426	38.2	181	16.2	244	21.9
Germantown .....	10	11.2	24	27.0	16	18.0	27	30.3
Hartford.....	202	14.4	470	33.6	265	19.0	279	20.0
Jackson.....	156	13.0	405	33.7	231	19.2	250	20.8
Kewaskum .....	58	14.7	145	36.8	65	16.5	81	20.6
Polk.....	170	12.6	515	38.1	228	16.9	251	18.5
Richfield .....	397	11.0	1,385	38.3	657	18.2	769	21.3
Trenton .....	180	11.9	546	35.9	292	19.2	305	20.1
Wayne.....	63	10.8	215	36.9	101	17.3	129	22.2
West Bend .....	257	15.9	618	38.4	248	15.4	312	19.4
<b>Villages</b>								
Germantown .....	1,411	20.4	2,416	35.0	1,239	18.0	1,209	17.5
Jackson.....	447	22.9	706	36.2	324	16.6	329	16.9
Kewaskum .....	256	21.1	425	35.1	199	16.4	206	17.0
Newburg <sup>a</sup> .....	74	18.6	125	31.4	81	20.4	67	16.8
Slinger.....	417	26.7	536	34.3	263	16.8	203	13.0
<b>Cities</b>								
Hartford <sup>b</sup> .....	1,123	26.2	1,416	33.1	694	16.2	651	15.2
West Bend .....	3,132	27.5	3,948	34.7	1,743	15.3	1,608	14.1
Washington County <sup>c</sup>	8,903	20.3	15,539	35.5	7,425	16.9	7,570	17.3

Community	5-person Households		6-person Households		7-or-more-person Households		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Towns</b>								
Addison.....	105	9.1	34	3.0	12	1.1	1,149	100.0
Barton .....	76	8.5	23	2.6	5	0.5	896	100.0
Erin .....	103	8.0	29	2.2	14	1.1	1,287	100.0
Farmington.....	102	9.1	28	2.5	8	0.7	1,116	100.0
Germantown .....	10	11.2	0	0.0	2	2.3	89	100.0
Hartford.....	128	9.2	43	3.1	10	0.7	1,397	100.0
Jackson.....	108	9.0	44	3.7	7	0.6	1,201	100.0
Kewaskum .....	27	6.8	13	3.3	5	1.3	394	100.0
Polk.....	137	10.1	28	2.1	23	1.7	1,352	100.0
Richfield .....	305	8.4	83	2.3	18	0.5	3,614	100.0
Trenton .....	148	9.7	37	2.4	12	0.8	1,520	100.0
Wayne.....	45	7.8	21	3.6	8	1.4	582	100.0
West Bend .....	139	8.6	30	1.9	7	0.4	1,611	100.0
<b>Villages</b>								
Germantown .....	475	6.9	119	1.7	35	0.5	6,904	100.0
Jackson.....	101	5.2	29	1.5	13	0.7	1,949	100.0
Kewaskum .....	94	7.7	25	2.1	7	0.6	1,212	100.0
Newburg <sup>a</sup> .....	34	8.5	10	2.5	7	1.8	398	100.0
Slinger.....	112	7.2	23	1.5	8	0.5	1,562	100.0
<b>Cities</b>								
Hartford <sup>b</sup> .....	293	6.9	77	1.8	25	0.6	4,279	100.0
West Bend .....	689	6.1	199	1.8	56	0.5	11,375	100.0
Washington County <sup>c</sup>	3,229	7.4	894	2.0	282	0.6	43,842	100.0

<sup>a</sup>Includes that portion of the Village of Newburg located in Ozaukee County. There are 356 households located in Washington County.

<sup>b</sup>Includes that portion of the City of Hartford located in Dodge County. There are 4,276 households located in Washington County.

<sup>c</sup>Includes Washington County only.

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

Table 10

**EMPLOYED PERSONS AGE 16 YEARS AND OLDER BY OCCUPATION  
IN THE TOWN OF FARMINGTON AND WASHINGTON COUNTY: 2000**

Occupation	Town of Farmington		Washington County	
	Number	Percent of Total	Number	Percent of Total
Management, Professional, and Related Occupations				
Farmers and Farm Managers .....	48	2.6	521	0.8
Other Management, Business, and Financial Operations .....	257	13.8	8,340	12.9
Professional and Related .....	214	11.5	11,944	18.5
Subtotal	519	27.8	20,805	32.2
Service Occupations				
Healthcare Support .....	33	1.8	1,063	1.7
Protective Service .....	23	1.2	594	0.9
Food Preparation and Serving Related .....	83	4.4	2,646	4.1
Building and Grounds Cleaning and Maintenance .....	44	2.4	1,561	2.4
Personal Care and Service .....	20	1.1	1,380	2.1
Subtotal	203	10.9	7,244	11.2
Sales and Office Occupations				
Sales and Related .....	153	8.2	6,577	10.2
Office and Administrative Support .....	243	13.0	9,671	14.9
Subtotal	396	21.2	16,248	25.1
Farming, <sup>a</sup> Fishing, and Forestry Occupations	38	2.1	353	0.5
Construction, Extraction, and Maintenance Occupations				
Construction and Extraction .....	167	8.9	3,542	5.5
Installation, Maintenance, and Repair .....	64	3.4	2,926	4.5
Subtotal	231	12.3	6,468	10.0
Production, Transportation, and Material Moving Occupations				
Production .....	357	19.1	10,174	15.7
Transportation and Material Moving .....	123	6.6	3,395	5.3
Subtotal	480	25.7	13,569	21.0
Total	1,867	100.0	64,687	100.0

<sup>a</sup>Includes farm labor contractors, agricultural inspectors, animal breeders, graders and sorters, agricultural equipment operators, and farmworkers and laborers (including crop, nursery, greenhouse, and farm/ranch workers). Farmers, who farm their own land, and farm managers are included under the "management, professional, and related" occupations.

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

Current and historical job levels by general industry group for Washington County and the Region are set forth in Table 12. The 1990s saw a continuation of a shift in the regional economy from manufacturing to service jobs. Manufacturing employment in the Region was virtually unchanged during the 1990s, following a 15 percent decrease during the 1980s, and a modest 4 percent increase during the 1970s. Conversely, service-related employment has increased substantially during each of the past three decades—by 33 percent during the 1990s, by 41 percent during the 1980s, and by 53 percent during 1970s. Due to these differential growth rates, the proportion of manufacturing jobs relative to total jobs in the Region has decreased from 32 percent in 1970 to 18 percent in 2000, while service-related employment increased from 18 percent in 1970 to 33 percent in 2000. In comparison to the manufacturing and service industry groups, other major industry groups—such as wholesale trade; retail trade; government; and finance, insurance, and real estate—have been relatively stable in terms of their share of total employment in the Region over the last three decades. Regional agricultural jobs have decreased by over 50 percent between 1970 and 2000, the only regional industry group other than manufacturing to lose jobs.

Unlike the Region and the rest of Wisconsin, Washington County experienced an increase in manufacturing jobs. Between 1970 and 2000, manufacturing jobs in Washington County increased from 9,255 to 17,307 jobs, or by about 87 percent. All other County job categories increased employees between 1970 and 2000, with the exception of agricultural jobs. County agricultural jobs decreased by about 37 percent between 1970 and 2000, the only industry group in the County to lose jobs.

Table 11

**PLACE OF WORK<sup>a</sup> OF TOWN OF FARMINGTON  
AND WASHINGTON COUNTY RESIDENTS: 2000**

Place of Work	Town of Farmington		Washington County	
	Number	Percent of Total	Number	Percent of Total
City of Hartford .....	20 <sup>b</sup>	1.1	4,548 <sup>b</sup>	7.2
City of West Bend .....	544	29.7	11,968	18.8
Village of Germantown .....	37	2.0	4,394	6.9
Village of Jackson .....	21	1.1	1,533	2.4
Village of Kewaskum .....	48	2.6	731	1.1
Village of Slinger .....	15	0.8	1,398	2.2
Remainder of Washington County .....	367	20.0	7,494	11.8
Subtotal	1,052	57.3	32,066	50.4
City of Milwaukee .....	204	11.1	8,947	14.1
Remainder of Milwaukee County .....	90	4.9	5,388	8.5
Subtotal	294	16.0	14,335	22.6
Dodge County .....	27 <sup>b</sup>	1.5	791 <sup>b</sup>	1.2
Fond du Lac County .....	19	1.1	541	0.9
Ozaukee County .....	237	12.9	4,545	7.1
Waukesha County .....	143	4.8	9,983	15.7
Worked Elsewhere .....	63	3.4	1,359	2.1
Total	1,835	100.0	63,620	100.0

<sup>a</sup>The place of work Census Data estimates the number of people 16 years of age and older who were both employed and at work during the reference week (generally the week prior to April 1, 2000). People who did not work during this week due to temporary absences and other reasons are not included in the place of work data. Therefore, the place of work data may understate the total employment in a geographic area.

<sup>b</sup>The 2000 Census reported employees of the Quad Graphics plant in that portion of the City of Hartford located in Dodge County as working in the City of Hartford, Washington County.

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

the Town in 2000. Under the "recent trends" projection, the Town's population would increase by about 1,870 residents, or by approximately 58 percent, from the 2000 population level. A comparison of the two projections, in relation to changes in the Town's population from 1950 to 2005, is shown in Figure 2.

The two alternative projections provide a reasonable range for the 2035 population level in the Town. The Plan Commission and Town Board considered the projections, along with local knowledge and expectations regarding anticipated future growth and development and past growth trends, and determined that the Town would base its future land use plan map and other comprehensive planning elements on a 2035 population projection of 4,500 persons, which falls between the regional land use plan and the "recent trends" projections of 3,403 and 5,105 persons, respectively.

The selected population projection would result in approximately 1,673 households in the Town in 2035, based on an anticipated average household size of 2.69 persons per household.

## SUMMARY

This chapter has presented information on historical and existing demographic conditions and on population and household projections for the year 2035. The following findings are of particular significance to the preparation of the Washington County multi-jurisdictional comprehensive plan and to the Town of Farmington comprehensive plan:

- The Town of Farmington's population decreased between 1860 and 1920. The Town's population has since increased in each succeeding decade from 1,193 residents in 1920 to 3,239 residents in 2000.
- The Farmington Town Board selected a 2035 population projection of 4,500 residents, which falls between the regional land use plan and "recent trends" projections for the Town.

## PART 2: POPULATION AND HOUSEHOLD PROJECTIONS

To ensure that adequate and suitable land is available to accommodate anticipated future population growth in the Town, a probable 2035 design year plan population level was selected by the Town Board. In an effort to lessen the uncertainty associated with forecasting a future population level, two alternative population projections were developed for consideration by Town officials. The first of the two projections was prepared by SEWRPC under the 2035 regional land use plan. The second projection, also prepared by SEWRPC, was based on population trends experienced in the Town from 1980 to 2005. The "recent trends" analysis used a technique similar to that used by the DOA to prepare its population forecasts, wherein population changes between 1990 and 2005 were weighted more heavily than changes between 1980 and 1990.

The 2035 regional land use plan envisions a future population of 3,403 Town residents in 2035, while a continuation of recent trends would result in about 5,105 Town residents in 2035. Under the regional land use plan projection, the Town's population would increase by about 170 residents, or by approximately 5 percent, from the 3,239 residents in

Figure 1

**STANDARD INDUSTRIAL CLASSIFICATION (SIC) CODE STRUCTURE****Agriculture, Forestry and Fishing**

Group 01	Agricultural Production – Crops
Group 02	Agricultural Production – Livestock
Group 07	Agricultural Services
Group 08	Forestry
Group 09	Fishing, Hunting, and Trapping

**Mining**

Group 10	Metal Mining
Group 12	Coal Mining
Group 13	Oil and Gas Extraction
Group 14	Nonmetallic Minerals, Except Fuels

**Construction**

Group 15	General Building Contractors
Group 16	Heavy Construction, Except Building
Group 17	Special Trade Contractors

**Manufacturing**

Group 20	Food and Kindred Products
Group 21	Tobacco Products
Group 22	Textile Mill Products
Group 23	Apparel and Other Textile Products
Group 24	Lumber and Wood Products
Group 25	Furniture and Fixtures
Group 26	Paper and Allied Products
Group 27	Printing and Publishing
Group 28	Chemicals and Allied Products
Group 29	Petroleum and Coal Products
Group 30	Rubber and Miscellaneous Plastic Products
Group 31	Leather and Leather Products
Group 32	Stone, Clay, and Glass Products
Group 33	Primary Metal Industries
Group 34	Fabricated Metal Products
Group 35	Industrial, Commercial, and Computer Equipment
Group 36	Electronic and Other Electric Equipment
Group 37	Transportation Equipment
Group 38	Instruments and Related Products
Group 39	Miscellaneous Manufacturing Industries

**Transportation, Communication, Electric, Gas and Sanitary Services**

Group 40	Railroad Transportation
Group 41	Local and Inter-Urban Passenger Transit
Group 42	Trucking and Warehousing
Group 43	U.S. Postal Service
Group 44	Water Transportation
Group 45	Transportation by Air
Group 46	Pipelines, Except Natural Gas
Group 47	Transportation Services
Group 48	Communications
Group 49	Electric, Gas, and Sanitary Services

**Wholesale Trade**

Group 50	Wholesale Trade-Durable Goods
Group 51	Wholesale Trade-Nondurable Goods

**Retail Trade**

Group 52	Building Materials and Garden Supplies
Group 53	General Merchandise Stores
Group 54	Food Stores
Group 55	Automotive Dealers and Service Stations
Group 56	Apparel and Accessory Stores
Group 57	Furniture and Home Furnishings Stores
Group 58	Eating and Drinking Places
Group 59	Miscellaneous Retail

**Finance, Insurance and Real Estate**

Group 60	Depository Institutions
Group 61	Non-depository Institutions
Group 62	Insurance Carriers
Group 64	Insurance Agents, Brokers, and Service
Group 65	Real Estate
Group 67	Holding and Other Investment Offices

**Services**

Group 70	Hotels and Other Lodging Places
Group 72	Personal Services
Group 73	Business Services
Group 75	Auto Repair, Service, and Parking
Group 76	Miscellaneous Repair Services
Group 78	Motion Pictures
Group 79	Amusement and Recreation Services
Group 80	Health Services
Group 81	Legal Services
Group 83	Social Services
Group 84	Museum, Botanical, Zoological Gardens
Group 86	Membership Organizations
Group 87	Engineering and Management Services
Group 89	Services Not Elsewhere Classified (NEC)

**Public Administration**

Group 91	Executive, Legislative, and General
Group 92	Justice, Public Order, and Safety
Group 93	Finance, Taxation, and Monetary Policy
Group 94	Administration of Human Resources
Group 95	Environmental Quality and Housing
Group 96	Administration of Economic Programs
Group 97	National Security and International Affairs

**Non-classifiable Establishments**

Group 99	Non-classifiable Establishments
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Source: U.S. Bureau of Economic Analysis.

Table 12

**EMPLOYMENT BY GENERAL INDUSTRY GROUP IN  
WASHINGTON COUNTY AND SOUTHEASTERN WISCONSIN: 1970-2000**

General Industry Group	SIC Code <sup>a</sup>	Washington County											
		Employment								Percent Change in Number of Jobs			
		1970		1980		1990		2000		1970-1980	1980-1990	1990-2000	1970-2000
		Jobs	Percent of Total	Jobs	Percent of Total	Jobs	Percent of Total	Jobs	Percent of Total				
Agriculture .....	01-02	2,002	8.2	1,919	5.5	1,511	3.3	1,255	2.0	-4.1	-21.3	-16.9	-37.3
Construction .....	15-17	1,104	4.5	1,785	5.1	2,960	6.4	3,746	6.1	61.7	65.8	26.6	239.3
Manufacturing .....	20-39	9,255	38.1	10,900	31.0	12,923	28.0	17,307	28.1	17.8	18.6	33.9	87.0
Transportation, Communication, and Utilities .....	40-42; 44-49	1,013	4.2	1,139	3.2	1,667	3.6	2,313	3.7	12.4	46.4	38.7	128.3
Wholesale Trade .....	50-51	323	1.3	1,003	2.9	1,642	3.6	2,946	4.8	210.5	63.7	79.4	812.1
Retail Trade .....	52-59	3,753	15.4	5,552	15.8	7,912	17.2	10,152	16.4	47.9	42.5	28.3	170.5
Finance, Insurance, and Real Estate .....	60-67	1,130	4.6	2,659	7.6	2,876	6.2	3,738	6.1	135.3	8.2	30.0	230.8
Service .....	70-89	3,161	13.0	5,956	16.9	9,283	20.1	13,152	21.3	88.4	55.9	41.7	316.1
Government <sup>b</sup> .....	N/A	2,377	9.8	3,954	11.2	4,840	10.5	6,018	9.8	66.3	22.4	24.3	153.2
Other <sup>c</sup> .....	07-09; 10-14; 99	208	0.9	293	0.8	506	1.1	1,064	1.7	40.9	72.7	110.3	411.5
Total	--	24,326	100.0	35,160	100.0	46,120	100.0	61,691	100.0	44.5	31.2	33.8	153.6

General Industry Group	SIC Code <sup>a</sup>	Southeastern Wisconsin Region											
		Employment								Percent Change in Number of Jobs			
		1970		1980		1990		2000		1970-1980	1980-1990	1990-2000	1970-2000
		Jobs	Percent of Total	Jobs	Percent of Total	Jobs	Percent of Total	Jobs	Percent of Total				
Agriculture .....	01-02	12,000	1.5	10,000	1.0	7,200	0.7	5,900	0.5	-16.7	-28.0	-18.1	-50.8
Construction .....	15-17	32,400	4.1	33,900	3.6	45,100	4.2	53,800	4.4	4.6	33.0	19.3	66.0
Manufacturing .....	20-39	254,400	32.4	264,200	27.9	223,500	21.0	224,400	18.3	3.9	-15.4	0.4	-11.8
Transportation, Communication, and Utilities .....	40-42; 44-49	38,500	4.9	42,200	4.4	46,300	4.4	54,800	4.5	9.6	9.7	18.4	42.3
Wholesale Trade .....	50-51	37,200	4.7	46,200	4.9	55,300	5.2	64,400	5.3	24.2	19.7	16.5	73.1
Retail Trade .....	52-59	133,900	17.1	153,900	16.2	185,400	17.4	193,700	15.8	14.9	20.5	4.5	44.7
Finance, Insurance, and Real Estate .....	60-67	47,600	6.1	75,600	8.0	81,800	7.7	93,700	7.7	58.8	8.2	14.5	96.8
Service .....	70-89	141,800	18.1	216,700	22.8	304,700	28.7	406,000	33.2	52.8	40.6	33.2	186.3
Government <sup>b</sup> .....	N/A	84,400	10.8	101,100	10.7	106,200	10.0	114,400	9.3	19.8	5.0	7.7	35.5
Other <sup>c</sup> .....	07-09; 10-14; 99	2,700	0.3	4,400	0.5	7,100	0.7	11,700	1.0	63.0	61.4	64.8	333.3
Total	--	784,900	100.0	948,200	100.0	1,062,600	100.0	1,222,800	100.0	20.8	12.1	15.1	55.8

<sup>a</sup>See Figure 1 for a list of SIC Codes and the occupations associated with each code.

<sup>b</sup>Includes all nonmilitary government agencies and enterprises.

<sup>c</sup>Includes agricultural services, forestry, commercial fishing, mining, and unclassified jobs.

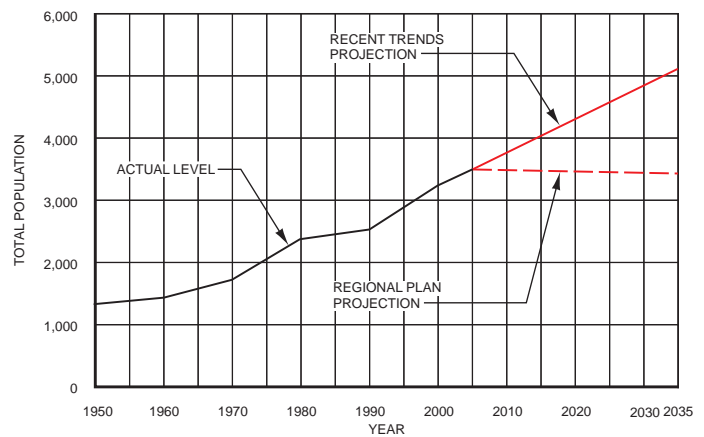
Source: U.S. Bureau of Economic Analysis and SEWRPC.

- In the Town of Farmington in 2000, children less than five years old numbered 188, or about 6 percent of the Town population, while children between the ages of five and 19 numbered 778, or about 24 percent of the population. Adults in the age group 20 through 64 numbered 1,998, or about 62 percent of the Town population, and persons age 65 and older numbered 275, or about 9 percent of the population.
- Almost 54 percent of County residents, and nearly 45 percent of Town of Farmington residents, have attended some college or attained an associate, bachelor, or graduate degree.
- There were 1,116 households in the Town of Farmington, with an average household size of 2.90 persons, in 2000. An increase of 557 households is forecast during the planning period. Average Town household size is anticipated to decrease to about 2.69 persons by 2035.

- The 1999 median annual household income for Town of Farmington residents was \$61,677, about 8 percent greater than that for the County as a whole.
- In 2000, almost 79 percent of Town of Farmington residents 16 years of age and older were employed. Similar to the County as a whole, the largest percentage, about 28 percent, was employed in management, professional, and related occupations. This high percentage may correlate to the relatively high level of educational attainment of both County and Town residents.
- About 57 percent of Town of Farmington workers were employed in Washington County in 2000. An additional 16 percent were employed in Milwaukee County and about 13 percent were employed in Ozaukee County. A higher percentage of Town of Farmington workers commuted to Ozaukee County than did workers in the County as a whole (about 13 percent compared to 7 percent), which is not unexpected given the Town's immediate proximity to Ozaukee County.

**Figure 2**

**HISTORICAL AND ALTERNATIVE FUTURE POPULATION LEVELS IN THE TOWN OF FARMINGTON: 1950-2035**



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



## Chapter IV

# ISSUES AND OPPORTUNITIES ELEMENT

## INTRODUCTION

The purpose of the issues and opportunities element is to define a desired future for the Town and provide an overall framework for development of the comprehensive plan. A vision statement was developed by the Town to express the preferred future and key characteristics desired by the Town.

Section 66.1001(2)(a) of the *Wisconsin Statutes* requires that the Issues and Opportunities Element include a “statement of the overall objectives, policies, goals, and programs of the governmental unit to guide the future development and redevelopment of the governmental unit over the planning period.” Overall goals and objectives are included in this chapter.

The comprehensive planning law also requires that the Issues and Opportunities Element include demographic information and population, household, and employment projections. Demographic information for the Town is presented in Chapter III, along with population and household projections for 2035. An employment projection is set forth in Chapter X.

## VISION STATEMENT 2035

### Visioning Process

Although the Town already had a vision statement, the statement was from a previous planning process conducted several years earlier as part of the Town land use plan adopted in 1997. Washington County University of Wisconsin – Extension (UWEX) staff met with the Town Plan Commission and Town Board on May 8, 2007, to review the statement and compare its concepts to the perceptions generated by the public during the input opportunities carried out as part of the comprehensive planning process. Updates to the vision were deemed necessary by the Town. A vision statement for use in the Town’s comprehensive plan was drafted by UWEX staff and brought back to the Town July 24, 2007, for approval.

### Vision Statement

*“The Town of Farmington offers a safe, high quality of life for its residents. By concentrating growth in designated locations, and encouraging agricultural activity and the preservation of farmland and critical natural areas, the Town is able to retain its rural character. Town government encourages citizen involvement, while good schools, churches, and recreational opportunities, along with historic places in the Town, continue to foster an enduring sense of community.”*

## ISSUES AND OPPORTUNITIES

The following public participation events were held to obtain input from Town residents and identify the Town's issues and opportunities.

### **Comprehensive Planning “Kickoff” Meeting**

A comprehensive planning “kickoff” meeting was held in the Town on March 28, 2006. The meeting was an opportunity for Town residents to learn about the comprehensive planning process and participate in a strengths, weaknesses, opportunities, and threats (SWOT) assessment. A total of 45 people attended the meeting. The following are the issues identified as being most important by SWOT analysis participants.

**Strengths:** Something that makes a community stand out when compared to other communities; resources or capabilities that help a community be successful/strong.

- Community schools and churches
- Historic character
- Small number of commercial/industry
- Still low-density (population)
- Still an agricultural community
- Natural beauty of Town and variety of terrain
- Peaceful and safe community
- Basically good, hard working people

**Weaknesses:** Deficiencies in resources for a community to be successful.

- Over-emphasis on short-term personal money vs. common good
- Weak enforcement of Town ordinances
- Too much land available for development
- Lack of participation by citizens in developing a plan and in Town government
- Inability to manage change
- Lack of affordable housing for the younger population
- Roads – poor condition of CTH H
- Lack of bike trails
- Lack of public access to natural resources (North Branch Milwaukee River)
- Lack of emergency radio communication in areas

**Opportunities:** Something that could be done to improve a community; factors or situations that can affect a community in a favorable way.

- Development of a plan
- Enhance existing parks
- Encourage expansion of current hamlets (Fillmore and Boltonville) to support commercial development or other small community opportunities
- Preserve farmland and rural community for future generation
- Opportunity to enlarge lot sizes, especially for prime farmland

**Threats:** Anything that could jeopardize the future success of a community; factors or situations that can affect a community in a negative way.

- Losing local character
- Individuals losing power and their voices not being heard
- Too many subdivisions and high-density subdivisions
- Loss of natural resources – wildlife – habitat
- Loss of farmland and natural areas
- Increasing road traffic to accommodate industry

### **Comprehensive Planning Visioning Workshop**

A comprehensive planning visioning workshop/open house was held in the Town on August 29, 2006. The event was an opportunity for Town residents to review the inventory chapters of the comprehensive plan, map future land use on an interactive Smart Board using Geographic Information Systems (GIS) software, review existing Town goals, share opinions on development preferences, and develop a vision statement for the Town. A total of 29 residents attended the workshop and the majority wanted to preserve wetlands, agricultural land, natural areas, and open space. Residents in attendance also discussed development appropriate for the Town. It was determined from this discussion that future residential development should be concentrated around existing hamlets and industrial and commercial development is not appropriate for the Town.

## **ISSUES AND OPPORTUNITIES GOALS AND OBJECTIVES**

### **Goals:**

- Respect a farmer's "right to farm."
- Preserve rural character, which are those qualities that make it feel as though one is living in the "country" as opposed to an "urban" setting. Rural qualities include farming operations, undeveloped open space, lakes, minimal public lighting, low traffic volume, and quiet surroundings.

### **Objectives (Actions):**

- Enforce the "right to farm" language in the Town's Subdivision Ordinance that requires a warning to be placed on the face of a CSM or plat that there are implications of living next to farming operations.
- The Town of Farmington's Plan Commission and Town Board will strive to be good stewards of prime farmland.

## **ELEMENT GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

Within the framework of the overall goals and objectives, more specific goals and objectives were developed through preparation of the remaining eight comprehensive plan elements. Each of the specific element goals relate directly to its element. Each element also includes recommended policies and programs that directly promote the achievement of specific element goals and objectives.

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## Chapter V

# AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ELEMENT

### INTRODUCTION

The agricultural, natural, and cultural resources element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(e) of the *Statutes* requires this element to compile goals, objectives, policies, and programs for the conservation and effective management of the following natural resources:

- Groundwater
- Forests
- Productive agricultural areas
- Environmentally sensitive areas
- Threatened and endangered species
- Stream corridors
- Surface water
- Floodplains
- Wetlands
- Metallic and nonmetallic mineral resources
- Parks, open spaces, and recreational resources
- Historical and cultural resources
- Community design (Addressed in Chapter VI)

In addition, the following comprehensive planning goals related to the agricultural, natural, and cultural resources element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Preservation of cultural, historic, and archaeological sites.

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<sup>1</sup>Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

- Building of community identity by revitalizing main streets and enforcing design standards.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

This chapter also provides inventory information on soils, existing farmland, farming operations, topography and geology, nonmetallic mining resources, water resources, woodland resources, natural areas and critical species habitats, environmental corridors, park and open space sites, and cultural (historical and archaeological) resources. This chapter consists of four parts: Part 1, Inventory of Soils and Agricultural Resources; Part 2, Inventory of Natural Resources; Part 3, Inventory of Cultural Resources; and Part 4, Agricultural, Natural, and Cultural Resources Goals, Objectives, Policies, and Programs.

The conservation and wise use of agricultural and natural resources and the preservation of cultural resources are fundamental to achieving strong and stable physical and economic development as well as maintaining community identity. This comprehensive plan recognizes that agricultural, natural, and cultural resources are limited and may be very difficult or impossible to replace if damaged or destroyed. Information on the characteristics and location of agricultural, natural, and cultural resources in the Town of Farmington will assist in properly locating future land uses to help avoid serious environmental problems and to protect existing natural resources.

The base years for the various inventory data presented in this chapter range from 1994 to 2005. Much of the inventory data have been collected through regional land use and natural area planning activities conducted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Additional inventory data have been collected from and by Washington County; the Town of Farmington; and State and Federal agencies, including the Wisconsin Department of Natural Resources (DNR), the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP), the State Historical Society of Wisconsin, and the U.S. Department of Agriculture (USDA).

## **PART 1: INVENTORY OF SOILS AND AGRICULTURAL RESOURCES**

### **Soil Survey**

The USDA Soil Conservation Service, now the Natural Resources Conservation Service (NRCS), issued a soil survey for Washington County in 1971.<sup>2</sup> Soils were identified, organized, and mapped by soil association, soil series, and soil type. The soil survey results, including the attributes of each soil type, are now available on the NRCS website as part of the Soil Survey Geographic (SSURGO) database. Unless otherwise noted, the soil information presented in this chapter was obtained from the SSURGO database.

The soil survey can play an important role in land use decisions. The information contained in the soil survey can help identify which areas of the Town are suitable for agricultural use; which areas may have limitations for development due to wet soils or bedrock near the surface; and which areas may have marketable nonmetallic mineral resources present.

### **Soil Associations**

A soil association is a landscape that has a distinctive pattern of soils. It normally consists of one or more major soils and at least one minor soil, and is named for the major soil or soils present. As shown on Map 3, the following soil associations are found in the Town of Farmington:

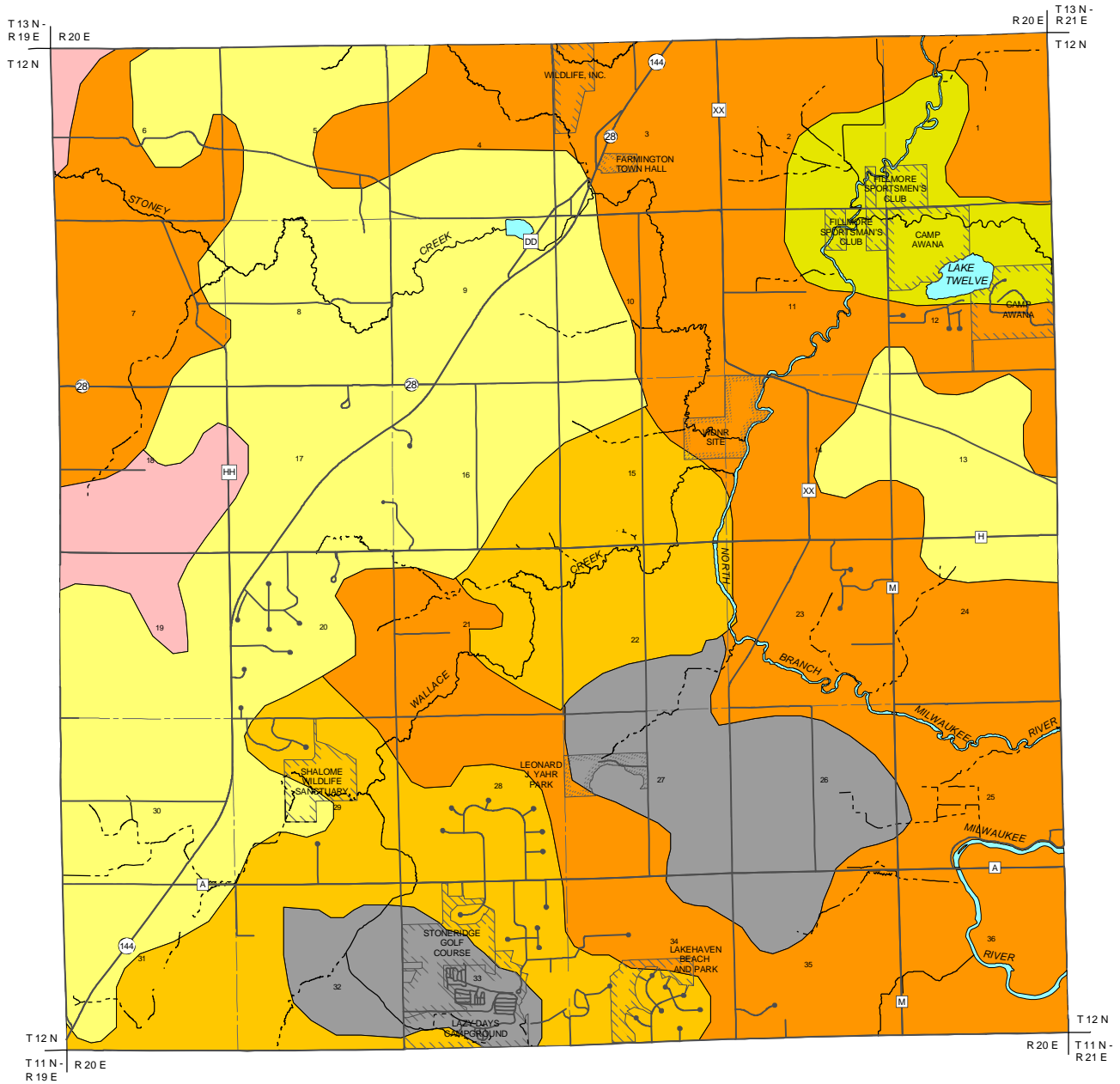
The ***Casco-Fox-Rodman association*** consists of well-drained soils that have a subsoil of gravelly sandy loam to clay loam, very shallow to moderately deep over gravel and sand, on glacial outwash terraces. This association encompasses about 3 percent of the Town and is generally found on lower elevations within the Kettle Moraine along the Town's western boundary.

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<sup>2</sup>*Documented in the Soil Survey, Washington County, Wisconsin, published by the USDA Soil Conservation Service in June 1971.*

# Map 3

## GENERAL SOIL ASSOCIATIONS IN THE TOWN OF FARMINGTON



- CASCO-FOX-RODMAN ASSOCIATION
- CASCO-HOCHHEIM-SISSON ASSOCIATION
- COLWOOD-BOYER-SISSON ASSOCIATION
- HOCHHEIM-THERESA ASSOCIATION
- HOUGHTON-PALMS-ADRIAN ASSOCIATION
- OZAUKEE-MARTINTON-SAYLESVILLE ASSOCIATION

NOTE: PUBLIC AND QUASI - PUBLIC OWNERSHIP ARE CURRENT AS OF JANUARY 1, 2006.

Source: USDA - Natural Resources Conservation Service and SEWRPC.



0 0.25 0.5 1 MILE

The ***Casco-Hochheim-Sisson association*** contains well-drained soils that have a subsoil of loam to clay loam over lake-laid silt and fine sand in gravel and sand outwash, or in sandy loam glacial till on uplands. Encompassing about 40 percent of the Town, this association, located primarily in the eastern and central portions of the Town, is the Town's predominant soil association.

The ***Colwood-Boyer-Sisson association*** contains both well- and poorly-drained soils that have a subsoil of sandy loam or silty clay loam over lake-laid silt and fine sand or gravel and sand outwash on plains and dissected terraces. This association, encompassing about 15 percent of the Town, is located in the southwestern and central portions of the Town.

The ***Hochheim-Theresa association*** contains well-drained soils that have a subsoil of clay loam, formed in loess with underlying sandy loam to loamy glacial till on uplands. This association, encompassing about 30 percent of the Town, is located primarily in the northwest and southwest portions of the Town.

The ***Houghton-Palms-Adrian association*** contains very poorly drained organic soils located along drainage ways, in depressions, and in old glacial lakebeds. This association, located exclusively in the northeast portion of the Town, encompasses about 4 percent of the Town.

The ***Ozaukee-Martinton-Saylesville association*** contains generally well-drained soils that have a subsoil of silty clay loam to clay over silty clay loam glacial till or lake-laid silt and clay on ground moraines and lacustrine basins. This association is located in the southern half of the Town and encompasses about 8 percent of the Town of Farmington.

### **Saturated Soils**

Soils that are saturated with water, or that have a water table at or near the surface, are known as hydric soils. These soils pose significant limitations for most types of development. High water tables often cause wet basements and poorly-functioning absorption fields for private onsite waste treatment systems (POWTS). The excess wetness may also restrict the growth of landscaping plants and trees. Wet soils also restrict or prevent the use of land for crops, unless the land is artificially drained. Approximately 32 percent of the Town of Farmington is covered by hydric soils (about 7,646 acres), generally associated with stream beds and wetland areas. Although hydric soils are generally unsuitable for development, they may serve as important locations for the restoration of wetlands, as wildlife habitat, and for stormwater detention.

### **Soil Suitability for Agricultural Production**

The NRCS has classified the agricultural capability of soils based on their general suitability for most kinds of farming. These groupings are based on the limitations of the soils, the risk of damage when used, and the manner in which the soils respond to treatment. Generally, lands with Class I and II soils are considered "National Prime Farmlands" and lands with Class III soils are considered "Farmlands of Statewide Significance." Class I soils have few limitations, the widest range of uses, and the least risk of damage when used. The soils in the other classes have progressively greater natural limitations. Class II soils have some limitations that reduce the choice of plants that can be grown, or require moderate conservation practices to reduce the risk of damage when used. Class III soils have more stringent limitations that will likely reduce the choice of plants, require special conservation practices, or both; and Class IV soils have severe limitations. Class V, VI, and VII soils are considered suitable for pasture but not for crops, and Class VIII soils are so rough, shallow, or otherwise limited that they do not produce economically worthwhile yields of crops, forage, or wood products.

The location and quantity of Class I, II, and III soils were an important consideration when farmland preservation areas were identified in the existing County farmland preservation plan (adopted in 1981) and in existing town land use and master plans. The County Farmland Preservation Plan<sup>3</sup> used the following criteria to designate

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<sup>3</sup>Farmland Preservation Plan, Washington County, Wisconsin; prepared by the firm Stockham & Vandewalle, Madison, Wisconsin.



Primary Farmlands: farms with at least 50 percent of soils classified as Class I, II, or III; located within a farming block of at least 640 acres; and having a minimum farm size of 35 acres. Farms less than 35 acres were included if used for the production of specialty crops or livestock, provided that the soil criterion and minimum farming block criterion were met. The number of acres contained in, and the relative proportion of, these various soil classes in the Town of Farmington are set forth in Table 13.

**Table 13**  
**AGRICULTURAL SOIL CAPABILITY IN THE**  
**TOWN OF FARMINGTON AND WASHINGTON COUNTY**

Agricultural Soil Capability Class	Town of Farmington		Washington County	
	Acres	Percent of Total Area	Acres	Percent of Total Area
Class I Soils .....	346	1.5	4,971	1.8
Class II Soils .....	10,378	44.1	144,392	51.8
Class III Soils .....	7,487	31.8	76,277	27.4
Class IV, V, VI, VII, and VIII				
Soils and Unclassified Areas...	4,957	21.0	48,609	17.4
Surface Water .....	374	1.6	4,507	1.6
Total Area	23,542	100.0	278,756	100.0

*Source: USDA-Natural Resources Conservation Service and SEWRPC.*

### **Land Evaluation and Site Assessment (LESA) Analysis**

A land evaluation and site assessment (LESA) analysis of agricultural land in Washington County was conducted as part of the multi-jurisdictional planning process. The LESA process was developed in 1981 by the USDA – Soil Conservation Service (now the Natural Resources Conservation Service (NRCS)) and is an analytical tool designed to provide a systematic and objective procedure for rating and ranking the agricultural importance of a parcel. A LESA subcommittee was formed by the Agricultural, Natural, and Cultural Resources Workgroup for the Washington County Multi-Jurisdictional Comprehensive Plan to oversee the LESA analysis for the County.

The Washington County LESA analysis identified parcels that are best suited for long-term agricultural use. The results of the analysis are intended to help the County and Town identify areas that should be designated for farmland protection. The County intends to use the results of the analysis to update the Washington County Farmland Preservation Plan, which is expected to be updated after the County comprehensive plan is completed.

The LESA analysis included a “*land evaluation*” component and a “*site assessment*” component. The land evaluation (LE) component of the LESA analysis was determined by the NRCS, which rated each soil in Washington County based on soil type, slope, agricultural capability class, and soil productivity for producing corn and soybeans. The resulting ratings were then placed into groups ranging from the best to worst suited for cropland production. The site assessment (SA) component rates non-soil factors affecting a parcel’s relative importance for agricultural use and is separated into three classifications. The LESA subcommittee selected the following nine SA factors to be used in the Washington County LESA analysis:

#### ***SA-1 Factors (agricultural productivity)***

- Size of farm in contiguous management by one farm operator
- Compatibility of surrounding land uses within one-half mile
- Percent of farm in agricultural use

#### ***SA-2 Factors (development pressures impacting a site’s continued agricultural use)***

- Distance from adopted sewer service area
- Distance from selected hamlets
- Distance from interchanges along USH 41 and 45

#### ***SA-3 Factors (other public values of a site supporting retention in agriculture)***

- Primary environmental corridors, secondary environmental corridors, isolated natural resource areas, natural areas, or critical species habitat outside environmental corridor areas present on farm
- Floodplains present on farm
- Proximity to permanently protected land 20 acres or more in size

Table 14

## LESA SCORES FOR AGRICULTURAL PARCELS IN THE TOWN OF FARMINGTON: 2007

LESA Score	Parcels in Category		Total Acres in Category <sup>a</sup>		Agricultural Acres in Category <sup>b</sup>	
	Number	Percent	Acres	Percent	Acres	Percent
Less than 6 .....	139	16.0	1,838	9.9	640	4.7
6-6.9.....	284	32.7	5,515	29.7	3,633	27.0
7-7.9.....	305	35.1	7,099	38.3	5,681	42.2
8-8.9.....	136	15.7	3,979	21.5	3,427	25.5
9-10.....	4	0.5	107	0.6	82	0.6
Total	868	100.0	18,538	100.0	13,463	100.0

<sup>a</sup>Includes entire area of parcels analyzed, including areas not being used for farming, such as woodlands, wetlands, and surface water.

<sup>b</sup>Includes only those portions of parcels in agricultural use in 2006.

Source: SEWRPC.

Each parcel included in the County LESA analysis received a final score ranging from 0 to 10, with 10 being the best parcels for long-term agricultural protection. The County identified parcels with a LESA score of 6.8 or higher as “Tier 1” farmlands which are best suited for long-term protection. Lands scoring below 6.8 were defined as Tier II farmlands, which are areas that should be considered for long-term protection by Town officials on a case-by-case basis.

The LESA scores for agricultural parcels in the Town, grouped into categories, are shown on Map 4. Table 14 sets forth the number of parcels and number of acres in each category. The average LESA score for agricultural parcels in the Town was 7.0. The median LESA score was also 7.0. The LESA analysis included some parcels that have other uses on them, which may include natural resource features such as woodlands, wetlands, or surface water, or fallow lands. In some cases, parcels developed partially for residential use, with a portion of the parcel used for agriculture, were included in the analysis (provided at least 2 percent of the parcel was in agricultural use). A hatch pattern is included on Map 4 to show areas that were in agricultural use in 2006.

### Existing Farmland

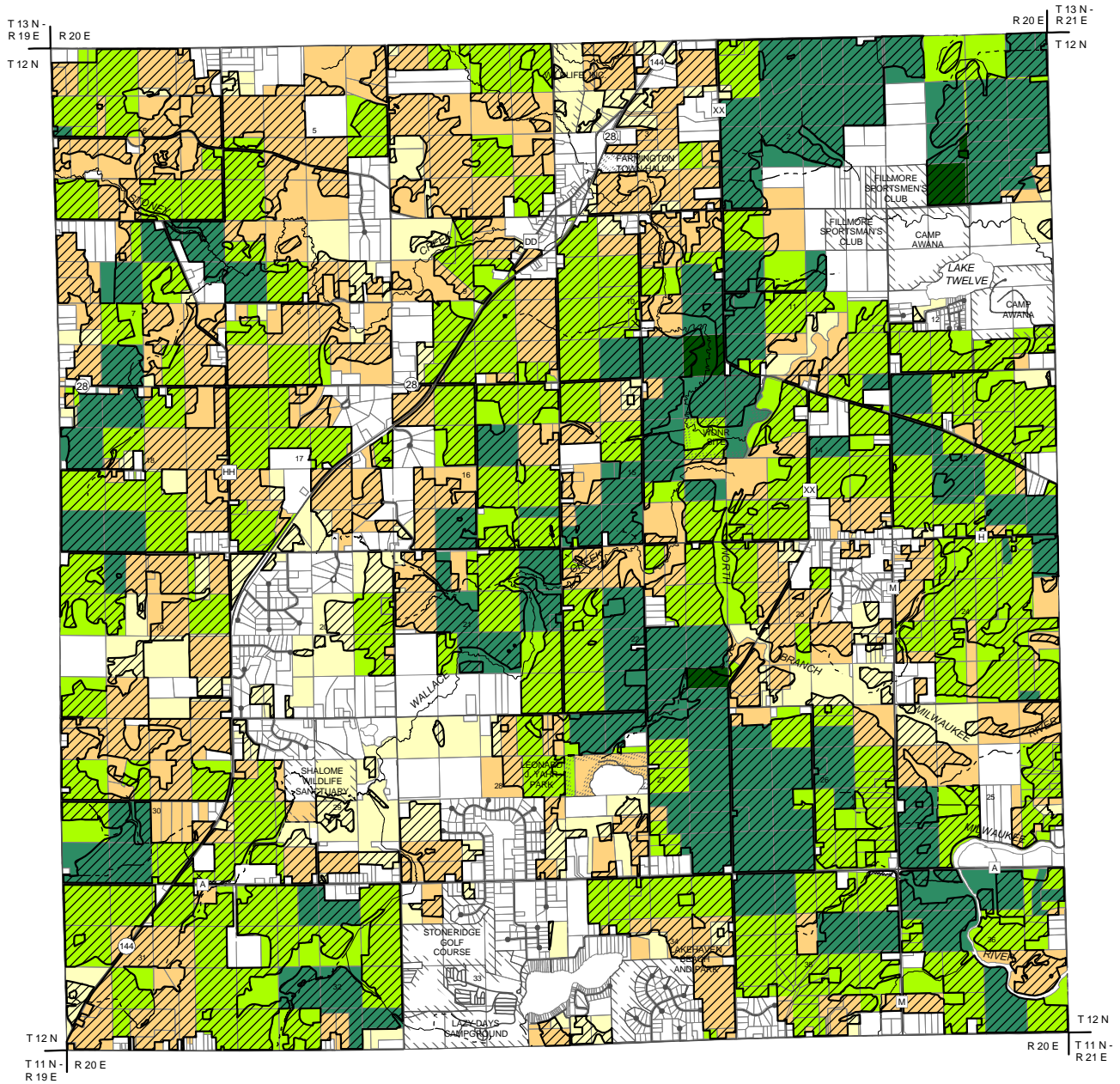
Agricultural lands were identified by SEWRPC as part of the 2000 regional land use inventory conducted as part of the regional planning program. The land use inventory identified croplands, pasture lands, orchards, nurseries, specialized farming, and non-residential farm buildings. Farm residences, together with a 20,000 square foot dwelling site, are classified as single-family residential land uses in the 2000 inventory.<sup>4</sup> Based upon the 2000 land use inventory, about 141,755 acres, or about 222 square miles, representing almost 51 percent of Washington County, and approximately 14,017 acres, or about 60 percent of the Town, were in agricultural use in 2000. This figure includes lands actually used for agriculture—primarily cultivated lands and lands used for pasture—and excludes the wetland and woodland portions of farm fields. The number of acres occupied by farmland in the Town in 2000 is set forth in Table 15 and is categorized as follows:

- Cultivated Lands, which includes lands used for the cultivation of crops including row crops, grain crops, vegetable crops, and hay.
- Pasture Land and Unused Agricultural Lands, which includes lands used as pasture, or lands which were formerly cultivated or used for pasture and which have not yet succeeded to a wetland or woodland plant community.

<sup>4</sup>See Chapter VI for more information about the SEWRPC 2000 land use inventory.

# Map 4

## LESA SCORES FOR AGRICULTURAL PARCELS IN THE TOWN OF FARMINGTON: 2007



PARCEL BOUNDARY

### LESA SCORE

9.0 OR MORE

8 - 8.9

7 - 7.9

6 - 6.9

LESS THAN 6

LANDS IN AGRICULTURAL  
USE IN 2006

Source: Washington County and SEWRPC.



0 0.25 0.5 1 MILE

- Orchards, Nurseries, and Specialty Crops, which includes lands used for orchards, nurseries, sod farms, and specialty crops such as mint, ginseng, and berries.
- Farm Buildings, which includes barns, silos, and other buildings used to store farm equipment or supplies or house farm animals.

The amount of land in agricultural use in the Town was updated to 2006 as part of the LESA analysis. Land uses were also generalized to include farmhouses on agricultural parcels of 20 acres or larger in the “agricultural” land use category. There were 13,495 acres, or about 57 percent of the Town, in agricultural use in 2006.

### Farm Production and Revenue

Farm production and revenue inventory data<sup>5,6</sup> are useful in determining the major types of agricultural products produced and the economic impact of agriculture in Washington County. Agricultural sectors identified in the County and State in 2002, and the amount and percentage of sales associated with each sector, are set forth in Table 16. Dairy products were the predominant source of agricultural sales in the County in 2002, accounting for about 45 percent of all agricultural sales. A similar percentage, about 47 percent, of agricultural sales Statewide was received from dairy products. Of the 844 farms in the County in 2002, 174 farms, or about 21 percent of all farms, were dairy farms.

Horticulture was the second-largest source of agricultural sales in Washington County in 2002, accounting for just over 19 percent of all sales. Statewide, horticulture accounted for just 3.5 percent of sales. The relative importance of the horticultural industry in the County compared to the State is likely a response to the demand for landscaping material for urban development in the County and in the Milwaukee metropolitan area.

Farms categorized by the total value of all 2002 agricultural sales in the County and the State are set forth in Table 17. Almost one-third (263 farms, or about 31 percent) of all farms in Washington County had a total value of sales of less than \$2,500, compared to about 39 percent of farms Statewide with a total value of sales of less than \$2,500. There were 174 farms, or about 21 percent of farms in the County, with a total value of sales of \$100,000 or more, compared to about 18 percent of State farms with a total value of sales of \$100,000 or more.

**Table 15**

### AGRICULTURAL LANDS IN THE TOWN OF FARMINGTON AND WASHINGTON COUNTY: 2000

Agricultural Soil Capability Class	Town of Farmington		Washington County	
	Acres	Percent of Total Area	Acres	Percent of Total Area
Cultivated Lands.....	11,789	84.1	115,662	81.6
Pasture Land and Unused Agricultural Land .....	1,907	13.6	22,408	15.8
Orchards, Nurseries, and Specialty Crops .....	27	0.2	932	0.6
Farm Buildings .....	294	2.1	2,753	2.0
<b>Total</b>	<b>14,017</b>	<b>100.0</b>	<b>141,755</b>	<b>100.0</b>

Source: SEWRPC.

**Table 16**

### AGRICULTURAL SECTORS IN WASHINGTON COUNTY AND WISCONSIN: 2002

Sector	Washington County		State of Wisconsin	
	2002 Sales (in thousands)	Percent of Total Agricultural Revenues	2002 Sales (in thousands)	Percent of Total Agricultural Revenues
Dairy .....	\$33,100	45.4	\$2,651,000	47.1
Horticulture .....	14,000	19.2	197,400	3.5
Grains (Crops) .....	10,600	14.5	893,300	15.9
Cattle and Calves.....	8,100	11.1	834,900	14.9
Vegetables.....	1,600	2.3	341,600	6.1
Other.....	5,500	7.5	705,100	12.5
<b>Total</b>	<b>\$72,900</b>	<b>100.0</b>	<b>\$5,623,300</b>	<b>100.0</b>

Source: USDA-National Agricultural Statistics Service, 2002 Census of Agriculture.

<sup>5</sup>Data included in this section are 2002 data for Washington County from the USDA National Agricultural Statistics Service unless otherwise noted. Data is reported at the County level, and is not available for the Town of Farmington. Additional information on County agriculture is available in the report Farmland and Open Space Preservation Tools, prepared by the Washington County Planning and Parks Department, June 2005.

<sup>6</sup>The USDA defines a farm as any place from which \$1,000 or more of agricultural products (crops and livestock) were sold or normally would have been sold during the year under consideration.

**Table 17**

**FARMS IN WASHINGTON COUNTY  
AND WISCONSIN BY VALUE OF SALES: 2002**

Value of Sales	Washington County		State of Wisconsin	
	Number	Percent	Number	Percent
Less than \$2,500 .....	263	31.2	30,491	39.5
\$2,500 to \$4,999 .....	66	7.8	5,389	7.0
\$5,000 to \$9,999 .....	75	8.9	5,788	7.5
\$10,000 to \$24,999 .....	133	15.7	8,362	10.8
\$25,000 to \$49,999 .....	59	7.0	5,929	7.7
\$50,000 to \$99,999 .....	74	8.8	7,242	9.4
\$100,000 or more .....	174	20.6	13,930	18.1
Total	844	100.0	77,131	100.0

Source: USDA-National Agricultural Statistics Service, 2002 Census of Agriculture.

**Table 18**

**FARM SIZE IN WASHINGTON  
COUNTY AND WISCONSIN: 2002**

Size (acres)	Washington County		State of Wisconsin	
	Number	Percent	Number	Percent
Less than 10 acres .....	67	7.9	4,141	5.4
10 to 49 acres .....	268	31.8	17,152	22.2
50 to 179 acres .....	314	37.2	29,458	38.2
180 to 499 acres .....	143	16.9	20,021	25.9
500 to 999 acres .....	33	3.9	4,465	5.8
1,000 acres or more .....	19	2.3	1,894	2.5
Total	844	100.0	77,131	100.0

Source: USDA-National Agricultural Statistics Service, 2002 Census of Agriculture.

Average net income from farm operations in the County in 2002 was \$24,654, which was about 37 percent higher than the State average of \$17,946. In Washington County, farming was the principal occupation of the farm operator on 552 farms, or almost 65 percent, and was not the primary occupation of the farm operator on the remaining 292 farms, or about 35 percent. Statewide, farming was the principal occupation of the farm operator on about 59 percent of farms and was not the principal occupation of the farm operator on the remaining 41 percent of farms.

### Number and Size of Farms

The number of farms by size category<sup>7</sup> in Washington County and Wisconsin in 2002 is set forth in Table 18. As previously noted, there were 844 farms in the County in 2002. The average County farm size was 154 acres, and the median farm size was 86 acres. This compares to 204 acres and 140 acres, respectively, for farms in the State. Of the 844 farms in the County in 2002, 314 farms, or about 37 percent of all farms, were between 50 and 179 acres in size, and an additional 268 farms, or about 32 percent of all farms, were between 10 and 49 acres in size. Only 52 County farms, or about 6 percent of all County farms, were more than 500 acres in size in 2002.

### Farms Enrolled in State and Federal Preservation Programs

There are a number of State and Federal conservation programs that have been created to help protect farmland and related rural land. These programs include the Wisconsin Farmland Preservation Program, Conservation Reserve Enhancement Program (CREP), Soil and Water Resource Management Program (SWRM), Conservation Reserve Program (CRP), and the Wetland Reserve Program (WRP).

#### *Wisconsin Farmland Preservation Program*

The Wisconsin Farmland Preservation Program provides income tax credits to eligible farmland owners. The program is administered by County and local governments, but the Wisconsin Land and Water Conservation Board (LWCB) must first certify that the county farmland preservation plan meets the standards specified in Chapter 91 of the *Wisconsin Statutes*. Of the 72 counties in Wisconsin, 70 have certified farmland preservation plans. Washington County's farmland preservation plan was certified in 1981. To be eligible to enroll in the program, farmland must be designated as such in the County Farmland Preservation Plan, must be a minimum of 35 contiguous acres, and must produce a minimum of \$6,000 in gross farm receipts in the previous year or \$18,000 in the previous three years. Farmland owners may participate in one of two ways: through exclusive agricultural zoning (in towns that have adopted an exclusive agricultural district in their zoning ordinance) or through Farmland Preservation Agreements.

Because the Town of Farmington has not adopted exclusive agricultural zoning, landowners must enter into a Farmland Preservation Agreement with DATCP. Contracts are for 10- or 25-year periods. In 2005, there were

<sup>7</sup>Data included in this section includes lands owned by the farmer, not lands the farmer may rent.



nine Wisconsin Farmland Preservation Agreements encompassing 830 acres of farmland in the Town. Under State regulations, no new Farmland Preservation Agreements may be made for farmland in Washington County or in any other county with a population density of 100 or more persons per square mile unless the local unit of government has adopted an exclusive agricultural zoning district.

#### ***Conservation Reserve Enhancement Program***

The Conservation Reserve Enhancement Program (CREP) is a Federal-State-Local partnership between the USDA Farm Services Agency (FSA), the NRCS, the DNR, DATCP, and participating County Land Conservation Departments (LCD) throughout Wisconsin. The goal of CREP in Washington County is to establish riparian buffers and/or restore wetlands along navigable streams in order to reduce upland sediment (erosion) and pollution from entering surface waters. Agricultural lands that are currently being farmed are eligible for this program through 15-year contracts or through permanent conservation easements. In 2005, there were no CREP agreements in place with any Town landowners.

#### ***Soil and Water Resource Management Program***

In 2004 the Washington County Land and Water Conservation Division elected to no longer participate in the CREP program; however, through annual grants from the DATCP Soil and Water Resource Management (SWRM) Program, the Land and Water Conservation Division has continued to promote the installation of riparian buffers. Landowners agreeing to the same restrictions required by CREP receive the same financial incentives that were offered through the CREP as CREP Equivalent Payments. Similar to CREP, agricultural lands that are currently being farmed are eligible for this program through 15-year contracts or through permanent conservation easements. In 2005, there were no SWRM agreements in place with any Town landowners.

#### ***Conservation Reserve Program***

The USDA administers the Conservation Reserve Program (CRP) to help provide water quality protection, erosion control, and wildlife habitat in agricultural areas. Under the CRP, the landowner enters into an agreement to restore or protect lands for a 10-year or longer period in return for cash payments or assistance in making conservation improvements. In 2005, there were 197 CRP contracts in Washington County, encompassing 2,756 acres. The USDA adopted a policy in 2005 that prohibits the agency from releasing specific data regarding parcels enrolled in the CRP, so this information cannot be mapped. This policy effectively prevents the identification of the number of CRP agreements, if any, in effect in the Town. The County has appealed the decision to the Washington office of the Farm Services Administration.

#### ***Wetland Reserve Program***

The Wetland Reserve Program (WRP) is a program aimed at protecting wetlands on private property. This is typically done by providing a financial incentive to landowners to restore wetlands that have been drained for agricultural use. Landowners who choose to participate in the program may sell a conservation easement to the USDA or enter into a cost-share restoration agreement with the USDA to restore wetlands. The landowner retains private ownership of the wetland area but limits future uses. In 2005, there were two WRP agreements encompassing about 11 acres of land in Washington County. The USDA adopted a policy in 2005 that prohibits the agency from releasing specific data regarding parcels enrolled in the WRP, so this information cannot be mapped. This policy effectively prevents the identification of the number of WRP agreements, if any, in effect in the Town. The County has appealed the decision to the Washington office of the Farm Services Administration.

## **PART 2: INVENTORY OF NATURAL RESOURCES**

### **Topography and Geology**

The dominant landform in Washington County is the Kettle Moraine, an interlobate moraine, or glacial deposit, formed between the Green Bay and Lake Michigan lobes of the continental glacier that moved across the Great Lakes area approximately 11,000 years ago. The Kettle Moraine is oriented in a general northeast-southwest direction across the County. Some of its features include kames, or conical hills; kettles, which are depressions that mark the site of buried glacial ice blocks which became separated from the retreating main ice mass and which subsequently melted to form depressions; eskers, or long, narrow ridges of glacial drift deposited in

meltwater tunnels within the ice; and abandoned drainageways. It forms some of the most attractive and interesting landscapes within the County. The Kettle Moraine area is the location of the highest elevation in the County and the location of the greatest local elevation differences, or relief.

The remainder of the County is covered by a variety of glacial landforms and features, including rolling landscapes of material deposited beneath the glacial ice; terminal moraines, consisting of material deposited at the forward edges of the ice sheet; lacustrine basins, which are former glacial lakes; outwash plains formed by the action of flowing glacial meltwater; drumlins, which are elongated teardrop-shaped mounds of glacial deposits that formed parallel to the flow of the glacier; and eskers. Except for a few isolated spots where dolomite bedrock is exposed at the surface, the entire County is covered with glacial deposits ranging from large boulders to fine grain clays.

The majority of the Town of Farmington is located on former glacial outwash plains and lacustrine basins; but the western edge of the Town, and particularly the west-central portion of the Town, merges into the eastern flanks of the Kettle Moraine. The former lacustrine basins are home to the main stem of the North Branch Milwaukee River and to extensive wetland areas in the eastern portion of the Town.

Topographical features, particularly slopes, have a direct bearing on the potential for soil erosion and the sedimentation of surface waters. Slope steepness affects the velocity of and, accordingly, the erosive potential of runoff. As a result, steep slopes place moderate to severe limitations on urban development and agricultural activities, especially in areas with highly erodible soil types such as in the Kettle Moraine. About 1,829 acres, or about 8 percent of the Town, have slopes of 20 percent or greater; while about 1,581 acres, or about 7 percent of the Town, have slopes ranging from 12 to 20 percent.

Poorly planned hillside development in areas of steep slopes can lead to high costs for public infrastructure development and maintenance and construction and post-construction erosion problems. Steeply sloped agricultural land may make the operation of agricultural equipment difficult or even hazardous. Development or cultivation of steeply sloped lands is also likely to negatively impact surface water quality through related erosion and sedimentation.

A total of 11 sites of geological importance—seven glacial sites (including the Kettle Moraine) and four bedrock geology sites—were identified in the County in 1994 as part of the regional natural areas plan. The geological sites included in the inventory were selected on the basis of scientific importance, significance in industrial history, natural aesthetics, ecological qualities, educational value, and public access potential. Two of the 11 sites were considered to be of statewide significance; and one of these two, the Kettle Moraine, runs in a general north south direction along the western margin of the Town of Farmington.

### **Nonmetallic Mineral Resources<sup>8</sup>**

Nonmetallic minerals include, but are not limited to, sand, gravel, crushed stone, building or dimension stone, peat, and clay. Extractive sites for nonmetallic minerals in Southeastern Wisconsin provide sand, gravel, and crushed limestone or dolomite for structural concrete and road building; peat for gardening and horticulture; and dimension stone for use in buildings, landscaping, and monuments. Nonmetallic mineral resources are important economic resources that should be taken into careful consideration whenever land is being considered for development. Mineral resources, like other natural resources, occur where nature put them, which is not always convenient or desirable. Wise management of nonmetallic mineral resources is important to ensure an adequate supply of aggregate at a reasonable cost for new construction and for maintenance of existing infrastructure in the future.

According to the U. S. Geological Survey, each person in the United States uses an average of 9.5 tons of construction aggregate per year (construction aggregate includes sand, gravel, crushed stone, and recycled crushed

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<sup>8</sup>*There are no marketable metallic mining resources in Washington County.*

concrete). Construction of one lane-mile of Interstate Highway uses 20,000 tons of aggregate. Aggregate is heavy and bulky, and is therefore expensive to transport. Having sources of aggregate relatively close (within 25 miles) of a construction project lessens the overall cost of construction. The cost of a ton of aggregate can more than double when it has to be hauled 25 miles or more.

#### ***Potential Sources of Sand, Gravel, Clay, and Peat***

The location of potential commercially workable sources of sand, gravel, clay, and peat in the Town of Farmington have been identified by the Wisconsin Geological and Natural History Survey (WGNHS) using a variety of sources, including geologic studies,<sup>9</sup> data from Road Material Survey records collected by WGNHS for the Wisconsin Department of Transportation (WisDOT), information on existing extractive sites, and information on closed extractive sites that were recently active. The sand and gravel potential is categorized as high, medium, and low by the WGNHS based on the glacial geology (Mickelson and Syverson, 1997<sup>10</sup>).

Approximately 3,591 acres in the Town of Farmington, or about 15 percent of the Town's total area, have been identified as having a relatively high potential for the location of commercially viable deposits of gravel and coarse- to medium-grained sand. An additional 3,630 acres, or, again, about 15 percent of the Town, have been identified as having a potential for commercially viable deposits of fine-grained sand. The balance of the Town may contain isolated pockets of commercially viable sand and/or gravel deposits; but overall, the potential for these remaining areas is considered to be relatively low. Some areas that may contain commercially viable deposits of clay and peat have also been identified in the Town.

#### ***Potential Sources of Crushed and Building Stone***

The location of potential commercially workable sources of stone suitable for crushed or building stone in the Town of Farmington have been identified by the WGNHS based principally upon locating and mapping areas underlain by Silurian dolomite within 50 feet of the land surface. Approximately 493 acres, or only about 2 percent of the Town's area, have been identified as having a potential for the development of commercially viable sources of crushed stone or building stone.

#### ***Existing Nonmetallic Mining Sites***

There were no identified active nonmetallic mining sites and one inactive nonmetallic mining site in the Town in 2007. The owner/operator of the mine is Helen Beck. The site is three acres in size and is located in the north central portion of the Town. The inactive mining site does not have a reclamation plan on file with the County.

#### ***Registered Nonmetallic Mining Sites***

Chapter NR 135 of the *Wisconsin Administrative Code* establishes a procedure for landowners to register marketable nonmetallic mineral deposits in order to preserve these resources. The Lannon Stone/Dawson site in the Town of Jackson was registered in 2001. Six parcels in the Town of Polk were registered in June 2008 by Wissota Sand and Gravel. As of 2008, these two sites were the only registered nonmetallic mineral sites in Washington County.

NR 135 defines a marketable nonmetallic mineral deposit as one which can be or is reasonably anticipated to be commercially feasible to mine and which has significant economic or strategic value. The significant economic or strategic value must be demonstrable using geologic, mineralogical or other scientific data based upon the deposit's quality, scarcity, location, quantity or proximity to a known user. Only the owner of the land (as opposed to the owner of the mineral rights or other partial rights) can register a marketable nonmetallic mineral deposit. The registration must include a legal description of the land and certification and delineation by a

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<sup>9</sup>Bedrock geology from Preliminary Bedrock Maps of Washington County (WOFR 2004-17) by T. Evans, K. Massie-Ferch, and R. Peters, WGNHS.

<sup>10</sup>Mickelson, D. M. and K. M. Syverson, Quaternary Geology of Ozaukee and Washington Counties, Wisconsin, WGNHS Bulletin 91, 1997.



registered professional geologist or a registered professional engineer. In making this certification, the geologist or engineer must describe the type and quality of the nonmetallic mineral deposit; the areal extent and depth of the deposit; the manner whereby the deposit's quality, extent, location, and accessibility contribute to its marketability; and the quality of the deposit in relation to current and anticipated standards and specifications for the type of material concerned.

A person wishing to register land pursuant to NR 135 must provide evidence that nonmetallic mining is a permitted or conditional use of the land under zoning in effect on the day notice is provided by the owner to government authorities. A copy of the proposed registration and supporting information must be provided to the applicable zoning authority (the Town of Farmington), the County, and the DNR at least 120 days prior to filing the registration. The registration must include a certification by the landowner, which is binding on the landowner and his or her successors in interest, that the landowner will not undertake any action that would permanently interfere with present or future extraction of nonmetallic materials for the duration of the registration.

### ***Notification Requirements***

Section 66.1001(4) of the *Statutes* requires any unit of government that prepares and adopts a comprehensive plan to prepare and adopt written procedures to foster public participation. These written procedures must describe the methods the local government will use to distribute proposed elements of a comprehensive plan to owners or persons with a leasehold interest in property to extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is proposed to be changed by the comprehensive plan. All such parties were notified of the public hearing held prior to the adoption of this plan and offered an opportunity to submit comments to the Town Plan Commission and Town Board.

### **Water Resources**

Surface water resources, consisting of lakes and streams and their associated wetlands, floodplains, and shorelands, form important elements of the natural resource base of the Town. Their contribution to economic development, recreational activity, and scenic beauty is immeasurable. In 2000, there were 374 acres of surface water, 4,151 acres of floodplains, and 3,343 acres of wetlands in the Town.

Both surface water and groundwater are interrelated components of a single hydrologic system. The groundwater resources are hydraulically connected to the surface water resources inasmuch as the former provide the base flow of streams and contribute to inland lake levels. The groundwater resources constitute the major source of supply for domestic, municipal, and industrial water users in Washington County.

### ***Watersheds and Subwatersheds***

A subcontinental divide that separates the Mississippi River and the Great Lakes – St. Lawrence River drainage basins crosses Washington County from the Town of Wayne on the north to the Village of Richfield on the south. About 164,684 acres, or 59 percent of the County, are located east of the divide and drain to the Great Lakes – St. Lawrence River system; the remaining 114,072 acres, or 41 percent of the County, drain west to the Mississippi River.

The subcontinental divide not only exerts a major physical influence on the overall drainage pattern of the County, but also carries with it legal constraints that, in effect, prohibit the diversion of any substantial quantities of Lake Michigan water across the divide. Areas east of the divide can utilize Lake Michigan as a source of water supply, with the spent water typically returned to the lake via the sanitary sewerage system. Areas west of the divide must use the groundwater reservoir as the supply source. A recent accord—the Great Lakes Charter Annex—signed by the governors of the eight States bordering the Great Lakes<sup>11</sup> and the premiers of the Canadian provinces of Ontario and Quebec bans most diversions of Great Lakes water outside the drainage basin, but makes limited exceptions for communities and counties that straddle the watershed boundary. The accord was approved by the Legislature of each of the eight States and by the U.S. Congress, and signed by then-President Bush in October 2008. The DNR is developing regulations to carry out the accord in Wisconsin.

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<sup>11</sup>*Includes the States of Illinois, Indiana, Michigan, Minnesota, New York, Ohio, Pennsylvania, and Wisconsin.*

The Town of Farmington is located entirely within the Milwaukee River watershed within the Great Lakes – St. Lawrence River drainage basin.

### ***Lakes and Streams***

Major streams are defined as those which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. As shown on Map 5, major streams in the Town include the North Branch Milwaukee River, Stony Creek, and Wallace Creek. Major lakes are defined as those lakes which have a surface area of 50 or more acres. Green Lake and Lake Twelve are the two major lakes within the Town.

Lakes and streams are readily susceptible to degradation through improper land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads, which enter from malfunctioning and improperly located onsite waste treatment systems, from sanitary sewer overflows, from construction and other urban runoff, and from careless agricultural practices. The water quality of lakes and streams may also be adversely affected by the excessive development of riparian areas and by the filling of peripheral wetlands, which remove valuable nutrient and sediment traps while adding nutrient and sediment sources. It is important that existing and future development in riparian areas be managed carefully to avoid further water quality degradation and to enhance the recreational and aesthetic values of surface water resources.

Surface water resources of the Washington County lake and stream classification project<sup>12</sup> established a system that classifies lakes and streams into three groups. The classifications are as follows: Class 1 waters are those lakes and streams that are relatively pristine or undeveloped and should be protected or preserved as high-quality resource waters. These waters are generally small, shallow lakes and streams with a high-quality fishery and are the most susceptible to water pollution problems. Class 2 waters are those lakes and streams that currently have limited development and should be maintained in their current good quality. Class 3 waters, which are comprised of those waterbodies that have been historically more intensively developed for residential and recreational use, are those lakes and streams in need of restoration and active management. These are generally large, deep waterbodies. A fourth class was added that accommodates all waterbodies not included in the other three classes. Waterbodies within Class 4 can be developed utilizing Class 2 criteria or the applicant can utilize the criteria established within the County shoreland, wetland, and floodplain zoning ordinance (Chapter 23) to determine an accurate classification for the waterbody.

The surface water classifications were incorporated into the County's shoreland, wetland, and floodplain zoning ordinance, which includes certain types of regulations, such as development with increased setbacks from lakes and streams, based on the classification of the adjacent lake or stream. The regulations are designed to offer a higher level of protection to higher-quality lakes and streams. The classification of lakes and streams located in the Town are listed in Table 19 and shown on Map 6. Stony Creek is the only Class 1 waterbody located in the Town.

### ***Wetlands***

Wetlands generally occur in depressions and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained.<sup>13</sup> Wetlands may, however, under certain conditions, occur

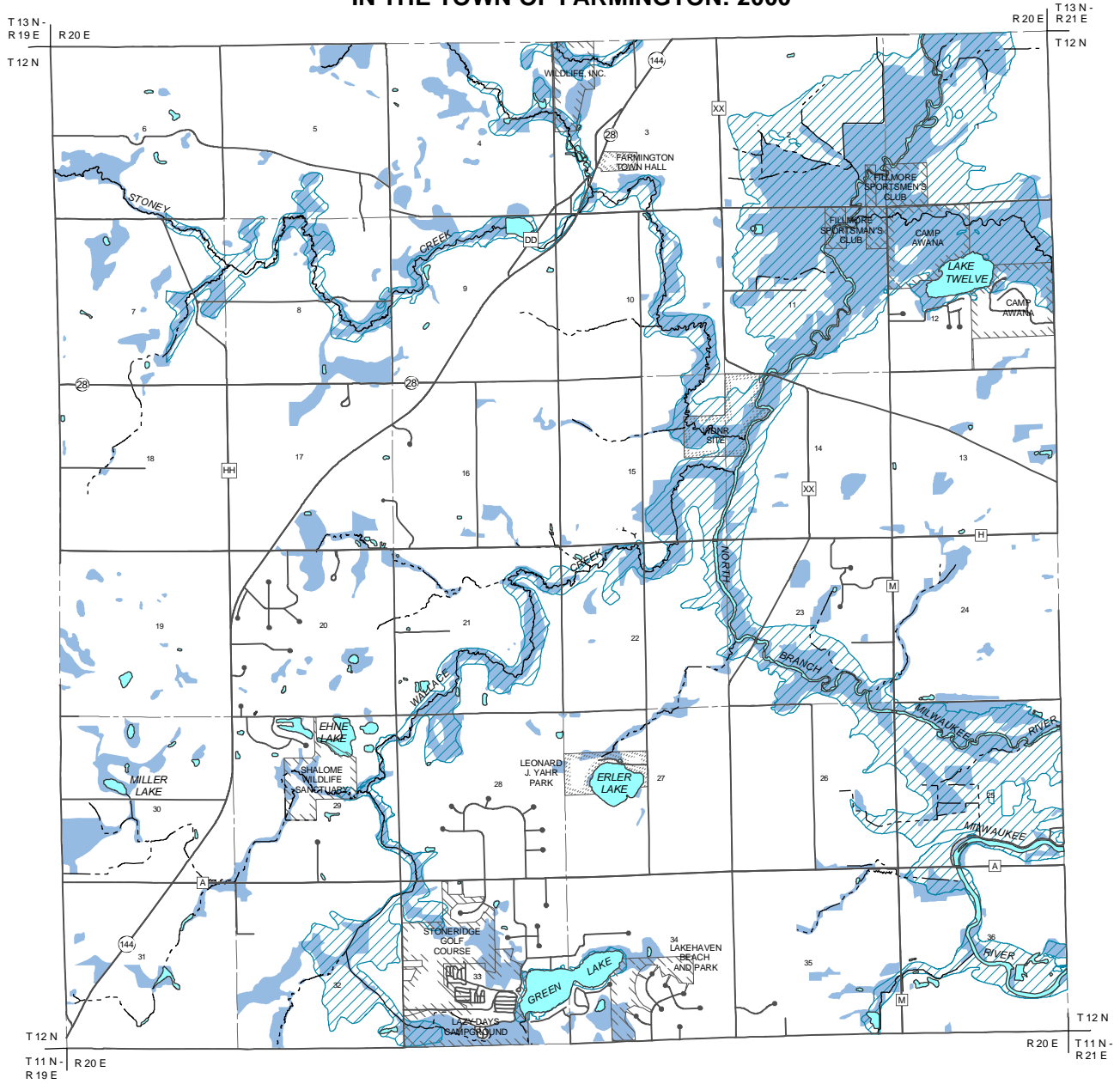
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<sup>12</sup>*Documented in SEWRPC Memorandum Report No. 139, Surface Water Resources of Washington County, Wisconsin, Lake and Stream Classification Project: 2000, September 2001.*

<sup>13</sup>*The definition of "wetlands" used by SEWRPC is the same as that of the U.S. Army Corps of Engineers and the U.S. Environmental Protection Agency. Under this definition, wetlands are areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and that under normal circumstance do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. This definition differs somewhat from the definition used by the DNR. Under the DNR definition, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions. As a practical matter, application of either the DNR definition or the EPA-Army Corps of Engineers-SEWRPC definition has been found to produce relatively consistent wetland identification and delineations in the majority of the situations in southeastern Wisconsin.*

# Map 5

## SURFACE WATERS, WETLANDS, AND FLOODPLAINS IN THE TOWN OF FARMINGTON: 2000



-  100 - YEAR RECURRENCE  
INTERVAL FLOODPLAINS  
(1981 FLOOD INSURANCE STUDY)
-  WETLANDS
-  SURFACE WATER

NOTE: PUBLIC AND QUASI - PUBLIC  
OWNERSHIP ARE CURRENT AS OF  
JANUARY 1, 2006.

Source: SEWRPC.



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Table 19

**LAKE AND STREAM CLASSIFICATIONS UNDER THE WASHINGTON COUNTY  
SHORELAND ZONING ORDINANCE IN THE TOWN OF FARMINGTON: 2006**

Lake or Stream	Classification		
	Class 1	Class 2	Class 3
<b>Lakes:</b>			
Ehne (Ehny) .....	--	2	--
Erler .....	--	2	--
Green .....	--	--	3
Miller .....	--	2	--
Twelve .....	--	--	3
<b>Streams:</b>			
Erler Outlet .....	--	2	--
Milwaukee River .....	--	--	3
North Branch Milwaukee River .....	--	--	3
Stoney Creek .....	1	--	--
Wallace Creek .....	--	2	--

Note: This table should not be used to determine regulations that may apply in shoreland areas. Refer to Chapter 23 of the Washington County Code of Ordinances for current lake and stream classifications and related requirements.

Source: Washington County and SEWRPC.

on slopes and even on hilltops. Wetlands perform an important set of natural functions which include support of a wide variety of desirable, and sometimes unique, forms of plant and animal life; water quality protection; stabilization of lake levels and streamflows; reduction in stormwater runoff by providing areas for floodwater impoundment and storage; and protection of shorelines from erosion.

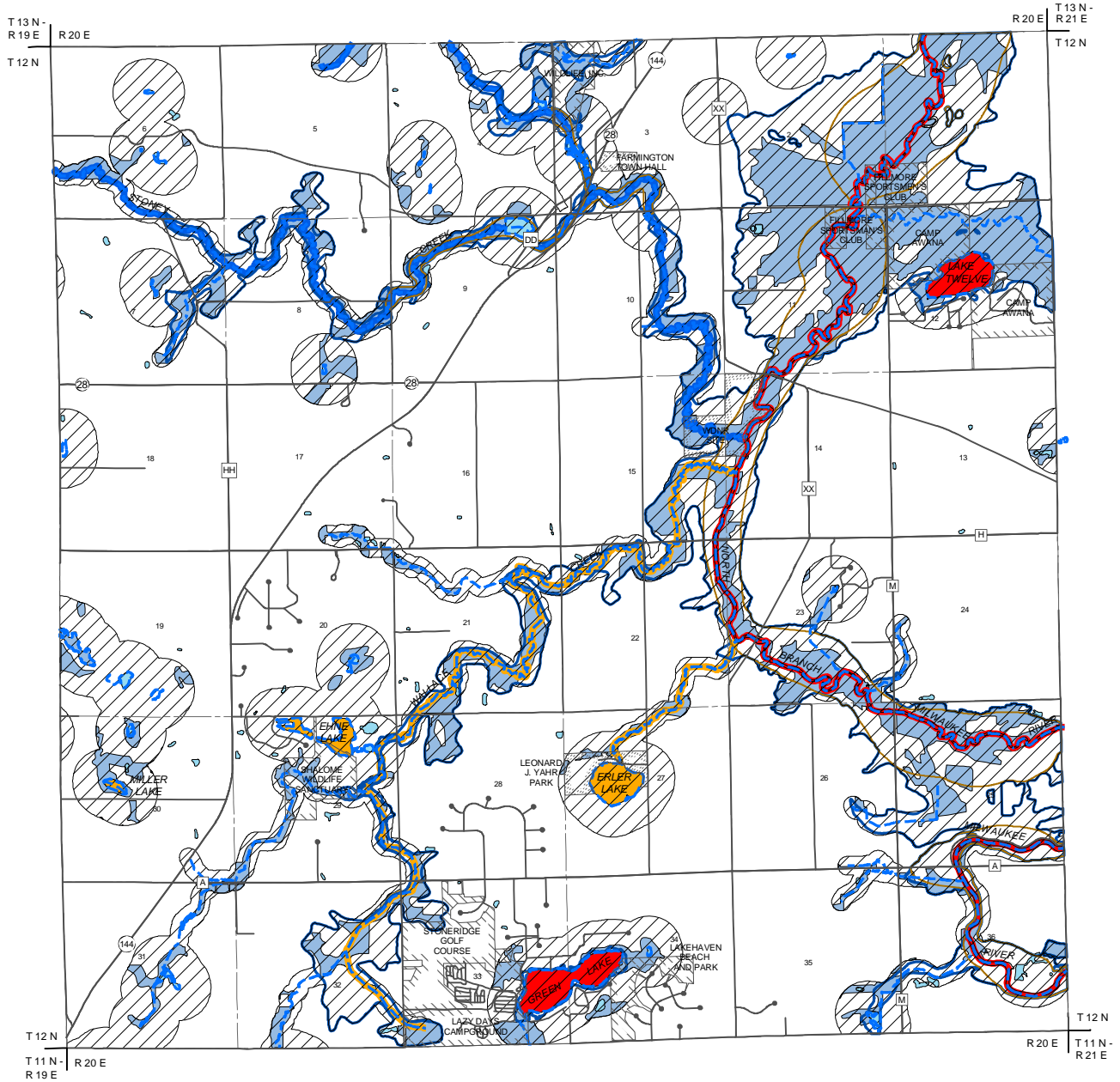
Wetlands identified in SEWRPC's regional land use inventory encompassed about 3,343 acres, or about 14 percent of the Town, in 2000, and are shown on Map 7. The identification of wetlands is based on the Wisconsin Wetlands Inventory completed in 1982, updated to the year 2000 as part of the regional land use inventory. In addition to the wetlands shown on Map 7, certain other areas have been identified by the NRCS as farmed wetlands, which are subject to Federal wetland regulations. An updated wetland inventory for Washington County was released in 2008. The updated inventory was conducted by SEWRPC under contract to the DNR. The new wetland inventory is shown on Map 20 in the Implementation Element (Chapter XII). Larger scale maps are available for review at the offices of the Washington County Planning and Parks Department and SEWRPC. The inventory can also be viewed on the DNR's Surface Water Data Viewer website at <http://dnrmapping.wisconsin.gov/imf/imf.jsp?site=SurfaceWaterViewer>.

Wetlands and their boundaries are continuously changing in response to changes in drainage patterns and climatic conditions. While wetland inventory maps provide a basis for areawide planning, detailed field investigations are necessary to precisely identify wetland boundaries on individual parcels. Field investigations are generally conducted at the time a parcel is proposed to be developed or subdivided.

### ***Floodplains***

The floodplains of a river are the wide, gently sloping areas usually lying on both sides of a river or stream channel. The occasional flow of a river onto its floodplain is a normal phenomenon and, in the absence of flood control works, can be expected to occur periodically. For planning and regulatory purposes, floodplains are defined as those areas subject to inundation by the 100-year recurrence interval flood event. This event has a 1 percent chance of being equaled or exceeded in any given year. Floodplains are generally not well suited for urban development because of the flood hazard, the presence of high water tables, and/or the presence of wet soils.

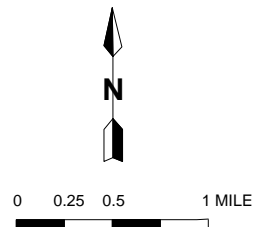
# **Map 6** **SHORELAND AND FLOODPLAIN ZONING AND** **LAKE AND STREAM CLASSIFICATIONS IN THE TOWN OF FARMINGTON: 2007**



- 100 - YEAR FLOODPLAIN BOUNDARY
- 100 - YEAR FLOODWAY BOUNDARY
- - - NAVIGABLE STREAM OR WATERWAY
- AREAS REGULATED BY THE WASHINGTON COUNTY SHORELAND AND FLOODPLAIN ZONING ORDINANCE
- SHORELAND WETLANDS
- CLASS 1 LAKE OR STREAM
- CLASS 2 LAKE OR STREAM
- CLASS 3 LAKE OR STREAM

NOTE: PUBLIC AND QUASI - PUBLIC OWNERSHIP ARE CURRENT AS OF JANUARY 1, 2006.

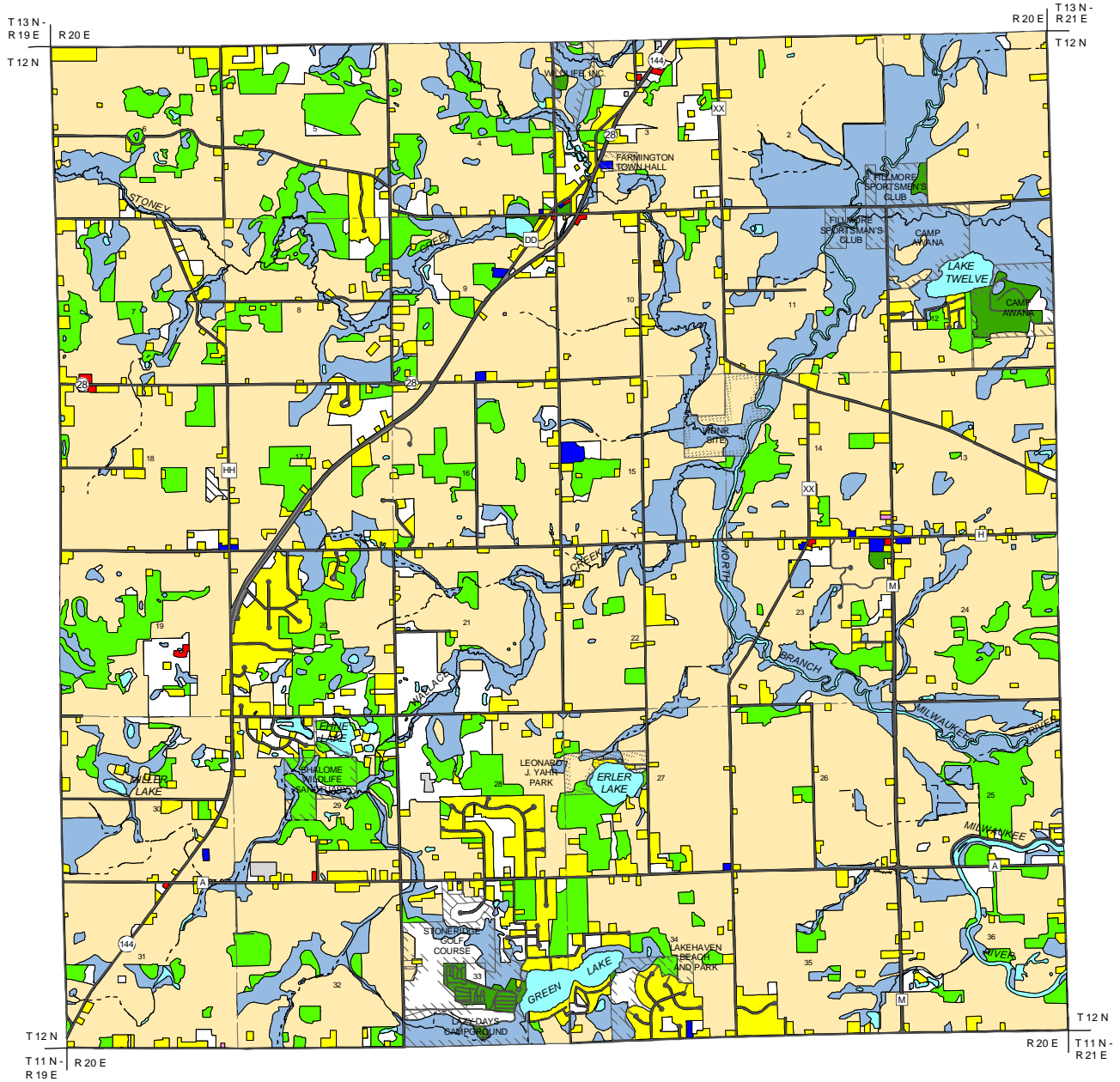
Source: Washington County and SEWRPC.



















# Map 7

## LAND USES IN THE TOWN OF FARMINGTON: SPRING 2000



- |   |   |   |                            |
|---|---|---|----------------------------|
|  | SINGLE - FAMILY RESIDENTIAL                         |  | RECREATIONAL               |
|  | MULTI - FAMILY RESIDENTIAL AND MOBILE HOMES         |  | WOODLANDS                  |
|  | COMMERCIAL  |  | WETLANDS                   |
|  | INDUSTRIAL  |  | SURFACE WATER (OPEN WATER) |
|  | STREETS AND HIGHWAYS                                |  | AGRICULTURAL               |
|  | COMMUNICATIONS, UTILITIES, AND OTHER TRANSPORTATION |  | EXTRACTIVE                 |
|  | GOVERNMENTAL AND INSTITUTIONAL                      |  | OPEN LANDS                 |

Source: SEWRPC.

NOTE: PUBLIC AND QUASI - PUBLIC OWNERSHIP ARE CURRENT AS OF JANUARY 1, 2006.



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Floodplains in Washington County for which floodplain elevations have been determined through detailed engineering studies were delineated by SEWRPC on large scale topographic maps as part of an update to the Washington County shoreland and floodplain zoning maps completed in 2001. Detailed studies and 100-year flood profiles are available for the North Branch Milwaukee River and Stony Creek. Where flood elevations were not available, approximate floodplain delineations from the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps were mapped on the orthophotos as part of the update to the shoreland and floodplain zoning maps. "Approximate" floodplains are those mapped by FEMA without the support of detailed engineering studies. Floodplains within the Town identified as part of the shoreland and floodplain zoning map update for Washington County encompass 4,151 acres, or about 18 percent of the Town as shown on the previously cited Map 5.

FEMA is currently conducting a Map Modernization Program for Washington County which will result in updated FEMA floodplain maps for both incorporated (city and village) and unincorporated (town) areas. Preliminary maps were released in August 2007. Release of the final maps is pending. The map modernization project will result in new floodplain delineations in some areas and new floodplain maps for the entire County.

### ***Shorelands***

Shorelands are defined by the *Wisconsin Statutes* as lands within the following distances from the ordinary high water mark of navigable waters: 1,000 feet from a lake, pond, or flowage; and 300 feet from a river or stream, or to the landward side of the floodplain, whichever distance is greater. In accordance with the requirements set forth in Chapters NR 115 (shoreland regulations) and NR 116 (floodplain regulations) of the *Wisconsin Administrative Code*, the Washington County shoreland and floodplain zoning ordinance restricts uses in wetlands located in the shorelands, and limits the uses allowed in the 100-year floodplain to prevent damage to structures and property, to protect floodwater conveyance areas, and to maintain the storage capacity of floodplains. The ordinance also includes restrictions on the removal of vegetation and filling, grading, and excavating within the shoreland area. Most structures must be set back a minimum of 75 feet from the ordinary high-water mark if adjacent to a Class 3 waterbody, 100 feet if adjacent to a Class 2 waterbody, and 125 feet if adjacent to a Class 1 waterbody, although the setbacks along Class 1 and 2 waterbodies may be reduced to 100 feet and 75 feet, respectively, subject to approval of mitigation measures. Shorelands within the Town identified as part of the shoreland and floodplain zoning map update for Washington County encompass 8,181 acres, or about 35 percent of the town. Shoreland, shoreland-wetland, and floodplain zoning in the Town in 2007 is shown on Map 6. A comprehensive update of the County shoreland zoning maps will be necessary in 2008-2009 to incorporate the recent update to the Wisconsin Wetland Inventory, and the pending update of floodplain boundaries. The most recent shoreland zoning map should be requested from the Washington County Planning and Parks Department when considering a development proposal in the Town.

State law requires that counties administer shoreland and floodplain regulations in unincorporated areas. Chapter II provides additional information about the County shoreland and floodplain zoning ordinance and lake and stream classification study.

Under Chapter NR 117 of the *Administrative Code*, cities and villages are required to restrict uses in wetlands located in the shoreland area. The provisions of NR 115, which regulate uses in unincorporated portions of the shoreland, apply in cities and villages only in shoreland areas annexed to a city or village after May 7, 1982. The same floodplain regulations set forth in NR 116 for unincorporated areas also apply within cities and villages. Each city and village administers the floodplain regulations within its corporate limits.

### ***Groundwater Resources***

Groundwater resources constitute another key element of the natural resource base of the Town and County. Groundwater not only sustains lake levels and wetlands and provides the base flow of streams, but also provides the water supply for domestic, municipal, and industrial water users in Washington County.

Groundwater occurs within three major aquifers that underlie the County and the remainder of southeastern Wisconsin. From the land's surface downward, they are: 1) the sand and gravel deposits in the glacial drift; 2) the

shallow dolomite strata in the underlying bedrock; and 3) the deeper sandstone, dolomite, siltstone, and shale strata. Because of their proximity to the land's surface and hydraulic interconnection, the first two aquifers are commonly referred to collectively as the "shallow aquifer," while the latter is referred to as the deep aquifer. Within the County, the shallow and deep aquifers are separated by the Maquoketa shale, which forms a relatively impermeable barrier between the two aquifers.

Recharge to groundwater is derived almost entirely from precipitation. Much of the groundwater in shallow aquifers originates from precipitation that has fallen and infiltrated within a radius of about 20 or less miles from where it is found. The deeper sandstone aquifers are recharged by downward leakage of water through the Maquoketa Formation from the overlying aquifers or by infiltration of precipitation beyond the western boundary of the County where the sandstone aquifer is not overlain by the Maquoketa Formation and is unconfined.

On the average, precipitation annually brings about 32 inches of water to the surface of Washington County. For the area of the County that would translate into about 660 million gallons per day (mgd) of water averaged over the year (a total of 240,900 million gallons a year). It is estimated that approximately 80 percent of that total is lost by evapotranspiration. Of the remaining water, part runs off in streams and part becomes groundwater. The average annual groundwater recharge to shallow aquifers varies from about 5 to 15 percent of annual precipitation. To document the utilization of the shallow aquifers in the Region, it may be assumed, for example, that, on the average, 10 percent of the annual precipitation reaches groundwater. Then, the average groundwater recharge in Washington County would be estimated to be 66 mgd. This precipitation will be returned to the shallow aquifer within days or months, depending on the soil. The estimated daily use of groundwater in 2000 was 13 mgd, which is about 20 percent of the total amount of groundwater assumed to be recharged in that year. This indicates that there is an adequate annual groundwater recharge to satisfy water demands on the shallow aquifer system in Washington County for years to come on an areawide basis. However, the availability on a localized area basis will vary depending upon usage, pumping system configuration, and groundwater flow patterns. Groundwater modeling<sup>14</sup> indicates small areas of drawdown of five feet or less in the shallow aquifer.

The situation is different for the deep aquifers, where withdrawals of groundwater cause supply/demand imbalance in areas of concentrated use of groundwater, which has resulted in the "mining" of groundwater, and where recharge of the aquifer may take years or even decades, depending on the depth and geology of the aquifer. The deep aquifer levels have decreased from 50 to 150 feet within the County. Most of this decline is due to pumping beyond the County boundaries.

To satisfy future water demands in the Southeastern Wisconsin Region, including Washington County, coordinated regional water resource management is needed, which would optimize the use of ground and surface water. The regional water supply planning program<sup>15</sup> currently being conducted by SEWRPC will provide guidance in this regard and is scheduled to be completed in 2010. At the time this comprehensive plan was prepared, areas within Washington County and the remainder of the Region had been analyzed and classified based on their potential for water recharge. The analysis was based on a combination of topography, soil hydrologic groups, soil water storage, and land use. An "average" weather year of 1997 was selected for the analysis, since the amount of precipitation received also affects the amount of water that reaches (and recharges) the groundwater. Areas were placed into the following classifications: very high (more than six inches of recharge per year), high (four to six inches of recharge per year), moderate (three to four inches of recharge per year), and low (less than three inches of recharge per year). Areas for which no soil survey data was available (shown as "undetermined" on Map 8) were not classified. Areas shown as "undetermined" are largely made up of wetlands. Groundwater typically serves as a source of water for a wetland, making them groundwater discharge areas rather than groundwater recharge areas.

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<sup>14</sup>*Documented in SEWRPC Technical Report No. 41, A Regional Aquifer Simulation Model for Southeastern Wisconsin, June 2005.*

<sup>15</sup>*Documented in SEWRPC Planning Report No. 52, A Regional Water Supply Plan for Southeastern Wisconsin (underway). The plan is expected to be completed in 2010.*



Areas within each of the recharge classifications in the Town are shown on Map 8, and the acreage within each category is listed on Table 20. About 9 percent of the Town is rated “very high” for recharge potential, and about 36 percent is rated “high” for recharge potential. Most of the high and very high recharge potential areas are located adjacent to the Milwaukee River, Wallace Creek and Stoney Creek. Primary environmental corridors and floodplains were overlaid on Map 8 to indicate the correlation between such areas and groundwater recharge potential. There is not a strong correlation between high and very high recharge potential and primary environmental corridors and floodplains in the Town. This is likely because most of the primary environmental corridors in the Town are comprised of wetlands, which were not rated for water recharge potential.

Development at rural densities, agricultural uses, and preservation of natural resources will preserve groundwater recharge capabilities. In addition, the use of conservation subdivision design and stormwater management measures that maintain natural hydrology can help preserve the groundwater recharge potential in areas developed for suburban-density residential uses and other urban uses.

## **Forest Resources**

### ***Woodlands***

With sound management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, woodlands help maintain a diversity of plant and animal life. The destruction of woodlands, particularly on hillsides, can contribute to excessive stormwater runoff, siltation of lakes and streams, and loss of wildlife habitat. Woodlands identified in the 2000 SEWRPC land use inventory are shown on the previously cited Map 7. Woodlands are defined as upland areas of one acre or more in area, having 17 or more trees per acre, each deciduous tree measuring at least four inches in diameter 4.5 feet above the ground, and having canopy coverage of 50 percent or greater. Coniferous tree plantations and reforestation projects are also classified as woodlands. In 2000, woodlands encompassed 2,076 acres, or about 9 percent of the Town.<sup>16</sup>

### ***Managed Forest Lands***

The Managed Forest Law (MFL) is an incentive program intended to encourage sustainable forestry on private woodlands in Wisconsin with a primary focus on timber production. The MFL offers private owners of woodlands a reduced property tax rate as an incentive to participate. All Wisconsin private woodland owners with at least 10 acres of contiguous forestland in the same city, village, or town are eligible to apply provided the lands meet the following criteria: 1) a minimum of 80 percent of the land must be wooded, 2) the land must be used primarily for growing forest products (agricultural uses such as cropland, pasture, or orchards are not eligible), and 3) there are no recreational uses that interfere with forest management.

Participants enter into a 25 or 50 year contract. A penalty is assessed if an agreement is terminated before its end. Starting with 2008 entries, applications must include a management plan prepared by a person certified by the DNR. If the enrolled property is sold before the agreement period has expired, the new owner can choose one of three options: 1) complete the agreement period with the approved plan, 2) adjust the plan to meet new goals and objectives, or 3) withdraw the land and pay the penalty. Lands can be open or closed to the public, but the tax benefit is substantially greater for enrolled acreage that is open to the public. In 2005, 636 acres of woodlands in the Town, of which 115 acres were open to the public, were enrolled in the program.

## **Natural Areas and Critical Species Habitat Sites**

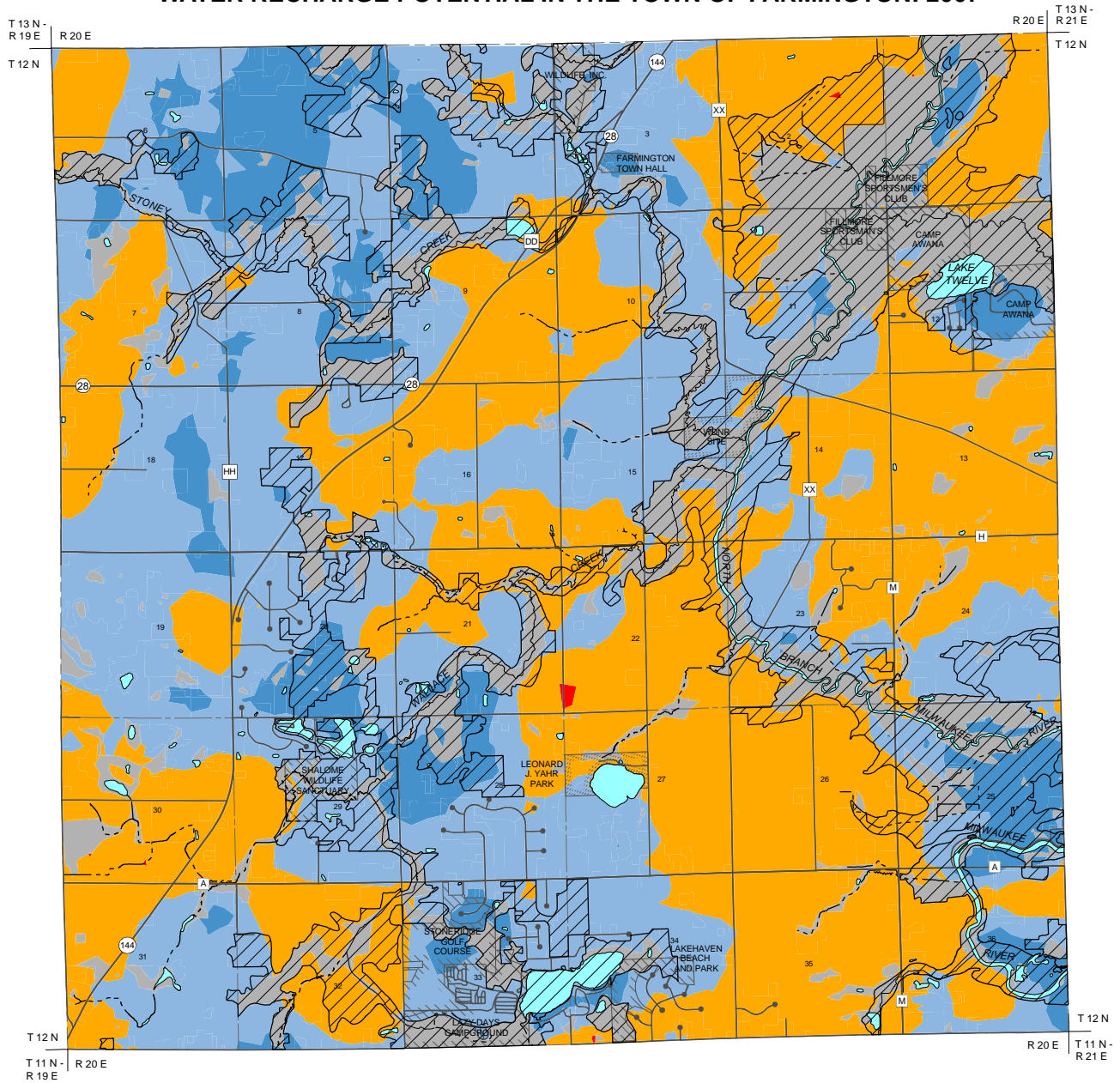
A comprehensive inventory of natural resources and important plant and animal habitats was conducted by SEWRPC in 1994 as part of the regional natural areas and critical species habitat protection and management plan. The inventory systematically identified all remaining high-quality natural areas, critical species habitat, and sites having geological significance within the Region. Ownership of identified natural areas and critical species habitat sites in the County were reviewed and updated in 2005.

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<sup>16</sup>*This data includes upland woods only, not lowland woods classified as wetlands, such as tamarack swamps. Lowland woods may be enrolled in the Managed Forest Law program as discussed in the following section.*

# Map 8

## WATER RECHARGE POTENTIAL IN THE TOWN OF FARMINGTON: 2007



- VERY HIGH
- HIGH
- MODERATE
- LOW
- UNDETERMINED
- EXISTING URBAN DEVELOPMENT (2006)
- PRIMARY ENVIRONMENTAL CORRIDORS (2000)  
AND 100 - YEAR FLOODPLAINS (1981)
- SURFACE WATER

Source: Wisconsin Geological and Historical Survey and SEWRPC.



0 0.25 0.5 1 MILE

Table 20

## CLASSIFICATION OF POTENTIAL WATER RECHARGE AREAS IN THE TOWN OF FARMINGTON: 2007

Water Recharge Classification	Area Within Each Classification		Portion Within Primary Environmental Corridor or Floodplain	
	Acres	Percent <sup>a</sup>	Acres	Percent <sup>b</sup>
Very High.....	2,154	9.2	738	11.7
High .....	8,554	36.4	1,487	23.7
Moderate .....	9,115	38.7	998	15.9
Low .....	9	- <sup>c</sup>	1	- <sup>c</sup>
Urban Development and Undetermined <sup>d</sup> .....	3,690	15.7	3,065	48.7
Total	23,522	100.0	6,289	26.7 <sup>e</sup>

<sup>a</sup>Percent of Town within each classification.

<sup>b</sup>Percent of each classification included in a primary environmental corridor or floodplain.

<sup>c</sup>Less than 0.05 percent.

<sup>d</sup>Areas for which the recharge potential is undetermined are primarily wetlands.

<sup>e</sup>Percent of Town located in primary environmental corridor or floodplain.

Source: Wisconsin Geological and Natural History Survey and SEWRPC.

### Natural Areas

Natural areas 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 native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one of three categories: natural areas of statewide or greater significance (NA-1), natural areas of countywide or regional significance (NA-2), and natural areas of local significance (NA-3). Classification of an area into one of these three categories is based on consideration of the diversity of plant and animal species and community type present, the structure and integrity of the native plant or animal community, the uniqueness of the natural features, the size of the site, and the educational value.

A total of five natural areas, encompassing about 767 acres, have been identified in the Town of Farmington. One of the three sites, the North Branch Woods, is a NA-2 site encompassing about 96 acres. The four other natural areas are classified as NA-3 sites and encompass about 671 acres located wholly or partially within the Town. Natural areas located in the Town of Farmington are more fully described in Table 21. The most recent Washington County park and open space plan,<sup>17</sup> adopted by the County Board in 2004, recommends the preservation of all natural areas within the Town through protective acquisition. The County park and open space plan recommends that Washington County acquire those portions of the North Branch Woods, Lizard Mound Woods, and Sandy Knoll Swamp natural areas that are currently privately owned. The park plan further recommends that a nonprofit conservation organization acquire those portions of the Milwaukee River Swamp natural area which are not currently owned by Washington County and that the Green Lake Association acquire the entire Green Lake Bog natural area. The Milwaukee River Swamp natural area lies within the project boundary of the North Branch Milwaukee River Wildlife and Farming Heritage Area. The DNR intends to acquire lands within the project boundary through either fee-simple purchase or through the purchase of conservation easements. A portion of the natural area lies within a conservation easement acquired by the DNR.

<sup>17</sup>Documented in SEWRPC Community Assistance Planning Report No. 136 (3rd Edition), A Park and Open Space Plan for Washington County, March 2004.

**Table 21**  
**NATURAL AREAS IN THE TOWN OF FARMINGTON: 2008<sup>a</sup>**

Area Name	Classification Code <sup>b</sup>	Location	Ownership	Size (acres)	Description and Comments
North Branch Woods	NA-2	T12N, R20E Section 25 Town of Farmington	Department of Natural Resources and private	96	Good-quality wooded tract bordering the North Branch of the Milwaukee River. Consists of southern mesic and wet-mesic hardwoods. Threatened by future logging operations
Sandy Knoll Swamp	NA-3	T11N, R20E Sections 4 and 5 Town of Trenton T12N, R20E Section 33 Town of Farmington	Washington County and private	77 <sup>c</sup>	Large, patchy lowland hardwood forest with areas of tamarack. Some portions contain good-quality wet-mesic forest ground flora. Past disturbances include selective cutting and clear-cutting, and water-level changes due to ditching
Milwaukee River Swamp	NA-3	T12N, R20E Sections 1, 2, 11, and 12 Town of Farmington	Private <sup>d</sup>	546	A large but disturbed wetland complex of lowland hardwoods, northern wet-mesic forest, shrub-carr, and sedge meadow bordering the Milwaukee River
Lizard Mound Woods	NA-3	T12N, R20E Sections 31 and 32 Town of Farmington	Washington County and private	29	Mature dry-mesic hardwoods dominated by sugar maple, red oak, basswood, white ash, beech, and white oak. Contains Indian effigy mounds of state-wide significance
Green Lake Bog	NA-3	T12N, R20E Section 34 Town of Farmington	Private	19	Small but good-quality undeveloped bog lake bordered by sphagnum mat, conifer swamp, and mesic hardwoods
Total – 5 Sites	--	--	--	767	--

<sup>a</sup>Inventory conducted in 1994; ownership information updated in 2008.

<sup>b</sup>NA-2 identifies Natural Area sites of countywide or regional significance.  
NA-3 identifies Natural Area sites of local significance.

<sup>c</sup>A portion of the site is located outside the Town, for a total of 343 acres.

<sup>d</sup>The DNR has acquired a conservation easement over a portion of the natural area.

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC. Sites were identified as part of the regional natural areas plan, documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997.

### ***Critical Species Habitat and Aquatic Sites***

Critical species habitat sites consist of areas outside natural areas that are important for their ability to support rare, threatened, or endangered plant or animal species. Such areas constitute “critical” habitat considered to be important to the survival of a particular species or group of species of special concern. Six aquatic sites supporting threatened or rare fish and mussel species have been identified in the Town of Farmington, four sites within river and stream reaches—about 28 miles in total length—and two sites within lakes (Green Lake and Lake Twelve) totaling about 124 acres of water surface. These Town of Farmington aquatic habitat sites are more fully described in Table 22. Aquatic habitat sites are protected under DNR regulations and County shoreland regulations.

### ***Reestablishment of Forest Interior***

In addition to setting forth recommendations for the protection of existing areas with important biological resources, the regional natural areas plan also recommends that efforts be made to reestablish relatively large tracts of grasslands and forest interiors in the Region. Reestablishment of such tracts would serve to provide additional habitat for bird populations, which have been adversely affected by loss of habitat due to development in the Region. Two sites in Washington County, one in the Town of Addison and one in the Town of Trenton, were identified for reestablishment of forest interior.

### ***Environmental Corridors and Isolated Natural Resource Areas***

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in which concentrations of the best remaining elements of

Table 22

**AQUATIC HABITAT AREAS IN THE TOWN OF FARMINGTON: 2005<sup>a</sup>**

River, Stream, or Lake	Size <sup>b</sup>	Rank <sup>c</sup>	Description <sup>d</sup> and Comments
Milwaukee River downstream from STH 33 to main stem	2.2 miles	AQ-2 (RSH)	Excellent Biotic Index Rating; <sup>e</sup> critical fish species present; good assemblage of mussel species
North Branch, Milwaukee River	6.9 miles	AQ-2 (RSH)	Good overall fish population and diversity, including critical fish species; Biotic Index Rating <sup>f</sup> of Good to Excellent
Wallace Creek	8.6 miles	AQ-2 (RSH)	Good overall fish population and diversity, including critical fish species
Stony Creek	10.7 miles	AQ-3 (RSH)	Critical fish species present; Class II trout stream
Green Lake	71 acres	AQ-3 (RSH)	A seepage lake with critical fish species present; extensive wetlands adjacent to Lake
Lake Twelve	53 acres	AQ-3	A spring lake with a mostly undisturbed shoreline; good wildlife habitat

<sup>a</sup>Inventory conducted in 1994; ownership information updated in 2005.

<sup>b</sup>Size is listed as stream miles for rivers and streams and lake surface area (in acres) for lakes. Includes the length of a river or stream and the area of a lake located within the Town.

<sup>c</sup>AQ-2 identifies Aquatic Area sites of countywide or regional significance.

AQ-3 identifies Aquatic Area sites of local significance.

RSH, or Rare Species Habitat, identifies those aquatic areas which support rare, endangered, threatened, or "special concern" species officially designated by the Wisconsin Department of Natural Resources.

<sup>d</sup>"Seepage lakes" are lakes which have no inlet or outlet and whose main source of water is direct precipitation and runoff supplemented by groundwater. "Spring lakes" are lakes which have no inlet but do have an outlet and whose main source of water is groundwater flowing directly into the basin and from the immediate drainage area. "Drainage lakes" are lakes that have both an inlet and an outlet and whose main water source is a river or stream.

<sup>e</sup>Based upon the Hilsenhoff Biotic Index (HBI) discussed in Wisconsin Department of Natural Resources Technical Bulletin No. 132, Using a Biotic Index to Evaluate Water Quality in Streams, 1982.

<sup>f</sup>Based upon the Index of Biotic Integrity (IBI) discussed in U.S. Department of Agriculture, Forest Service, General Technical Report No. 149, Using the Index of Biotic Integrity (IBI) to Measure Environmental Quality in Warmwater Streams of Wisconsin, April 1992.

Source: Wisconsin Department of Natural Resources, Wisconsin Geological and Natural History Survey, and SEWRPC. Sites were identified as part of the regional natural areas plan, documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997.

the natural resource base occur. It has been recognized that preservation of these areas is essential to both the maintenance of the overall environmental quality of the Region and to the continued provision of the amenities required to maintain a high quality of life for residents.

Seven elements of the natural resource base are considered essential to the maintenance of the ecological balance and the overall quality of life in the Region, and served as the basis for identifying the environmental corridor network. These seven elements are: 1) lakes, rivers, and streams and associated shorelands and floodplains; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly-drained, and organic soils; and 7) rugged terrain and high relief topography. In addition, there are certain other features which, although not a part of the natural resource base, are closely related to the natural resource base and were used to identify areas with recreational, aesthetic, ecological, and natural value. These features include existing park and open space sites, potential park and open space sites, historic sites, scenic areas and vistas, and natural areas.

The mapping of these 12 natural resource and resource-related elements results in a concentration of such elements in an essentially linear pattern of relatively narrow, elongated areas that have been termed "environmental corridors" by SEWRPC. Primary environmental corridors include a wide variety of the most important natural resources and are at least 400 acres in size, two miles long, and 200 feet wide. Secondary environmental corridors serve to link primary environmental corridors, or encompass areas containing

concentrations of natural resources between 100 and 400 acres in size. Where secondary environmental corridors serve to link primary corridors, no minimum area or length criteria apply. Secondary environmental corridors that do not connect primary corridors must be at least 100 acres in size and one mile long. An isolated concentration of natural resource features, encompassing at least five acres but not large enough to meet the size or length criteria for primary or secondary environmental corridors, is referred to as an isolated natural resource area.

The preservation of environmental corridors and isolated natural resource areas in essentially natural, open uses can help reduce flood flows, reduce noise pollution, and maintain air and water quality. Corridor preservation is important to the movement of wildlife and for the movement and dispersal of seeds for a variety of plant species. In addition, because of the many interacting relationships between living organisms and their environment, the destruction and deterioration of any one element of the natural resource base may lead to a chain reaction of deterioration and destruction. For example, the destruction of woodland cover may result in soil erosion and stream siltation, more rapid stormwater runoff and attendant increased flood flows and stages, as well as destruction of wildlife habitat. Although the effects of any single environmental change may not 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, reduction in groundwater recharge, as well as a decline in the scenic beauty of the County. The importance of maintaining the integrity of the remaining environmental corridors and isolated natural resource areas thus becomes apparent.

Primary and secondary environmental corridors and isolated natural resource areas are shown on Map 11 in Chapter VI. The primary environmental corridors in the Town are located principally along the North Branch Milwaukee River, Stony Creek, Wallace Creek, and within the North Milwaukee Swamp in the northeast quadrant of the Town. In 2000, 4,689 acres, comprising about 20 percent of the Town, were located within primary environmental corridors. Secondary environmental corridors, located along the reaches of smaller streams and in scattered wetlands encompassed 869 acres, or about 4 percent of the Town. Isolated natural resource areas within the Town, generally consisting of smaller wooded areas and smaller wetlands, accounted for 597 acres, or about 3 percent of the Town.

### **Park and Open Space Sites**

A comprehensive region wide inventory of park and open space sites was conducted in 1973 under the initial regional park and open space planning program conducted by SEWRPC. The inventory is updated periodically, and was updated in 2008 as part of this planning process. The inventory identified all park and open space sites owned by a public agency, including Federal, State, County, and local units of government and school districts. The inventory also included privately owned outdoor recreation sites such as golf courses, campgrounds, boating access sites, hunting clubs, group camps, and special use outdoor recreation sites. Sites owned by nonprofit conservation organizations, such as the Ozaukee Washington Land Trust (OWLT) and the Cedar Lakes Conservation Foundation, were also identified. As of 2008, there were 26,329 acres of park and open space land in fee simple ownership encompassing about 9 percent of Washington County. An additional 1,674 acres were under conservation or other easements intended to protect the natural resources of a site. Information on park and open space sites in the Town of Farmington is provided in Table 23 and the following sections.

#### ***County and State-Owned Park and Open Space Sites***

##### ***Washington County***

Leonard J. Yahr Park and Lizard Mound Park are County parks located in the Town of Farmington. These two sites provide a total of 80 acres of park and open space. The Washington County park and open space plan recommends that the County acquire an additional 45 acres in the Town for Leonard J. Yahr Park and an additional six acres in the Town for Lizard Mound Park. Sandy Knoll Park, a 256-acre County Park in the adjacent Town of Trenton, is conveniently located for Town of Farmington residents.

##### ***Wisconsin Department of Natural Resources***

The DNR has acquired large areas of park and open space lands in Washington County for a variety of resource protection and recreational purposes. In 2002, the DNR, with the authorization of the Wisconsin Natural Resources Board, established a 19,487 acre project boundary for the newly created North Branch Milwaukee

River Wildlife and Farming Heritage Area. The project boundary lies within the Milwaukee River Basin and is located in portions of northwestern Ozaukee County, northeastern Washington County, and southwestern Sheboygan County. The project boundary encompasses river and stream corridors, large wetland complexes, agricultural lands, three major lakes (including Lake Twelve in the Town), and numerous minor lakes and ponds. Wetlands and agricultural lands make up 16,549 acres of the proposed site and river corridors account for an additional 2,938 acres.

The DNR anticipates using a variety of real estate tools, including fee simple acquisition, easements, and purchase of development rights to protect natural features and agricultural lands within this project area. About 3,590 acres of the total 19,487 acres North Branch Milwaukee River Wildlife and Farming Heritage Area project boundary lie within the Town of Farmington. As of 2008, the DNR had acquired one site of 101 acres in fee-simple ownership and two conservation easements totaling 166 acres.

The Milwaukee River Swamp, a 546-acre disturbed wetland complex identified in the regional natural areas and critical species habitat protection and management plan lies completely within the Town of Farmington portion of the North Branch Milwaukee River Wildlife and Farming Heritage Area project area. As of 2008, this site was in private ownership, but DNR had acquired a conservation easement on a portion of the natural area. All or portions of several additional critical species and aquatic habitat sites identified in the regional natural areas and critical species habitat protection and management plan also lie within the Town of Farmington portion of the project boundary.

#### ***Private and Public-Interest Resource Oriented Park and Open Space Sites***

There are a number of conservation organizations active in Washington County, including OWLT, the Cedar Lakes Conservation Foundation, The Nature Conservancy, and other non-profit conservation organizations. These organizations acquire lands for resource protection purposes. As of 2008, only one site had been acquired within the Town by such an organization; a 13-acre site purchased by OWLT. This site is located within the project boundary of the North Branch Milwaukee River Wildlife and Farming Heritage Area. Conservation easements held by nonprofit conservation organizations are described in the following section.

#### ***Lands Under Protective Easements***

Several open space and environmentally sensitive sites in Washington County are protected under conservation easements. These easements are typically voluntary contracts between a private landowner and a land trust or

**Table 23**

#### **PUBLIC AND PRIVATE PARK, RECREATION, AND OPEN SPACE SITES IN THE TOWN OF FARMINGTON: 2008**

Public Sites	Size <sup>a</sup> (acres)
Town of Farmington Sites	
Fireman's Park .....	3
Green Lake Boat Access .....	1
Town-Owned Land .....	4
Subtotal – Town Sites (3)	8
School District Site	
Farmington Elementary School .....	17
Washington County Sites	
Leonard J. Yahr Park .....	49
Lizard Mound Park .....	31
Subtotal – Washington County Sites (2)	80
Ozaukee Washington Land Trust Site	
Lake Twelve .....	13
Wisconsin DNR Site	
North Branch Milwaukee River Wildlife and Farming Heritage Area .....	101
Subtotal – Public Sites (8)	219
Private Sites	Size (acres)
Boltonville Sportsmen's Club .....	14
Camp Awana .....	251
Fillmore Sportsmen's Club .....	89
Wildlife, Inc. ....	70
Lazy Days Campground .....	178
Stoneridge Golf Course .....	167
Turner Park .....	16
Star Valley Subdivision Park .....	23
Lakehaven Subdivision Beach and Park .....	66
Pheasant Ridge Subdivision Park .....	14
Shalom Wildlife Sanctuary .....	96
Subtotal – Private Sites (11)	984
Total – 19 Sites	1,203

<sup>a</sup>Site area is rounded to the nearest whole number. Sites less than one acre are rounded up to one acre.

Source: SEWRPC Park and Open Space Site Inventory.



government agency that limit, or in some cases prohibit, future development of the parcel. With the establishment of a conservation easement, the property owner sells or donates the development rights for the property to a land trust or government agency, but retains ownership. The owner is not prohibited from selling the property, but future owners must also abide by the terms of the conservation easement. The purchaser of the easement is responsible for monitoring and enforcing the easement agreement for the property. Conservation easements do not require public access to the property, although public access is generally required if Wisconsin stewardship funds or other DNR grant funds are used to acquire the property.

In addition to the DNR conservation easements held on the two previously noted sites within the North Branch Milwaukee River Wildlife and Farming Heritage Area project boundary, the DNR also held three streambank easements totaling 116 acres along the Milwaukee River in the southeastern corner of the Town in 2008. OWLT held three easements totaling 169 acres in the Town. Conservation easements are shown on Map 12 in Chapter VI. Similar to the DNR project areas, OWLT has identified focus areas in their ongoing efforts to protect and preserve important natural resource areas. The land trust has identified the Milwaukee River corridor as one of three focus areas in the County.

#### ***Town of Farmington Park and Open Space Sites***

The Town of Farmington owns three sites encompassing about eight acres. The Farmington Elementary School is also located in the Town and provides an additional 17 acres of recreational land. Together, these four sites provide 25 acres of local government owned park and open space.

#### ***Commercial and Organizational Park and Open Space Sites***

There are 11 private park and open space sites located in the Town. Together, these 11 sites provide a total of 984 acres of park and open space, the majority of which is accounted for by Camp Awana, Lazy Days Campground, and Stoneridge Golf Course.

### **PART 3: INVENTORY OF CULTURAL RESOURCES**

The term cultural resource encompasses historic buildings, structures and sites; archaeological sites; and museums. Cultural resources in Washington County have important recreational and educational value. Cultural resources help to provide the County and each of its distinct communities with a sense of heritage, identity, and civic pride. Resources such as historical and archaeological sites and historic districts can also provide economic opportunities through tourism.

#### **Historical Resources**

In 2008, there were four historic sites (Lizard Mound County Park; Saxonia House; St. John of God Roman Catholic Church, Convent, and School; and St. Peter's Church) and one historic district (the Washington County "Island" Effigy Mound District) located in the Town of Farmington that were listed on the National Register of Historic Places and the State Register of Historical Places. Sites and districts listed on the National and State Registers of Historic Places have an increased measure of protection against degradation and destruction. Listing on the National or State Register requires government agencies to consider the impact of their activities, such as the construction or reconstruction of a highway, or a permit which they issue, on the designated property. If the property would be adversely affected, the agency must work with the State Historic Preservation Officer to attempt to avoid or reduce adverse effects.

The 25 historic places and districts in Washington County listed on the National and State registers of historic places are only a small fraction of the buildings, structures, and districts listed in the Wisconsin Architecture and History Inventory. The Wisconsin Architecture and History Inventory is a database administered by the State Historical Society of Wisconsin of sites that have architectural or historical characteristics that may make them eligible for listing on the National and State registers of historic places. The inventory can be accessed through the State of Wisconsin Historical Society website at [www.wisconsinhistory.org/ahi](http://www.wisconsinhistory.org/ahi).



County and local governments may designate landmarks once a landmarks commission or historic preservation commission has been established by ordinance and certified by the State Historical Society. Procedures for designating local landmarks can and do vary depending on the local government. The Washington County Landmarks Commission has developed a simple, yet effective set of landmark designation procedures. First, an application is filed with the County Clerk by the owner of the proposed landmark. The County Landmarks Commission – composed of nine individuals appointed by the County Board Chairperson – then votes on whether to approve or deny the application based on a set of criteria established by the Commission. These criteria aim to protect, enhance, and perpetuate archaeological sites, geological formations, and structures of special historical value or interest. The Landmarks Commission in Washington County is given full authority by the County Board to designate and remove landmarks.

The Washington County Landmarks Commission has designated 34 sites, several of which are also listed on the National and State Registers of Historic Places, as County Landmarks. Five sites in the Town of Farmington have been so designated: Lizard Mound County Park (which is also identified with a State of Wisconsin Historical Marker), Boltonville Church, Boltonville Mill, St. Peter’s Church, and Saxonia House.

### **Archaeological Resources**

Preservation of archaeological resources is also important in preserving the cultural heritage of Washington County. Like historical sites and districts, significant prehistoric and historic archaeological sites provide the County and each of its communities with a sense of heritage and identity, which can provide for economic opportunities through tourism if properly identified and preserved. Archaeological sites found in Washington County fall under two categories: prehistoric sites and historic sites. Prehistoric sites are defined as those sites which date from before written history. Historic sites are sites established after history began to be recorded in written form (the State Historical Society of Wisconsin defines this date as A.D. 1650).

As of 2005, there were 425 known prehistoric and historic archaeological sites in Washington County listed in the State Historical Society’s Archaeological Sites Inventory, including prehistoric and historic camp sites, villages, and farmsteads; marked and unmarked burial sites; and Native American mounds. There are three mound groups in the Town of Farmington listed on the National Register of Historic Places: the Lizard Mound group, located in and adjacent to Lizard Mound County Park, the Glass mound group, and the Susen-Backhaus mound group. These three mound groups together are classified as the “Island” Effigy mound district listed on the National Register.

An additional mound group in the County was recently acquired by the City of West Bend and incorporated into Quaas Creek Park. This group, known as the Joedike Mound group, is located near the confluence of Quaas Creek and the Milwaukee River on the east side of the City of West Bend.

### **Local Historical Societies and Museums**

A local historical society, the Farmington Historical Society, affiliated with the State Historical Society of Wisconsin, is located within the Town. In addition, the resources of the Washington County Historical Society, itself affiliated with the State Historical Society of Wisconsin, are also available to Town residents. The County Society operates several historic sites within the County, including the Old Courthouse and the Old Jailhouse Museums in the City of West Bend. The museums include interactive and interpretive galleries and a research center. The Washington County Historical Society is also working to convert the St. Agnes Convent in the Town of Barton to a museum over the next few years. This site consists of three buildings constructed in the mid-19<sup>th</sup> century. Other museums in Washington County include the Wisconsin Automotive Museum in the City of Hartford and the Museum of Wisconsin Art in the City of West Bend.

### **Cultural Venues, Events, and Organizations**

Cultural performances, events, and organizations that showcase the arts and the heritage of Washington County and its cities, towns, and villages contribute to the quality of life and economy of the County. There are several venues at which cultural performances are regularly held. Many of these venues are not historic themselves, but serve as a cultural resource because they facilitate culturally significant performances and exhibits. They are listed in Table 24.

Table 24

**CULTURAL ORGANIZATIONS AND VENUES IN WASHINGTON COUNTY: 2007**

Cultural Organizations	Cultural Venues
Broken Valley Saddle Club	Cedar Lake Campus Theatre
Deutschatadt Heritage Foundation, Inc.	Chandelier Ballroom
Discalced Carmelite Friars, Holy Hill	Christ Church Museum
Downtown West Bend Association	Dheinsville Settlement
Friends of Kewaskum	Holy Hill
Friends of LacLawrann Conservancy	Lac Lawrann
Germantown Junior Women's Club	Museum of Wisconsin Art
Hartford Area Chamber of Commerce	Old Courthouse Square Museum
Hartford City Band	Richfield Historical Park
Hartford Community Choir	Riveredge Nature Center
Hartford Downtown Business Improvement District	Schauer Arts and Activities Center
It's a Stitch Quilt Guild	Shalom Wildlife Sanctuary
Kettle Moraine Fine Arts Guild	Sila Lydia Bast Bell Museum
Kettle Moraine Symphony	UW-Washington County
Kewaskum Junior Women's Club	Washington County Fair Park
Kiwanis Noon Club	Washington County UW Theatre
Lighthouse Ministry, Inc.	West Bend Community Memorial Library
Moraine Symphonic Band	Wisconsin Automotive Museum
Museum of Wisconsin Art Friends	
Richfield Historical Society	
Richfield Lioness Club	
Riveredge Bird Club	
Slinger Advancement Association	
Slinger Area Women's Association	
Tri-County Pork Producers	
Washington County Farm Bureau Women	
Washington County Historical Society	
Washington County Humane Society	
West Bend Wisconsin Chapter Model A Ford Club	
Ziegler Kettle Moraine Jazz Festival	

Note: This table is not intended to be an exhaustive list of all cultural organizations and venues in Washington County, but rather to provide examples of cultural resources that are available.

Source: Washington County Convention and Visitors Bureau and SEWRPC.

## **PART 4: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

### **Goals:**

- Preserve as much as possible open- and agriculturally-utilized lands, which will continue to enhance the character and desirability of the Town of Farmington, and is in the best interests of all residents.
- Strive to preserve environmentally sensitive areas.
- Encourage preservation of historic or cultural structures and archaeological sites.

**Objectives (Actions):**

- Preserve farmland.
- Strive to preserve open space.
- Strive to preserve land through voluntary means and/or through compensation.
- Comply with DNR regulations and Washington County ordinances to protect wetlands, floodplains, and surface waters.
- Continue to work with Washington County to regulate nonmetallic mineral extraction in accordance with the County's nonmetallic mining reclamation ordinance.
- Work with the State Historical Society of Wisconsin and the Washington County Landmarks Commission as those agencies conduct historical surveys to identify historically significant structures and districts in the Town and methods to protect them.
- Upon request, forward appropriate Town records of historical value to interested organizations.
- Work with OWLT and other Nonprofit Conservation Organizations to protect primary and secondary environmental corridors, natural areas, critical species habitat sites, and other endangered species habitat areas.
- Encourage Town residents to utilize the DNR's Managed Forest Land program, where applicable.
- Support the park and outdoor recreation element of the Washington County Park and Open Space Plan.
- Support the DNR's easement program for the Milwaukee River Watershed Streambank corridor for streambank protection.
- Cooperate with the DNR to identify additional lands that the DNR may acquire for the North Branch Milwaukee River Wildlife and Farming Heritage Area.
- Consider the recommendations set forth in Table 25 when reviewing development proposals on parcels that include primary or secondary environmental corridors and isolated natural resource areas.

**Policies:**

- Create Hamlet Growth areas on the Town land use plan map that will preserve agricultural uses while providing for future development needs near, or adjacent to, existing development and where there is increasing development pressure.
- Encourage the protection of agricultural and high-quality open space lands through public and non-profit conservation organization (NCO) fee simple purchase and conservation easements.
- The Town will strive to preserve open space through the application of density standards, as described in the Land Use Element and implemented through Town ordinances.
- Buffer new development from adjacent rural uses by requiring the use of berms and landscaping to help maintain rural character.
- Discourage urban development in primary and secondary environmental corridors, isolated natural resource areas, floodplains, wetlands, and surface waters (see Maps 11 and 12).
- Protect natural resource features, including those within primary and secondary environmental corridors and isolated natural resource areas, which provide habitats for native plants and wildlife.
- Wetland and floodplain areas should not be altered in any way, including, but not limited to filling or draining, unless such alteration would result in the enhancement of the natural resource being disturbed.
- Work with property owners to achieve site planning to minimize erosion and disruption to slopes and desirable vegetation. Review of development site and rezoning requests will include consideration of the placement of driveways and soil types to minimize disruption of steep slopes.

Table 25

## GUIDELINES FOR DEVELOPMENT CONSIDERED COMPATIBLE WITH ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

Component Natural Resource and Related Features within Environmental Corridors <sup>a</sup>	Permitted Development																
	Transportation and Utility Facilities (see General Development Guidelines below)				Recreational Facilities (see General Development Guidelines below)											Rural Density Residential Development (see General Development Guidelines below)	Other Development (see General Development Guidelines below)
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities <sup>b</sup>	Trails <sup>c</sup>	Picnic Areas	Family Camping <sup>d</sup>	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard-Surface Courts	Parking	Buildings		
Lakes, Rivers, and Streams .....	-- <sup>e</sup>	-- <sup>f,g</sup>	--	-- <sup>h</sup>	-- <sup>i</sup>	--	--	X	X	--	--	--	--	--	--	--	--
Shoreland <sup>j</sup> .....	X	X	X	X	X	X	--	X	X	--	X	--	--	X	X	--	--
Floodplain <sup>k</sup> .....	-- <sup>l</sup>	X	X	X	X	X	--	X	X	--	X	X	--	X	X	--	--
Wetland <sup>m</sup> .....	-- <sup>l</sup>	X	--	--	X <sup>n</sup>	--	--	--	X	--	-- <sup>o</sup>	--	--	--	--	--	--
Wet Soils .....	X	X	X	X	X	--	--	X	X	--	X	--	--	X	--	--	--
Woodland .....	X	X	X <sup>p</sup>	--	X	X	X	--	X	X	X	X	X	X	X <sup>q</sup>	X	X
Wildlife Habitat .....	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X	X
Steep Slope .....	X	X	--	--	-- <sup>r</sup>	--	--	--	--	X <sup>s</sup>	X	--	--	--	--	--	--
Prairie .....	--	-- <sup>g</sup>	--	--	-- <sup>r</sup>	--	--	--	--	--	--	--	--	--	--	--	--
Park .....	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--	--
Historic Site .....	--	-- <sup>g</sup>	--	--	-- <sup>r</sup>	--	--	--	--	--	--	--	--	X	--	--	--
Scenic Viewpoint .....	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X	X
Natural Area or Critical Species Habitat Site .....	--	--	--	--	-- <sup>q</sup>	--	--	--	--	--	--	--	--	--	--	--	--

NOTE: An "X" indicates that facility development is 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 feature with the most restrictive development limitation should take precedence.

## APPLICABILITY

These guidelines indicate the types of development that can be accommodated within primary and secondary environmental corridors and isolated natural resource areas while maintaining the basic integrity of those areas. Throughout this table, the term "environmental corridors" refers to primary and secondary environmental corridors and isolated natural resource areas.

Under the regional plan:

- As regionally significant resource areas, primary environmental corridors should be preserved in essentially natural, open use—in accordance with the guidelines in this table.
- Secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use, as determined in county and local plans and in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in this table to secondary environmental corridors and isolated natural resource areas.

## GENERAL DEVELOPMENT GUIDELINES

- Transportation and Utility Facilities:** All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions.

The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- Recreational Facilities:** In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings. In all cases, however, the proposed recreational development should not threaten the integrity of the remaining corridor lands nor destroy particularly significant resource elements in that corridor. Each such proposal should be reviewed on a site-by-site basis.

The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- Rural Density Residential Development:** Rural density residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor acreage within the site, less the acreage covered by surface water and wetlands, by five. The permitted housing units may be in single-family or multi-family structures. When rural residential development is accommodated, conservation subdivision designs are strongly encouraged.

**Table 25 (continued)**

- **Other Development:** In lieu of recreational or rural density residential development, up to 10 percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban residential, commercial, or other urban development under the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; 3) the development does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by-site basis.

Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable to accommodating scattered homesites and attendant access roads at an overall density of one dwelling unit per five acres throughout the upland corridor areas.

- **Pre-Existing Lots:** Single-family development on existing lots of record should be permitted as provided for under county or local zoning at the time of adoption of the land use plan.
- All permitted development presumes that sound land and water management practices are utilized.

**FOOTNOTES**

<sup>a</sup>The natural resource and related features are defined as follows:

**Lakes, Rivers, and Streams:** Includes all lakes greater than five acres in area and all perennial and intermittent streams as shown on U.S. Geological Survey quadrangle maps.

**Shoreland:** Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth around lakes; and a band 200 feet in depth along the Lake Michigan shoreline.

**Floodplain:** Includes areas, excluding stream channels and lake beds, subject to inundation by the 100-year recurrence interval flood event.

**Wetlands:** Includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

**Wet Soils:** Includes areas covered by wet, poorly drained, and organic soils.

**Woodlands:** Includes areas one acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.

**Wildlife Habitat:** Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.

**Steep Slope:** Includes areas with land slopes of 12 percent or greater.

**Prairies:** Includes open, generally treeless areas which are dominated by native grasses; also includes savannas.

**Park:** Includes public and nonpublic park and open space sites.

**Historic Site:** Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archaeological features such as American Indian settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.

**Scenic Viewpoint:** Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.

**Natural Area and Critical Species Habitat Sites:** Includes natural areas and critical species habitat sites as identified in the regional natural areas and critical species habitat protection and management plan.

<sup>b</sup>Includes such improvements as stream channel modifications and such facilities as dams.

<sup>c</sup>Includes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It should be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of the natural resources.

<sup>d</sup>Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles which remain at the site for short periods of time, typically ranging from an overnight stay to a two-week stay.

<sup>e</sup>Certain transportation facilities such as bridges may be constructed over such resources.

<sup>f</sup>Utility facilities such as sanitary sewers may be located in or under such resources.

<sup>g</sup>Electric power transmission lines and similar lines may be suspended over such resources.

<sup>h</sup>Certain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

<sup>i</sup>Bridges for trail facilities may be constructed over such resources.

<sup>j</sup>Consistent with Chapter NR 115 of the Wisconsin Administrative Code.

<sup>k</sup>Consistent with Chapter NR 116 of the Wisconsin Administrative Code.

<sup>l</sup>Streets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands. Guidelines for mitigation of impacts on wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans 400 of the Wisconsin Administrative Code.

<sup>m</sup>Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

<sup>n</sup>Only an appropriately designed boardwalk/trail should be permitted.

<sup>o</sup>Wetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.

<sup>p</sup>Generally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.

<sup>q</sup>Only if no alternative is available.

<sup>r</sup>Only appropriately designed and located hiking and cross-country ski trails should be permitted.

<sup>s</sup>Only an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC 2035 Regional Land Use Plan.

- Protect, conserve, and enhance surface water and groundwater quality in the Town.
- Continuation of agricultural uses, preservation of natural resources, or residential development at an average density of at least five acres per home are recommended in areas identified as having very high or high groundwater recharge potential, in order to preserve groundwater recharge capabilities.
- Support the efforts of the Farmington Historical Society to identify, publicize, and protect historical resources within the Town.
- Support the efforts of cultural organizations to organize and promote cultural venues and events in the Town and County. Existing cultural organizations and venues in the County are listed in Table 24.

**Program:**

- As a way of preserving agricultural and open space lands, consider adoption of Development Impact Fees, Property Transfer Rights, Purchase of Development Rights, and conservation easements.

## SUMMARY

This chapter provides inventory information on existing agricultural, natural, and cultural resources in the Town of Farmington. Information regarding soil types, existing farmland, farming operations, topography and geology, water resources, forest resources, natural areas and critical species habitat sites, environmental corridors, park and open space sites, historical resources, and archaeological resources is included in this chapter. The planning recommendations set forth in Part 4 of this chapter are directly related to the inventory information. Inventory findings include:

- There are six soil associations in the Town of Farmington: the Casco-Fox-Rodman association, the Casco-Hochheim-Sisson association, the Calwood-Boyer-Sisson association, the Hochheim-Theresa association, the Houghton-Palms-Adrian association, and the Ozaukee-Martinton-Saylesville association.
- Approximately 32 percent of the Town of Farmington is covered by hydric, or saturated, soils, generally associated with stream beds and wetland areas. Although hydric soils are generally unsuitable for development, they may serve as important locations for the restoration of wetlands, as wildlife habitat, and for stormwater detention.
- The U.S. Natural Resources Conservation Service (NRCS) has created a land evaluation and site analysis (LESA) system to help identify areas to be preserved for farmland. LESA is a numeric system for rating potential farmland preservation areas by evaluating soil quality (LE or land evaluation) and geographic variables (SA or site assessment). To develop the LE rating the NRCS rated each soil type in Washington County and placed the soil ratings into groups ranging from the best to the worst suited for cropland. The land evaluation component considers slope, the agricultural capability class of the soil, and soil productivity for corn and soybeans.
- Lands used for agriculture were identified in the SEWRPC 2000 land use inventory and include all croplands, pasture lands, orchards, nurseries, and non-residential farm buildings. In 2000, agricultural lands occupied about 14,017 acres, or approximately 60 percent of the Town's area. Cultivated lands were the predominant type of agricultural use in the Town in 2000, accounting for about 84 percent of all agricultural land
- Washington County farms produce a varied array of agricultural products including many varieties of crops and livestock. Dairy was the predominant source of agricultural revenue in the County in 2002, accounting for 45 percent of the agricultural revenue.
- There were 844 farms in Washington County in 2002. The average farm size in the County was 154 acres in 2002, while the median farm size was 86 acres. This compares to 204 acres and 140 acres, respectively, for farms in the State.

- In 2005, there were nine Wisconsin Farmland Preservation Agreements encompassing 830 acres of farmland in the Town. Because the Town of Farmington has not adopted exclusive agricultural zoning, the farmland owners participated in the program through direct contracts with the Department of Agriculture, Trade, and Consumer Protection (DATCP). Although no *new* contracts can be entered into by landowners in local governments without a certified ordinance, agreements existing prior to 1981 may be renewed.
- The dominant landform in Washington County is the Kettle Moraine, an interlobate moraine, or glacial deposit, formed between the Green Bay and Lake Michigan lobes of the continental glacier that moved across the Great Lakes area approximately 11,000 years ago. The western portion of the Town of Farmington merges into the eastern margins of the Kettle Moraine; the eastern portion of the Town is located on former glacial outwash plains and lacustrine basins which formed along the eastern flanks of the moraine.
- About 1,829 acres, or about 8 percent of the Town have slopes of 20 percent or greater while about 1,581 acres, or about 7 percent of the Town have slopes ranging from 12 to 20 percent. Poorly planned hillside development in areas of steep slopes can lead to high costs for public infrastructure development and maintenance and construction and post-construction erosion problems. Steeply sloped agricultural land may make the operation of agricultural equipment difficult or even hazardous. Development or cultivation of steeply sloped lands is also likely to negatively impact surface water quality through related erosion and sedimentation.
- A total of 11 sites of geological importance—seven glacial features and four bedrock geology sites—were identified in the County in 1994 as part of the regional natural areas study. Two of the 11 sites were considered to be of statewide significance and one of these two, the Kettle Moraine, runs in a general north south direction along the western margin of the Town of Farmington.
- Approximately 3,591 acres, or about 15 percent of the Town, have been identified as having a relatively high potential for the location of commercially viable deposits of gravel and coarse- to medium-grained sand. An additional 3,630 acres, or, again, about 15 percent of the Town, have been identified as having a potential for commercially viable deposits of fine-grained sand. Approximately 493 acres, or only about 2 percent of the Town, have been identified as having a potential for the development of commercially viable sources of crushed stone or building stone.
- There were no identified active nonmetallic mining sites and one inactive nonmetallic mining site in the Town in 2007. Chapter NR 135 of the *Wisconsin Administrative Code* provides a procedure for landowners to register marketable nonmetallic mineral deposits in order to preserve resources; however; as of December 31, 2008, there were no sites in the Town *registered* as having marketable nonmetallic mineral deposits.
- There are approximately 374 acres of surface water, approximately 4,151 acres of floodplains, approximately 3,343 acres of wetlands, and approximately 8,181 acres of shorelands in the Town. Both surface water and groundwater are interrelated components of a single hydrologic system.
- The Town of Farmington is located entirely east of the subcontinental divide within the Milwaukee River watershed of the Great Lakes – St. Lawrence River drainage basin. The subcontinental divide not only exerts a major physical influence on the overall drainage pattern of the Town and County, but also carries with it legal constraints that, in effect, prohibit the diversion of any substantial quantities of Lake Michigan water across the divide.
- Major streams in the Town include the North Branch Milwaukee River, Stony Creek, and Wallace Creek. Green Lake and Lake Twelve are the two major lakes located in the Town.
- As part of the regional water supply planning program, areas within the Town were analyzed and classified based on their potential for water recharge. The analysis was based on a combination of topography, soil hydrologic groups, soil water storage, and land use. About 9 percent of the Town is rated “very high” for recharge potential, and about 36 percent is rated “high” for recharge potential. Most of the high and very high recharge potential areas are located adjacent to the Milwaukee River, Wallace Creek, and Stony Creek.

- There are approximately 2,076 acres of woodlands (forestlands) in the Town. The Managed Forest Law (MFL) is an incentive program intended to encourage sustainable forestry on private woodlands in Wisconsin with a primary focus on timber production. In 2005, about 636 acres of forestlands in the Town, of which 115 acres were open to the public, were enrolled in this program.
- Natural areas 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 native plant and animal communities believed to be representative of the landscape before European settlement. Five natural areas, encompassing about 767 acres, have been identified in the Town. The Washington County park and open space plan recommends that Washington County acquire three of the natural areas, and that a nonprofit conservation organization acquire two of the natural areas in order to preserve these areas through protective ownership.
- Critical species habitat sites consist of areas outside natural areas which are important for their ability to support rare, threatened, or endangered plant or animal species. Six aquatic sites, containing about 28 miles of rivers and streams and 124 acres of lake water, supporting rare or threatened fish or mussel species have been identified in the Town.
- Environmental corridors and isolated natural resource areas include the best remaining woodlands, wetlands, plant and wildlife habitat areas, and other natural resources and have truly immeasurable environmental and recreational value. Environmental corridors and isolated natural resource areas are identified by SEWRPC and classified depending on their size. Primary environmental corridors are at least 400 acres in area, two miles in length, and 200 feet in width. Secondary environmental corridors are between 100 and 400 acres in size and at least one mile in length except where secondary environmental corridors serve to link primary environmental corridors, in which case no minimum area or length criteria apply. Isolated natural resource areas are between five and 100 acres in size and at least 200 feet in width.
- Primary environmental corridors in the Town are located mainly along the North Branch Milwaukee River, Stony Creek, Wallace Creek, and within the North Milwaukee Swamp. In 2000, 4,689 acres, comprising about 20 percent of the Town, were located within primary environmental corridors. Secondary environmental corridors totaled 869 acres, or about 4 percent of the Town. Isolated natural resource areas within the Town totaled 597 acres, or about 3 percent of the Town.
- Leonard J. Yahr Park and Lizard Mound Park are County parks located in the Town of Farmington. Sandy Knoll Park in the adjacent Town of Trenton is also conveniently located for Town of Farmington residents.
- In 2008, there was one DNR owned park and open space site in the Town: a 101-acre site located within the North Branch Milwaukee River Wildlife and Farming Heritage Area project boundary. In 2002, the DNR, with the authorization of the Wisconsin Natural Resources Board, established a 19,487 acre project boundary for the Wildlife and Farming Heritage Area. About 3,950 acres of the proposed 19,487 acre Wildlife and Farming Heritage Area lie within the Town of Farmington.
- There are a number of conservation organizations active in Washington County, including the Ozaukee Washington Land Trust (OWLT), the Cedar Lakes Conservation Foundation, The Nature Conservancy, and other non-profit conservation organizations. These organizations acquire lands for resource protection purposes. As of 2008, only one site had been acquired within the Town by such an organization; a 13-acre site purchased by (OWLT) lying within the project boundary of the North Branch Milwaukee River Wildlife and Farming Heritage Area.
- Several open space and environmentally sensitive sites in the Town are protected under conservation easements. In 2008, eight Town sites, 451 acres in total, were protected by easements. The DNR held conservation easements on two sites totaling 166 acres inside the North Branch Milwaukee River Wildlife and Farming Heritage Area project boundary. The DNR also held three streambank protection easements totaling 116 acres along the Milwaukee River in the southeastern corner of the Town. OWLT held three easements totaling 169 acres in the northwestern quadrant of the Town.



- In 2008, the Town owned three park and open space sites totaling about eight acres. There was also one 17-acre public elementary school site in the Town. Along with the park and open space sites owned by Washington County, Ozaukee Washington Land Trust, and the Wisconsin DNR, there were eight publicly owned sites providing 219 acres of park and open space in the Town. In addition, 11 sites owned by private and commercial organizations provided an additional 984 acres of park and open space. Together, the 19 sites provided a total of 1,203 acres of park and open space in the Town.
- In 2008, there were four historic sites (Lizard Mound County Park; Saxonia House; St. John of God Roman Catholic Church, Convent, and School; and St. Peter's Church) and one historic district (the Washington County "Island" Effigy Mound District) located in the Town of Farmington that were listed on the National Register of Historic Places and the State Register of Historical Places. The Washington County Landmarks Commission has designated five Town of Farmington sites—three of which are also listed on the National and State Registers of Historic Places—as County Landmarks: Lizard Mound County Park (which is also identified with a State of Wisconsin Historical Marker), Boltonville Church, Boltonville Mill, St. Peter's Church, and Saxonia House.
- As of 2005, there were 425 known prehistoric and historic archaeological sites in Washington County listed in the State Historical Society's Archaeological Sites Inventory, including prehistoric and historic camp sites, villages, and farmsteads; marked and unmarked burial sites; and Native American mounds. One site consisting of three mound groups located in the Town of Farmington—the Lizard Mound group, located in and adjacent to Lizard Mound County Park; the Glass mound group; and the Susen-Backhaus mound group—known collectively as the "Island" Effigy mound district is listed on the National Register of Historic Places.
- The Farmington Historical Society, the Town's local historical society, is affiliated with the State Historical Society of Wisconsin. In addition, the resources of the Washington County Historical Society, itself associated with the State Historical Society of Wisconsin, are also available to Town residents.
- Goals, objectives, policies, and programs intended to protect agricultural, natural, and cultural resources in the Town are presented in Part 4 of this Chapter.

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## Chapter VI

# LAND USE ELEMENT

### INTRODUCTION

The land use element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(h) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps to guide future development and redevelopment of public and private property. The *Statutes* also require this element to include:

- Information regarding the amount, type, and intensity or density of existing land uses
- Land use trends
- Potential land use conflicts
- Projected land use needs in five year increments to the plan design year (2035)
- Maps showing existing and future land uses; productive agricultural soils; natural limitations to building site development; floodplains, wetlands, and other environmentally sensitive lands; and boundaries of areas to which public utility and community services will be provided by the plan design year

In addition, the 14 State of Wisconsin comprehensive planning goals, which are related to each of the nine comprehensive plan elements, set forth in Section 16.965 of the *Statutes* must be addressed as part of the Town comprehensive planning process.<sup>1</sup> The Land Use Element relates to each of the other comprehensive plan elements, and therefore relates to all 14 State comprehensive planning goals. Goals that are most directly related to the Land Use Element include:

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.

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<sup>1</sup>Chapter I lists all 14 comprehensive planning goals included in Section 16.965 of the *Statutes*.

- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- Balancing property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

Section 16.965 also requires the identification of “Smart Growth Areas” in County and local plans. A “Smart Growth Area” is defined by the *Statutes* as “an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental, and utility costs.”

All of the information required by the comprehensive planning law is provided in this chapter.

## **PART 1: EXISTING LAND USE CONDITIONS AND TRENDS**

### **Land Use Trends**

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) periodically conducts a detailed land use inventory of the seven-county Region to inventory and monitor urban growth and development occurring over time. The land use inventory places all land and water areas into one of 66 land use categories. The most current detailed land use inventory was conducted in 2000. Based on that inventory, urban land uses, including residential, commercial, industrial, governmental and institutional, recreational, and transportation, communication, and utility uses, encompassed about 2,634 acres, or about 11 percent of the Town. Nonurban land uses, consisting of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; extractive sites; and unused land, encompassed about 20,908 acres, or about 89 percent of the Town. A significant portion of the Town (about 60 percent) was encompassed within agricultural lands.

The number of acres in various land use categories in the Town of Farmington in 1980, 1990, and 2000 is shown on Table 26. Table 26 also includes the acreage and percentage changes in each land use category between 1980 and 2000, and for intervening time periods.

Between 1980 and 2000, the amount of land used for urban uses, including residential, commercial, industrial, and transportation uses, increased by about 1,046 acres, from about 1,588 acres to about 2,634 acres, or about 66 percent. The amount of land used for residential, commercial, and industrial purposes increased by about 43 percent during this time period. Most of the increase was due to single-family residential development, which increased by 825 acres, or about 120 percent, between 1980 and 2000.

The percentage of land classified as “nonurban” decreased by about 5 percent between 1980 and 2000. Much of the land developed for urban uses between 1980 and 2000 was converted from agricultural to urban use. The amount of land used for agriculture decreased by about 2,026 acres, or by about 13 percent. The number of acres in the “open lands” category, that is, lands that are vacant and apparently unused, increased by about 734 acres during the 1980 to 2000 period. Much of the increase in the “open lands” category is likely due to land being taken out of agriculture. The acreage of woodlands, wetlands, and surface waters increased by about 4 percent between 1980 and 2000, due primarily to an increase in wooded areas.

Urban land uses in the Town are generally located in and near “hamlets” within the Town. Hamlets are unincorporated areas with compact development, predominantly residential, but also typically including limited commercial and/or institutional uses such as churches, fire stations, and small businesses. Most hamlets in the Town and the remainder of Washington County were first settled in the 1800’s or early 1900’s. Hamlets within the Town of Farmington are shown on Map 9 and include Boltonville, Fillmore, and St. Michaels. The hamlet of St. Michaels extends into the Town of Kewaskum.

Table 26

## LAND USE TRENDS IN THE TOWN OF FARMINGTON: 1980-2000

Land Use Category	Area (Acres)			Change in Area					
	1980	1990	2000 <sup>a</sup>	1980-1990		1990-2000		1980-2000	
				Acres	Percent Change	Acres	Percent Change	Acres	Percent Change
Urban									
Residential									
Single-Family .....	690	1,000	1,515	310	44.9	515	51.5	825	119.6
Two-Family .....	--	--	--	--	--	--	--	--	--
Multi-Family .....	--	--	--	--	--	--	--	--	--
Mobile Homes .....	--	1	1	1	--	--	--	1	--
Subtotal	690	1,001	1,516	311	45.1	515	51.4	826	119.7
Commercial .....	12	12	15	--	--	3	25.0	3	25.0
Industrial .....	14	15	17	1	7.1	2	13.3	3	21.4
Transportation, Communications, and Utilities									
Street and Highway Rights-of-Way .....	683	697	813	14	2.0	116	16.6	130	19.0
Railroad Rights-of-Way .....	--	--	--	--	--	--	--	--	--
Communications, Utilities, and Other Transportation .....	--	2	2	2	--	--	--	2	--
Subtotal	683	699	815	16	2.3	116	16.6	132	19.3
Governmental and Institutional .....	34	35	34	1	2.9	-1	-2.9	--	--
Recreational .....	155	161	237	6	3.9	76	47.2	82	52.9
Urban Subtotal	1,588	1,923	2,634	335	21.1	711	37.0	1,046	65.9
Nonurban									
Natural Resource Areas									
Woodlands .....	1,911	1,968	2,076	57	3.0	108	5.5	165	8.6
Wetlands .....	3,269	3,286	3,343	17	0.5	57	1.7	74	2.3
Surface Water .....	377	372	374	-5	-1.3	2	0.5	-3	-0.8
Subtotal	5,557	5,626	5,793	69	1.2	167	3.0	236	4.2
Agricultural .....	16,043	15,013	14,017	-1,030	-6.4	-996	-6.6	-2,026	-12.6
Landfills .....	--	--	--	--	--	--	--	--	--
Extractive Sites .....	--	10	10	10	--	--	--	10	--
Open Lands .....	354	970	1,088	616	174.0	118	12.2	734	207.3
Nonurban Subtotal	21,954	21,619	20,908	-335	-1.5	-711	-3.3	-1,046	-4.8
Total	23,542	23,542	23,542	--	--	--	--	--	--

<sup>a</sup>As part of the regional land use inventory for the year 2000, the delineation of existing land use was referenced to real property boundary information not available for prior inventories. This change increases the precision of the land use inventory and makes it more usable to public agencies and private interests throughout the Region. As a result of the change, however, year 2000 land use inventory data are not strictly comparable with data from the prior inventories. The most significant effect of the change is to increase the transportation, communication, and utilities category due to the use of actual street and highway rights-of-way as part of the 2000 land use inventory, as opposed to the use of narrower estimated rights-of-way in prior inventories. This treatment of streets and highways generally diminishes the area of adjacent land uses traversed by those streets and highways in the 2000 land use inventory relative to prior inventories.

<sup>b</sup>Less than 0.05 percent.

Source: SEWRPC.

## Land Price

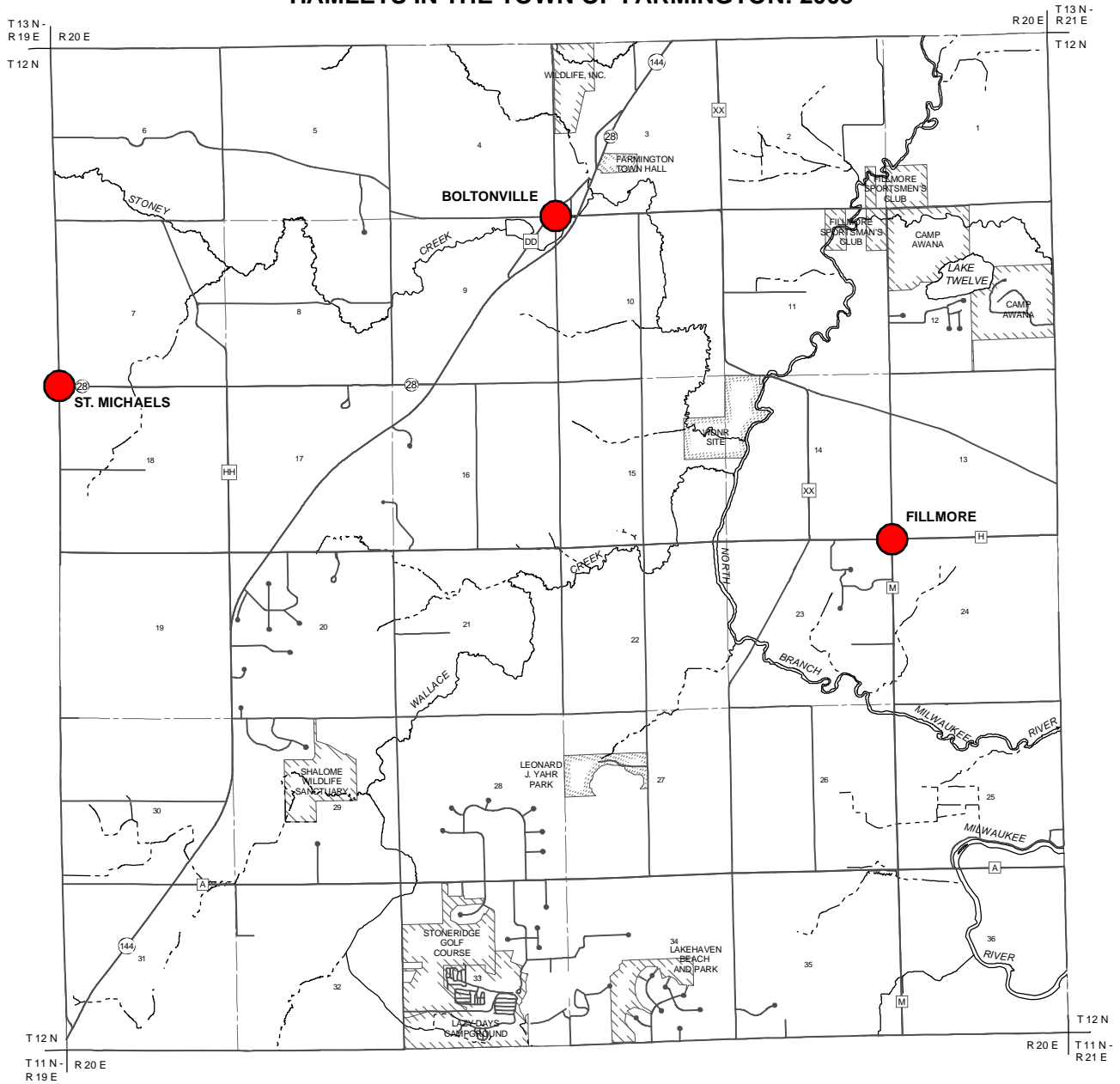
Equalized value trends by real estate class in the Town in 2003 and 2007 are set forth in Table 27. Residential properties experienced the greatest increase in equalized value, with an increase of 49 percent. Agricultural and commercial properties also experienced increases over the same period. The equalized value of manufacturing, undeveloped lands, forest lands, and lands categorized as “other” decreased. The Town experienced an overall increase in equalized value of about 42 percent between 2003 and 2007, compared to a 40 percent increase in Washington County over the same period.

## Existing Land Uses in 2008

The Town of Farmington, through its comprehensive plan, must look ahead at least 20 years to ensure adequate supplies of land for urban and nonurban land uses. To ensure that future planning reflects land use development that has occurred to date, the 2000 land use inventory was updated to 2008, based on the 2005 aerial

# Map 9

## HAMLETS IN THE TOWN OF FARMINGTON: 2008



HAMLET LOCATION

Source: SEWRPC.



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Table 27

**EQUALIZED VALUE BY REAL ESTATE CLASS IN THE TOWN OF FARMINGTON: 2003 and 2007**

Real Estate Class	Statement of Equalized Values 2003 <sup>a</sup>			
	Acres	Land	Improvements	Total
Residential.....	4,202	\$70,108,000	\$166,361,000	\$236,469,000
Commercial .....	432	3,045,600	4,486,200	7,531,800
Manufacturing.....	61	201,700	1,068,900	1,270,600
Agricultural.....	11,463	2,094,300	N/A	2,094,300
Undeveloped .....	3,584	8,218,800	N/A	8,218,800
Ag Forest .....	0	N/A	N/A	N/A
Swamp and Waste .....	N/A	N/A	N/A	N/A
Forest .....	1,718	3,330,000	N/A	3,330,000
Other <sup>c</sup> .....	290	4,653,000	16,230,000	20,883,000
<b>Total</b>	<b>21,750</b>	<b>\$91,651,400</b>	<b>\$188,146,100</b>	<b>\$279,797,500</b>

Real Estate Class	Statement of Equalized Values 2007 <sup>b</sup>				Change in Equalized Value 2003 and 2007	
	Acres	Land	Improvements	Total	Number	Percent
Residential.....	4,486	\$108,411,300	\$244,141,400	\$352,552,700	\$116,083,700	49.1
Commercial .....	408	3,438,400	5,030,800	8,469,200	937,400	12.4
Manufacturing.....	52	318,000	827,300	1,145,300	-125,300	-9.9
Agricultural.....	11,531	2,507,100	N/A	2,507,100	412,800	19.7
Undeveloped .....	3,385	6,604,100	N/A	6,604,100	-1,614,700	-19.6
Ag Forest .....	1,156	7,566,000	N/A	7,566,000	N/A	N/A
Swamp and Waste .....	N/A	N/A	N/A	N/A	N/A	N/A
Forest .....	210	1,365,000	N/A	1,365,000	-1,965,000	-59.0
Other <sup>c</sup> .....	288	5,434,000	10,254,900	15,688,900	-5,194,100	-24.9
<b>Total</b>	<b>21,516</b>	<b>\$135,643,900</b>	<b>\$260,254,400</b>	<b>\$395,898,300</b>	<b>\$116,100,800</b>	<b>41.5</b>

<sup>a</sup>Equalized values for 2003 were as of March 15, 2004.

<sup>b</sup>Equalized values for 2007 were as of November 15, 2007.

<sup>c</sup>This category includes agricultural buildings and improvements and the land necessary for their location.

Source: Wisconsin Department of Revenue and SEWRPC.

photographs produced by SEWRPC, the record of subdivision and condominium plats maintained by Washington County, field inspections, and consultation with Town officials. Major development in the Town between 2000 and 2008 included:

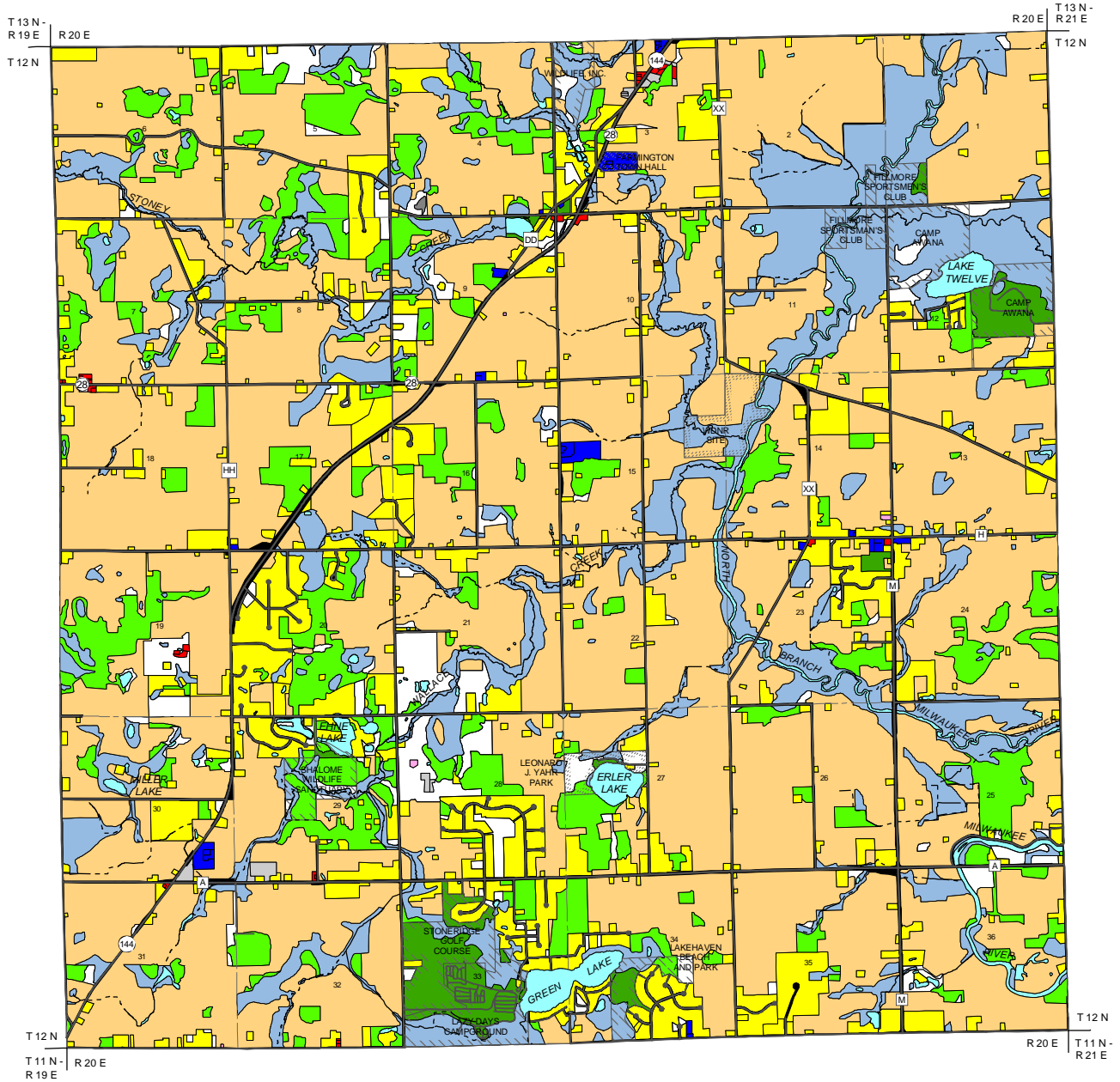
- Krystal Heights single-family residential subdivision in the eastern portion of the Town, southwest of the CTH H and CTH M intersection, with 24 lots on about 49 acres.
- The adjacent Overlook Estates single-family residential subdivision with 17 lots on about 21 acres.
- A 12-lot land division created by Certified Survey Map (CSM) in Section 35 (Stonefield Court) on about 100 acres.















Map 10 shows generalized land uses in the Town in mid-2008. Acres within each land use category are shown on Table 28.

The generalized land use map differs somewhat from the more precise 2000 land use inventory map (Map 7 in Chapter V). Undeveloped portions of lots less than five acres were designated with the primary use of the lot, except where a portion of a lot was used for residential or another urban use and the remaining portion was used for agriculture. In such cases, both the urban use and the agricultural use were mapped. The number of acres in the single-family residential category was significantly higher in 2008 than in 2000, due primarily to the entire lot

# Map 10

## GENERALIZED LAND USES IN THE TOWN OF FARMINGTON: 2008



- |   |   |   |               |
|---|---|---|---------------|
|  | SINGLE - FAMILY RESIDENTIAL                         |  | RECREATIONAL  |
|  | MULTI - FAMILY RESIDENTIAL AND MOBILE HOMES         |  | WOODLANDS     |
|  | COMMERCIAL  |  | WETLANDS      |
|  | INDUSTRIAL  |  | SURFACE WATER |
|  | STREETS AND HIGHWAYS                                |  | AGRICULTURAL  |
|  | COMMUNICATIONS, UTILITIES, AND OTHER TRANSPORTATION |  | EXTRACTIVE    |
|  | GOVERNMENTAL AND INSTITUTIONAL                      |  | OPEN LANDS    |

Source: SEWRPC.



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**Table 28**  
**LAND USES IN THE TOWN OF FARMINGTON: 2008**

Land Use Category <sup>a</sup>	Acres	Percent of Subtotal (Urban or Nonurban)	Percent of Total
Urban			
Residential			
Single-Family .....	2,397	64.1	10.2
Multi-Family and Mobile Homes.....	1	-- <sup>b</sup>	-- <sup>b</sup>
Subtotal	2,398	64.1	10.2
Commercial .....	20	0.5	0.1
Industrial.....	29	0.8	0.1
Transportation, Communications, and Utilities			
Street and Highway Rights-of-Way.....	861	23.0	3.7
Communications, Utilities, and Other Transportation <sup>c</sup> .....	3	0.1	-- <sup>b</sup>
Subtotal	864	23.1	3.7
Governmental and Institutional <sup>d</sup> .....	67	1.8	0.3
Recreational <sup>e</sup> .....	362	9.7	1.5
Urban Subtotal	3,740	100.0	15.9
Nonurban			
Natural Resource Areas			
Woodlands .....	2,087	10.5	8.9
Wetlands .....	3,337	16.9	14.2
Surface Water .....	376	1.9	1.6
Subtotal	5,800	29.3	24.7
Agricultural <sup>f</sup> .....	13,288	67.1	56.4
Extractive .....	3	-- <sup>b</sup>	-- <sup>b</sup>
Open Lands <sup>g</sup> .....	711	3.6	3.0
Nonurban Subtotal	19,802	100.0	84.1
Total	23,542	--	100.0

NOTE: This table, and the accompanying Map 10, are more general than the land use inventory conducted in 2000. The two inventories are therefore not directly comparable, due primarily to the identification of entire parcels of five acres or less as residential areas if a house was on the property in 2008. In addition, lands that were under development in 2008 were included in the underlying category. For example, lands platted for residential use but not yet developed are included in the residential category.

<sup>a</sup>Parking included in associated use.

<sup>b</sup>Less than 0.05 percent.

<sup>c</sup>"Other Transportation" includes bus depots.

<sup>d</sup>Includes public schools, government offices, fire stations, cemeteries, religious institutions, and similar facilities.

<sup>e</sup>Includes only that land which is intensively used for recreational purposes.

<sup>f</sup>Open lands includes lands in rural areas that are not being farmed and other lands that have not been developed, including residual lands or outlots attendant to existing urban development that are not expected to be developed.

<sup>g</sup>Farmhouses are categorized as agricultural uses on parcels of 20 acres or larger in agricultural use.

Source: SEWRPC.

area of lots less than five acres with a home, and no portion of the lot used for agriculture, being included in residential land use category. Previously, portions of such lots that were not developed with a home, driveway, or accessory buildings (such as sheds) or used for agriculture were included in the "open lands" category. Some of the increase in the area devoted to commercial, industrial, and governmental and institutional uses between 2000 and 2008 is also attributable to areas on such lots that were categorized as "open lands" in the 2000 and earlier land use inventories being identified as commercial, industrial, or governmental and institutional lands in the 2008 land use update.

### ***Urban Land Uses***

Urban land uses within the Town in 2008 included residential, commercial, industrial, governmental and institutional, recreational, and transportation, communication, and utility uses. Urban land uses encompassed 3,740 acres, or about 16 percent of the Town, in 2008.

#### ***Residential***

Residential land comprised the largest urban land use category in the Town in 2008. Residential uses encompassed 2,398 acres, or about 63 percent of all urban land and about 10 percent of the Town. Almost all residential development in the Town consisted of single-family homes, including farm houses and a mobile home located east of Orchard Valley Road just south of CTH X. The Town also included one multi-family dwelling located at the southwest corner of the CTH DD and Scenic Drive intersection in the hamlet of Boltonville.

#### ***Commercial***

In 2008, commercial land encompassed 20 acres, or less than 1 percent of the Town. Commercial uses included a sign company, a feed mill, a gas station, a small restaurant, taverns, auto repair shops, and an auto sales and repair business.

#### ***Industrial***

In 2008, industrial land encompassed 29 acres, or less than 1 percent of the Town. The majority of industrial land uses were located along STH 144 at the northern edge of the Town. Industrial uses included an auto recycling business, an auto salvage business, an awning and patio business, and storage facilities.

#### ***Transportation, Communication, and Utilities***

This category includes arterial streets and highways, collector and minor (land access) streets, other transportation-related uses, and communication and utility facilities. In 2008, these uses encompassed 864 acres, or about 4 percent of the Town. Arterial highways serving the Town include STH 144, STH 28, CTH A, CTH H, CTH X, CTH DD, CTH M, and Newark Drive. Arterial street rights-of-way encompassed 280 acres and nonarterial street rights-of-way encompassed 581 acres. A description of highway and street classifications is provided in the Transportation Element (Chapter VIII).

Land in the communication facilities, utilities, and other transportation category included a bus storage area located on CTH M north of CTH H in the hamlet of Fillmore, two cell tower sites (see Table 55 in Chapter IX), and a gas pipeline substation. Altogether, these four sites encompassed three acres, or less than 1 percent of the Town.

#### ***Governmental and Institutional***

In 2008, land used for government and institutional uses encompassed 67 acres, or less than 1 percent of the Town. Governmental and institutional uses include the Town Hall, Farmington Elementary School, two volunteer fire departments (in the hamlets of Boltonville and Fillmore), historic Fillmore Turner Hall, two parish churches, a parish church and school, three historic churches, and seven cemeteries. Two of the cemeteries are located next to a church (St. John of God Catholic Cemetery and St. Peter Catholic Cemetery). Information about these community facilities is presented in Chapter IX.

#### ***Recreational***

In 2008, intensively used recreational land encompassed 362 acres, or about 2 percent of the Town. Intensive recreational land includes only those parks or portions of parks that have been developed with buildings or facilities such as campgrounds, playgrounds, beaches, boat ramps, and playfields. There were 10 intensively used recreational sites in the Town consisting of Camp Awana, the Boltonville Sportsmen's Club, the Fillmore Sportsmen's Club, Fireman's Park, Lakehaven Subdivision Beach and Park, Lazy Days Campground, Stoneridge Golf Course, Turner Park, a Town-owned boat access site located on Green Lake, and a portion of the County-owned Leonard J. Yahr Park. Undeveloped or nature-based parks included the Shalom Wildlife Sanctuary and Wildlife, Inc. properties, Lizard Mound Park, lands acquired as part of the Wisconsin Department of Natural Resources (DNR) North Branch Milwaukee River Wildlife and Farming Heritage Area, the Star Valley West Subdivision Park, and portions of the actively-used parks listed above. A complete inventory of park and open space sites in the Town is included in Chapter V.

### ***Nonurban Land Uses***

Nonurban land uses consist of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; extractive sites and landfills; and unused land. As indicated on Map 10 and Table 28, nonurban land uses encompassed 19,802 acres, or about 84 percent of the Town, in 2008. Significant portions of the Town were used for agricultural purposes (about 56 percent) and encompassed within woodlands and wetlands (an additional 23 percent).

### ***Agricultural Lands***

Agriculture was the predominant land use in the Town in 2008. Agricultural lands encompassed 13,288 acres, or about 56 percent of the Town. Agricultural lands include all croplands, pasture lands, and farm buildings. A more detailed inventory of agricultural land in the Town is included in Chapter V.

### ***Natural Resource Areas***

In 2008, natural resource areas consisting of surface water, wetlands, and woodlands combined to encompass 5,800 acres, or about 25 percent of the Town. Natural resource areas in the Town included lakes, rivers, streams, 3,337 acres of wetlands, and 2,087 acres of woodlands. Major natural resource lands include Lake Twelve and Ehne, Erler, Green, and Lakes; a portion of the Milwaukee River; portions of the North Branch of the Milwaukee River; Stoney Creek; and a large area of wetlands associated with the North Branch of the Milwaukee River. A complete inventory of natural resource areas is included in Chapter V.

### ***Extractive***

In 2008, one site encompassing three acres was identified as an extractive use. The three-acre excavation in Section 4 along Scenic Drive appears to be an inactive borrow pit.

### ***Open Lands***

In 2008, open lands encompassed 711 acres, or about 3 percent of the Town. Open lands include undeveloped portions of residential, commercial, and industrial lots larger than five acres that are not being farmed, and undeveloped parks or portions of park sites that are not being farmed.

## **Former Landfills and Contaminated Sites**

### ***Former Landfills***

There are no active landfills in the Town. The DNR has identified three former landfills in its registry of waste disposal sites in the Town. The former landfill sites, altogether, encompass seven acres and are listed on Table 29 and shown on Map 12 (Natural Limitations for Building Site Development). The DNR registry of waste disposal sites includes active, inactive, and abandoned sites where solid or hazardous wastes were known or likely to have been disposed. The inclusion of a site does not mean that environmental contamination has occurred, is occurring, or will occur in the future, but is intended to serve as a general informational source for the public and Town officials regarding the location of waste disposal sites. None of the three former landfill sites have been identified as a contaminated site by the DNR.

### ***Contaminated Sites***

The DNR Bureau for Remediation and Redevelopment identifies and monitors contaminated sites. Contaminated sites include leaking underground storage tank (LUST) sites and environmental repair (ERP) sites. A LUST site has soil and/or groundwater contaminated with petroleum, which includes toxic and cancer causing substances. However, given time, petroleum contamination naturally breaks down in the environment (biodegradation). Some LUST sites may emit potentially explosive vapors. The DNR has identified one LUST site in the Town, which is listed on Table 29 and shown on Map 12.

An ERP site is a site, other than a LUST, that has contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that require long-term investigation, buried containers of hazardous substances, or closed landfills that have caused contamination. ERP sites also include areas with petroleum contamination from above-ground (but not from underground) storage tanks. There are no active ERP sites in the Town.

Table 29

**FORMER LANDFILLS AND CONTAMINATED SITES IDENTIFIED BY THE  
DEPARTMENT OF NATURAL RESOURCES IN THE TOWN OF FARMINGTON: 2007**

Name	Site Location	Activity Type <sup>a</sup>	Size (acres)	Status/Comments
Lazy Days Campground	1475 Lakeview Road	Former Landfill	1.2	Closed landfill declared an "open" contaminated site by DNR in 1980 and changed to "no action required" in 2003
Lazy Days Campground Inc.	1475 Lakeview Road	Former Landfill	1.0	Closed landfill declared an "open" contaminated site by DNR in 1980 and changed to "no action required" in 2003
Town of Farmington Landfill	Paradise Road	Former Landfill	4.8	Closed landfill declared an "open" contaminated site by DNR in 1980 and changed to "no action required" in 2004
Dickman Property	1308 Scenic Drive	LUST	- <sup>b</sup>	Soil contamination from petroleum. Responsible party was sent a Notice of Non-compliance in 2002 as a result of their failure or refusal to comply. DNR continues to monitor the site
Total – 4 sites	--	--	--	--

<sup>a</sup>Includes former landfills and Leaking Underground Storage Tank (LUST) contaminated sites.

<sup>b</sup>DNR does not determine the size of each contaminated site, therefore, this information is not available.

Source: Wisconsin Department of Natural Resources and SEWRPC.

## PART 2: BACKGROUND DATA AND MAPS

### Maps

Chapters II through XI provide background data and maps used to help design the Town land use plan map. In addition to the detailed inventories included in these chapters, the comprehensive planning law requires that the following maps be included in the land use element:

- ***Productive Agricultural Soils***

A land evaluation and site assessment (LESA) analysis was conducted as part of the comprehensive planning process to meet this requirement and to develop goals and objectives for farmland preservation as part of the Agricultural, Natural, and Cultural Resources Element. Map 4 in Chapter V shows the results of this analysis. The LESA Analysis will be used to help update the Washington County Farmland Preservation Plan following adoption of the County comprehensive plan by the Washington County Board of Supervisors.

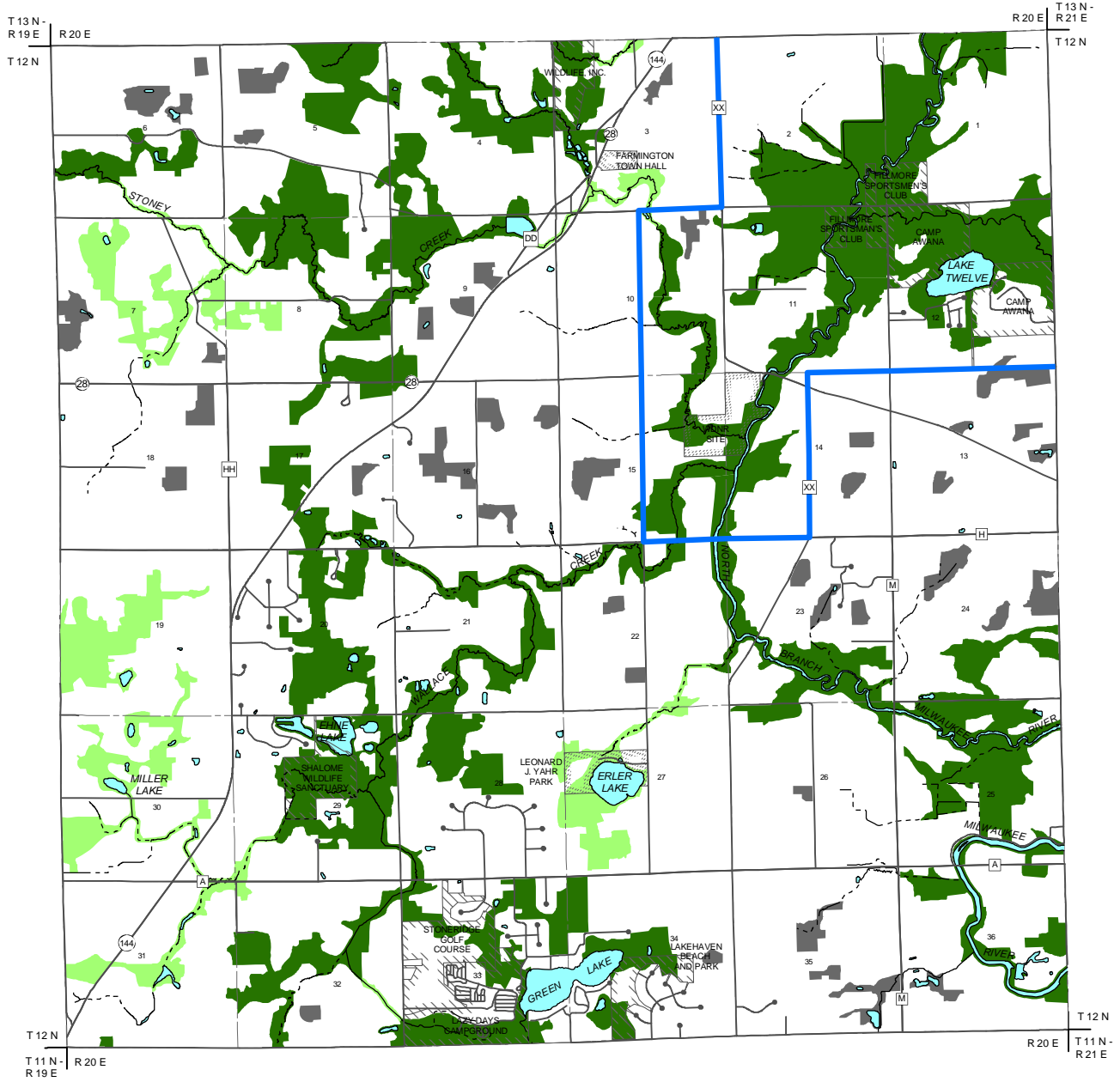
With the exception of an approximately 40-acre parcel located in Section 7 along STH 28 and an 80-acre parcel located in Section 18 along STH 28, all agricultural land that scored 8.0 or higher in the LESA analysis is designated for agricultural use on the Town land use plan map (Map 14). Most of the parcels that scored 7.0 or higher in the LESA analysis are also designated for agricultural use. Exceptions include limited areas adjacent to existing subdivisions and areas designated as future growth areas.

- ***Environmentally Sensitive Lands and Natural Limitations to Building Site Development***

Environmentally sensitive lands are shown on Map 11, and include primary environmental corridors, secondary environmental corridors, isolated natural resource areas, and surface waters. Map 11 also includes the project boundary established by the Wisconsin Natural Resources Board for the North Branch Milwaukee River Wildlife and Farming Heritage Area, which authorizes the DNR to acquire land or conservation easements for resource protection purposes from willing sellers.

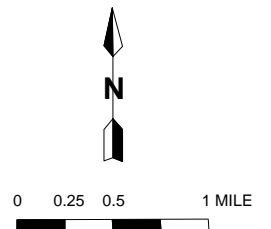
# Map 11

## ENVIRONMENTALLY SENSITIVE LANDS IN THE TOWN OF FARMINGTON: 2000



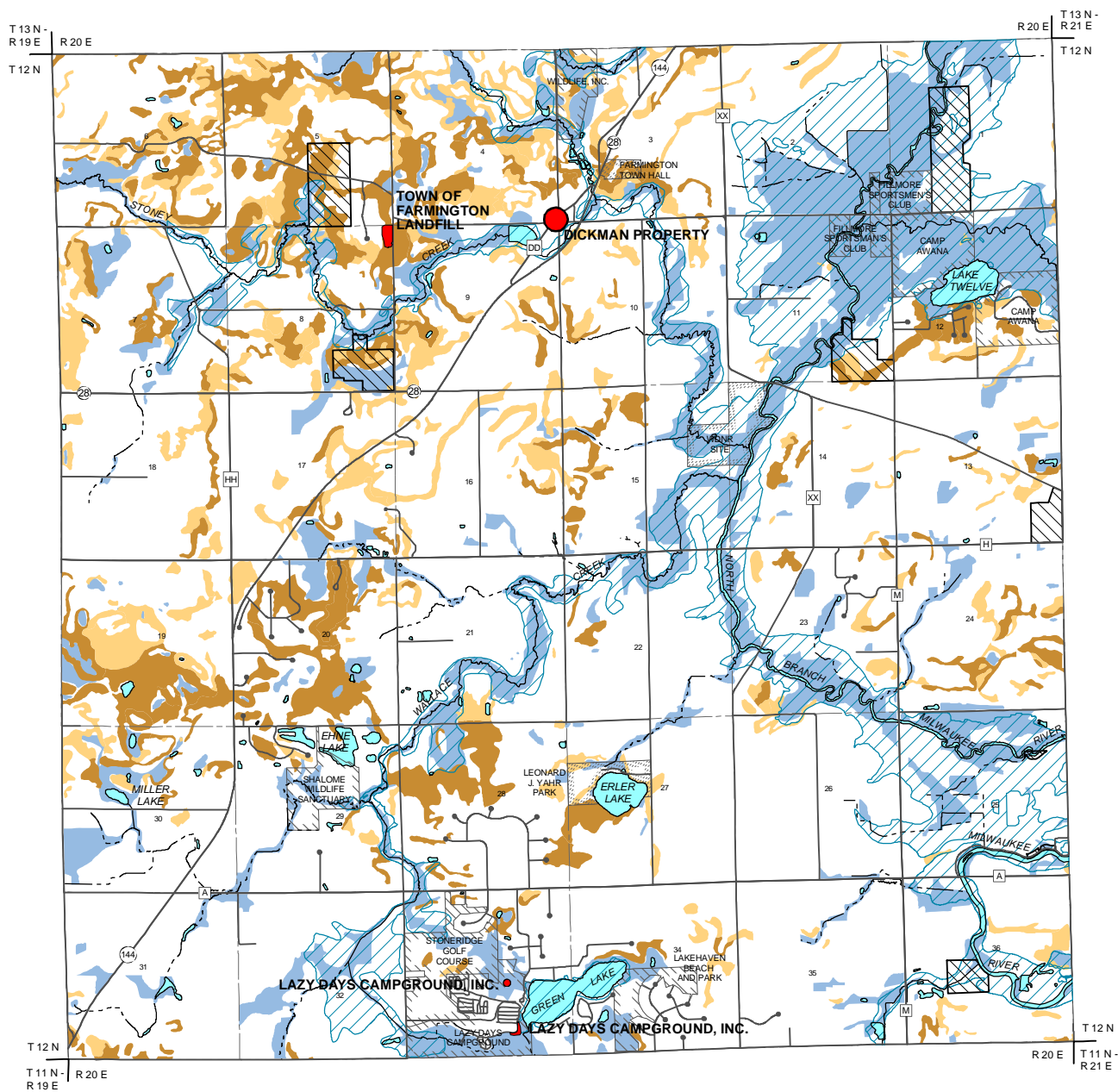
- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- SURFACE WATER
- NORTH BRANCH MILWAUKEE RIVER WILDLIFE AND FARMING HERITAGE AREA PROJECT BOUNDARY









Source: Wisconsin Department of Natural Resources and SEWRPC.



# Map 12

## NATURAL LIMITATIONS FOR BUILDING SITE DEVELOPMENT IN THE TOWN OF FARMINGTON: 2008



-  100 - YEAR RECURRENCE INTERVAL FLOODPLAINS (1981)
-  FORMER LANDFILL (HAS NOT CAUSED CONTAMINATION)
-  SLOPES 12 TO 20 PERCENT
-  SLOPES 20 PERCENT OR GREATER
-  CONSERVATION EASEMENT
-  WETLANDS (2000)
-  SURFACE WATER (2000)
-  CONTAMINATED SITES IDENTIFIED BY THE WISCONSIN DEPARTMENT OF NATURAL RESOURCES

Source: USDA - Natural Resources Conservation Service, Wisconsin Department of Natural Resources, and SEWRPC.



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Several natural resource features that may limit development were identified by the Town Board and Town Plan Commission, and are shown on Map 12. These features include 100-year floodplains, wetlands, slopes of 12 percent or greater, surface water, former landfills, and contaminated sites identified by the DNR. Lands having conservation easements are also shown, which in 2008 included two DNR easements within the North Branch Milwaukee River Wildlife and Farming Heritage Area, two DNR streambank easements along the Milwaukee River, and three Ozaukee Washington Land Trust easements; two located along Stoney Creek and one located in Section 13 along the Washington-Ozaukee County line. Recommendations for the protection and management of these resources are included in the Agricultural, Natural, and Cultural Resources Element (Chapter V).

- ***Utilities and Community Services***

The comprehensive planning law requires the land use element to include maps showing boundaries of areas to which public utility and community services will be provided by the plan design year. Chapter IX includes such maps for the Town.

### **Opportunities for Redevelopment and Smart Growth Areas**

The greatest opportunities for redevelopment in Washington County exist where there is available land served by existing infrastructure, typically in the older and underutilized commercial buildings and parcels located in and adjacent to the traditional downtowns, and older shopping centers located in cities and villages. The following areas were identified as potential “Smart Growth Areas” in the Multi-Jurisdictional Comprehensive Plan for Washington County:

- Environmentally contaminated sites identified by local governments as suitable for redevelopment.
- Underutilized parcels in and adjacent to traditional downtowns, including older shopping centers.
- Undeveloped land within planned urban service areas that is adjacent to existing development and does not encompass lands with significant environmental features or potential for long-term agricultural use.<sup>2</sup>
- Hamlets identified for urban development in local land use plans.

The Town land use plan map designates additional urban growth in and adjacent to the hamlets of Boltonville, Fillmore, and St. Michaels. These areas will serve as the Town’s “Smart Growth Areas,” as those terms are defined by Section 16.965 of the *Statutes*. Land for additional commercial development in the Town is designated at and near the intersection of STH 144, CTH A, and Club Lane and land for additional industrial development in the Town is designated north of Boltonville, along STH 144, just south of the Washington-Sheboygan County line. There are no public sanitary sewer or water services provided in the Town, which may be expected to limit the density and type of commercial, industrial, and other urban development in the Town. There are no planned sanitary sewer service areas within the Town.

### **Existing and Potential Land Use Conflicts**

The potential for land use conflicts is greatest in city and village planning or extraterritorial areas that include areas within a town. Planning and extraterritorial areas affecting the Town are shown on Map 13. In accordance with Section 62.23 of the *Statutes*, a city or village planning area can include areas outside its corporate limits, including any unincorporated land outside of the city or village boundaries that, in the plan commission’s judgment, relates to the development of the city or village. City and village planning areas are typically associated with city and village extraterritorial areas.<sup>3</sup> Potential land use conflicts can arise in these areas because they may

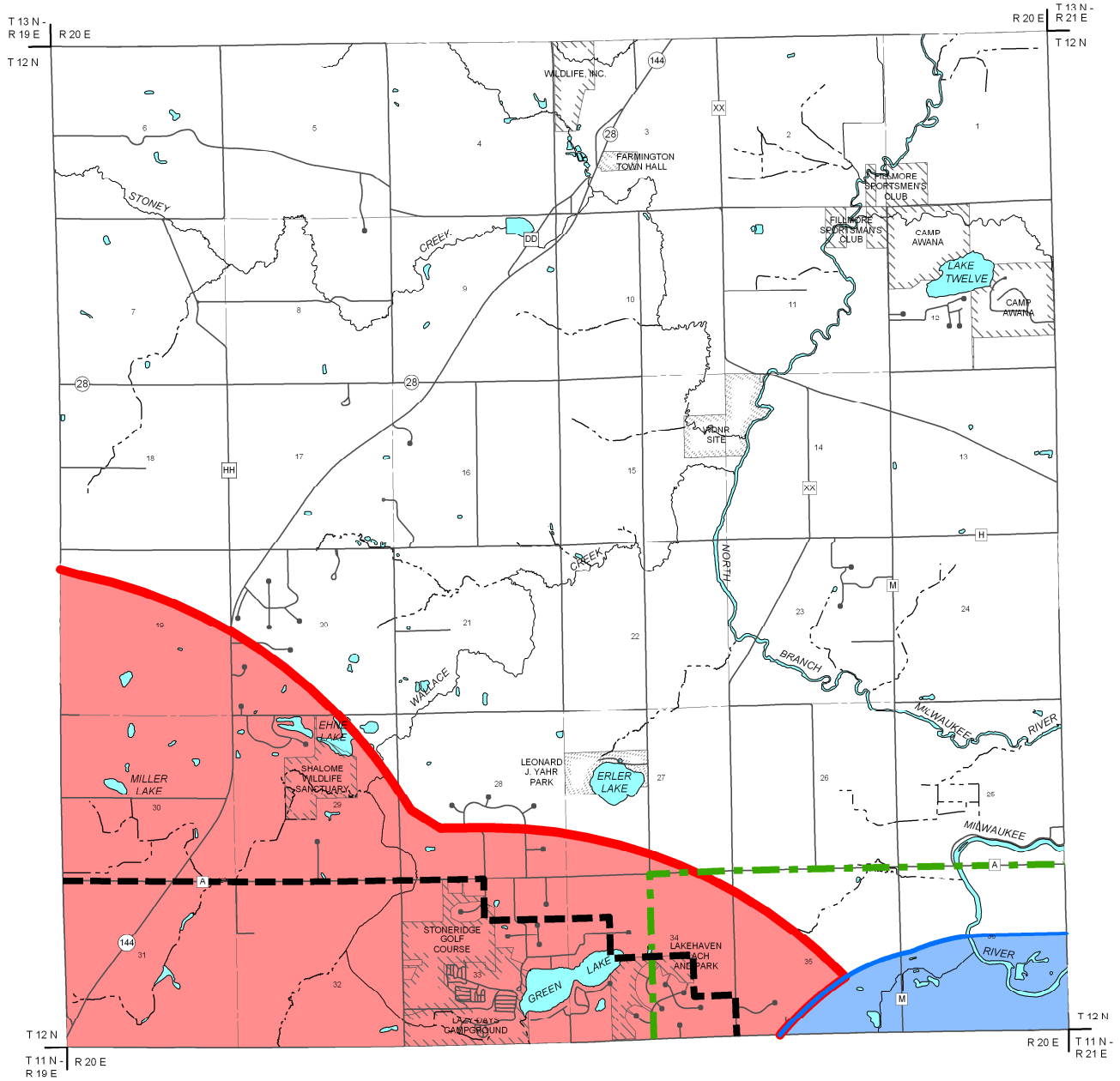
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<sup>2</sup>*Lands with significant environmental features are identified on Map 11 (Environmentally Sensitive Lands) and Map 12 (Natural Limitations to Building Site Development). Lands with potential for long-term agricultural use are identified on Map 4, LESA Analysis Map, in Chapter V.*

<sup>3</sup>*The Wisconsin Statutes grant cities and villages the authority to approve or deny subdivision plats within 1.5 miles of villages and cities of the fourth class, and within three miles of cities of the first, second, or third class (the City of West Bend is a city of the third class). Cities and villages may also enact extraterritorial zoning regulations for their extraterritorial areas, but must work with the affected town to develop and approve such regulations.*

# Map 13

## EXTRATERRITORIAL AREAS AFFECTING THE TOWN OF FARMINGTON: 2008



- VILLAGE OF NEWBURG PLANNING AREA  
COMPREHENSIVE PLAN: 2035
- VILLAGE OF NEWBURG 1.5 MILE  
EXTRATERRITORIAL PLAT APPROVAL JURISDICTION
- CITY OF WEST BEND 3.0 MILE  
EXTRATERRITORIAL PLAT APPROVAL JURISDICTION
- CITY OF WEST BEND AIRPORT  
HEIGHT LIMITATION BOUNDARY

Source: Local Governments and SEWRPC.



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be planned for in both the town comprehensive plan and the city or village comprehensive plan, with different or conflicting land uses recommended by each plan. A portion of the Town is included in the planning area used by the Village of Newburg for its comprehensive plan. The draft Village of Newburg land use plan map recommends the continuation of existing uses in that portion of the Town within the Village planning area, and does not include the County Estates Growth Area shown on the Town land use plan map.

The southeastern portion of the Town is within the extraterritorial plat approval area of the Village of Newburg and the southwestern portion of the Town is within the extraterritorial plat approval area of the City of West Bend. Under Chapter 236 of the *Statutes*, the city and village have the authority to approve or reject subdivision plats within their extraterritorial plat approval area. The City of West Bend also imposes restrictions on the height of buildings and structures in the southwestern portion of the Town under its airport height limitation ordinance regulations.

### **PART 3: TOWN OF FARMINGTON LAND USE PLAN**

#### **Land Use Plan**

The Town of Farmington contains a rich and unique natural, cultural, and historical resource base that includes a portion of the Milwaukee River and North Branch Milwaukee River, archaeological features such as the Native American “Island” Effigy mounds, scenic views, and a strong German heritage. This comprehensive plan seeks to protect natural resources, encourage continued agricultural activities, and preserve the rural character of the Town.

The land use plan map for the Town for the year 2035 is presented on Map 14. Table 30 sets forth the number of acres and percent of the Town in each land use category on the Land Use Plan map. The land use plan map reflects land uses that existed in 2008, with overlays depicting areas for expansion of residential development in and around the hamlets of Boltonville, Fillmore, and St. Michaels and adjacent to existing residential subdivisions, and limited expansion of existing commercial and industrial areas along STH 144. Continued agricultural or other rural uses are recommended outside the identified growth areas. The land use plan map also identifies existing woodlands, wetlands, surface waters, primary and secondary environmental corridors, isolated natural resource areas, and the DNR project boundary for the North Branch Milwaukee River Wildlife and Farming Heritage Area. Recommendations related to future land uses are included in this section and in the goals, objectives, policies, and programs presented in Part 4.

#### ***Low-Density Residential***

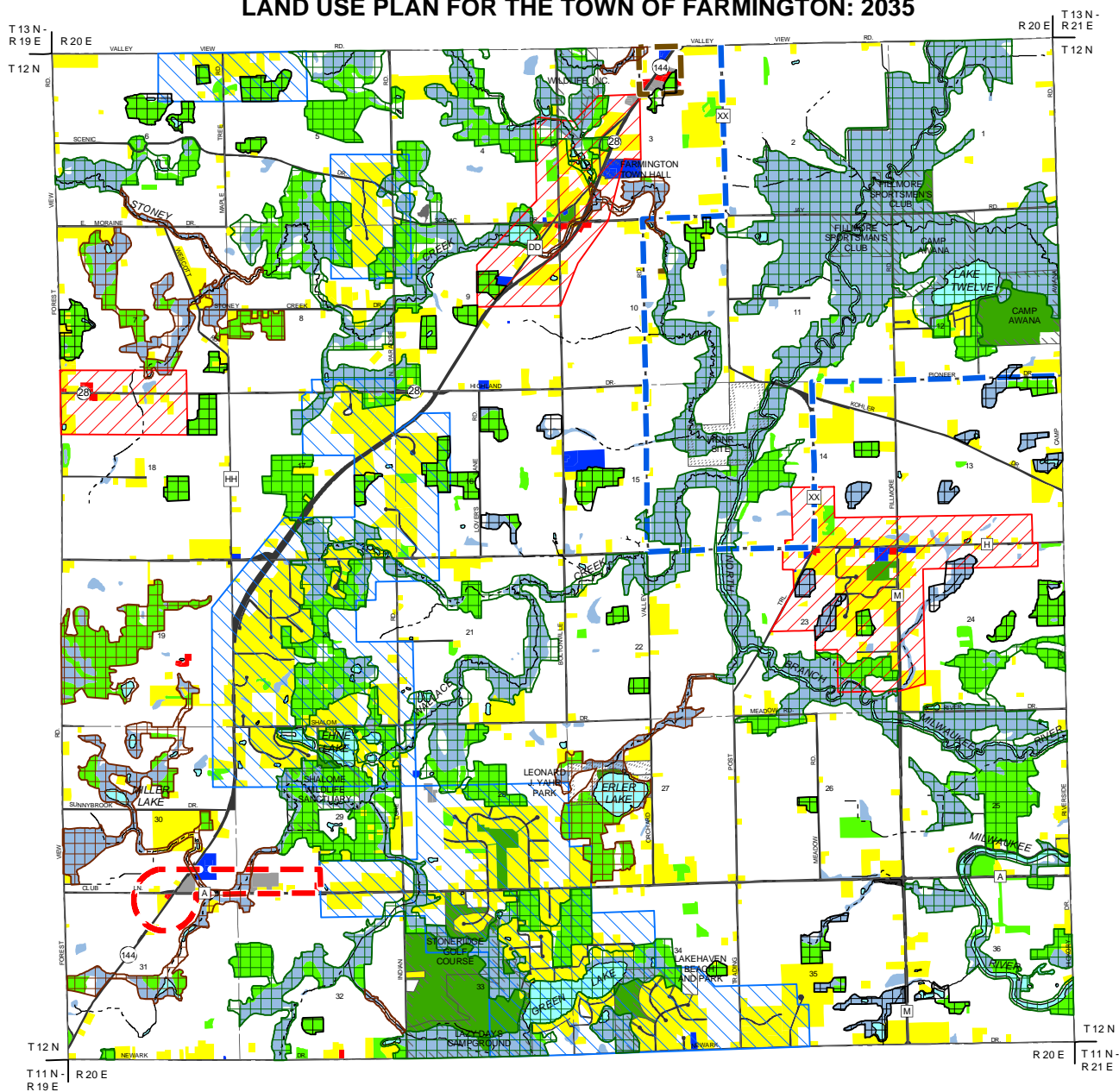
This category includes all existing single-family, non-modular residences in the Town. Low-density residential development is scattered throughout the Town, with larger concentrations located in the southern and southwestern portions of the Town and in the hamlets of Boltonville and Fillmore. Low-density residential uses occupy 3,990 acres, or about 17 percent of the Town, on the 2035 land use plan map. This includes 2,397 acres of low-density residential development existing in 2008, plus 1,593 acres of existing agricultural and or open lands within the hamlet and country estates growth areas that may be converted to residential uses during the planning period.

#### ***Hamlet Growth Area (Overlay)***













The Hamlet Growth Areas are intended to accommodate single-family residential development within subdivisions or on lots created by CSM on lands within or contiguous to, and extending approximately one-quarter mile from, the existing hamlets of Boltonville, Fillmore, and St. Michael’s. The Hamlet Growth Area boundaries are shown on Map 14. The minimum lot area for single-family units is 40,000 square feet for parcels created prior to the adoption of an updated Town zoning ordinance in 2005, and 1.5-acres for parcels created after that date. In 2008, 555 acres within the three hamlet growth areas were used for agricultural purposes or were open and undeveloped. The plan allows the conversion of these 555 acres to residential use; however, new residential development should occur adjacent to and outward from existing land divisions. Because the Hamlet Growth Boundary lines split parcels, any development proposal on any portion of a parcel that is within the Hamlet Growth Boundary line may also include development of land for the remainder of the parcel, even if said remainder is not within the Hamlet Growth Boundary line.





### Map 14

## LAND USE PLAN FOR THE TOWN OF FARMINGTON: 2035





## EXISTING (2008) LAND USE CATEGORIES


- |   |   |
|---|---|
|  | LOW DENSITY RESIDENTIAL                       |
|  | MEDIUM DENSITY RESIDENTIAL/<br>MODULAR HOMES  |
|  | COMMERCIAL                                    |
|  | INDUSTRIAL                                    |
|  | EXTRACTIVE                                    |
|  | GOVERNMENTAL, INSTITUTIONAL,<br>AND UTILITIES |
|  | RECREATIONAL                                  |
|  | STREET AND HIGHWAY<br>RIGHTS-OF-WAY           |
|  | AGRICULTURAL AND<br>OPEN LANDS                |
|  | WOODLAND                                      |
|  | WETLAND                                       |
|  | SURFACE WATER                                 |


-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL RESOURCE AREA
-  NORTH BRANCH MILWAUKEE RIVER WILDLIFE AND FARMING HERITAGE AREA PROJECT BOUNDARY

## FUTURE LAND USE CATEGORIES

 HAMLET GROWTH AREA

 COUNTRY ESTATES GROWTH AREA

 FUTURE COMMERCIAL AREA

 FUTURE INDUSTRIAL AREA

0 0.25 0.5 1 MILE

### *Country Estates Growth Area (Overlay)*

The Country Estates Growth Areas are intended to accommodate single-family residential development within subdivisions or on lots created by CSM on lands within or contiguous to, and extending approximately one-quarter mile from, the boundary of an existing subdivision not contiguous to the hamlets of Boltonville, Fillmore, or St. Michael's. The Country Estates Growth Areas are intended to provide for single-family residential development at an average density of at least three acres per dwelling unit in an estate or farmette setting, served by private sewage disposal and water facilities.

Three country estate growth areas are designated on the land use plan map. The first is located south of the Washington-Sheboygan County line and includes several parcels created by CSM. The second is located along Paradise Road around the Windy Acres subdivision. The third and largest runs from the Green Lake area northwest to STH 144 and along STH 144 to STH 28 and includes the Whitewood Estates, Wesley Estates, Shalom Estates, Pheasant Ridge, Star Valley, Lakehaven, and other subdivisions. In 2008, 1,038 acres within the three country estate growth areas were used for agricultural purposes or were open and undeveloped. The plan allows the conversion of these 1,038 acres to residential use; however, new residential development should occur adjacent to and outward from existing land divisions. Because the Country Estates Growth Boundary lines split parcels, any development proposal on any portion of a parcel that is within the Country Estates Growth Boundary line may also include development of land for the remainder of the parcel, even if said remainder is not within the Country Estates Growth Boundary line.

### ***Medium-Density Residential/Modular Homes***

This category includes a multi-family building and a mobile home that existed in 2008. The land use map identifies the location of the mobile home east of Orchard Valley Road just south of CTH X, and the location of the multi-family dwelling at the southwestern corner of the CTH DD and Scenic Drive intersection in the hamlet of Boltonville. Medium-Density Residential/Modular Home uses occupy one acre, or less than 1 percent of the Town, on the 2035 land use plan map. The land use plan map does not designate any additional areas for medium-density residential or modular home development.

### ***Commercial***

This category includes existing commercial development in the Town including a sign company, a feed mill, a gas station, a small restaurant, taverns, auto repair shops, and an auto sales and repair business. The land use plan map designates a future commercial area overlay at and near the intersection of STH 144, CTH A, and Club Lane. In 2008, 90 acres of land within the commercial area overlay were used for agricultural purposes or were open and undeveloped. If these areas are converted to commercial use during the planning period, areas developed with commercial uses will increase from 20 acres in 2008 to 110 acres in 2035.

### ***Industrial***

Industrial land uses included manufacturing and other industrial uses, such as outdoor storage of commercial vehicles and building materials, salvage yards, and storage buildings. The land use plan map designates a future

**Table 30**

### **PLANNED LAND USES IN THE TOWN OF FARMINGTON: 2035**

Land Use Category	Acres	Percent
Low-Density Residential .....	4,086 <sup>a</sup>	17.3
Medium-Density/Modular Homes .....	1	-- <sup>b</sup>
Commercial.....	110 <sup>c</sup>	0.5
Industrial .....	44 <sup>d</sup>	0.2
Extractive .....	3	-- <sup>b</sup>
Government, Institutional, and Utilities .....	69	0.3
Recreational.....	385	1.6
Street and Highway Rights-of-Way.....	861	3.7
Agricultural and Open Lands .....	12,183	51.7
Woodlands.....	2,087	8.9
Wetlands.....	3,337	14.2
Surface Water.....	376	1.6
Total	23,542	100.0

<sup>a</sup>Includes 2,397 acres of low-density residential development existing in 2008, plus 1,689 acres of existing agricultural or open lands within the hamlet and country estates growth area overlays that are planned to be converted to residential uses.

<sup>b</sup>Less than 0.05 percent.

<sup>c</sup>Includes 20 acres of commercial development existing in 2008, plus 90 acres of existing agricultural or open lands within the commercial area overlay that are planned to be converted to commercial uses.

<sup>d</sup>Includes 29 acres of industrial development existing in 2008, plus 15 acres of existing agricultural or open lands within the industrial area overlay that are planned to be converted to industrial uses.

Source: SEWRPC.

industrial area along STH 144 near the Washington-Sheboygan County line north of Boltonville. In 2008, 15 acres within the industrial area overlay were used for agricultural purposes or were open and undeveloped. If these areas are converted to industrial use during the planning period, areas developed with industrial uses will increase from 29 acres in 2008 to 44 acres in 2035.

### ***Extractive***

Extractive land uses involve onsite extraction of surface or subsurface materials (typically sand or gravel). One extractive use encompassing three acres existed in 2008 and is reflected on the land use plan map. The site was inactive in 2008.

### ***Governmental, Institutional, and Utilities***

This land use category includes existing governmental and institutional buildings and grounds for which the primary function involves administration, safety, assembly, or educational purposes. This includes the Town Hall, Farmington Elementary School, two volunteer fire departments, Fillmore Turner Hall, two parish churches, a parish church and school, three historic churches, and seven cemeteries. This category also includes two cell tower sites and a gas pipeline substation. This category occupies 69 acres, or less than 1 percent of the Town, on the 2035 land use plan map. The 69 acres in this category is the same as that which existed in 2008. The Town owns enough land adjacent to the Town Hall to accommodate additional public works and/or administrative offices that may be needed to serve the residential growth areas shown on the land use plan map.

### ***Recreational***

The Recreational land use category includes lands developed with facilities for public and private outdoor recreation, including public and private parks and private campgrounds, golf courses, subdivision parks, and sportsmen's clubs. This category also includes open space sites owned by the Town of Farmington, Washington County, private recreational organizations, and subdivision associations, including the Star Valley Subdivision park, which is recommended to be developed for recreational use during the planning period. Several other public and private outdoor recreational sites are located in the Town, but those sites are primarily for natural resource protection purposes with limited recreational uses permitted. The plan envisions that the areas devoted to recreational uses would occupy 385 acres, or about 2 percent of the Town, in 2035. The Town should consider preparing a park and open space plan to identify park sites and recreational facilities needed to serve residents in St. Michael's hamlet and possibly within the areas designated for country estate development.

### ***Street and Highway Rights-of-Way***

All existing street and highway rights-of-way (as of January 1, 2007) are shown on Map 14 as a separate category. There are 861 acres, or about 4 percent of the Town, within existing street and highway rights-of-way. Chapter VIII provides additional information regarding planned transportation facilities in the Town, including recommendations for arterial streets and highways. The Town should require the dedication of collector and land access streets needed to serve new subdivisions and CSMs as plats and CSMs are reviewed and approved by the Town Board.

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

Agricultural and open lands include all croplands, pasture lands, nonresidential farm buildings, and lands in the Town that are not being farmed and have not been developed. Agricultural and open lands encompass 12,279 acres, or about 52 percent of the Town, on the land use plan map outside the hamlet and country estates growth areas and the future commercial and industrial areas. Agricultural and open lands outside the designated growth areas are intended to preserve agricultural land for food and fiber production; preserve productive farms by preventing land use conflicts between incompatible uses and controlling public service costs; maintain a viable agricultural base to support agricultural processing and service industries; and prevent conflicts between incompatible uses. The Town zoning ordinance updated in 2005 also allows single-family residential development at a minimum density of one home per five acres in the agricultural zoning district. This land use category will allow individual single-family homes to be scattered throughout the agricultural areas of the Town without having to amend the land use plan map. Limitations on scattered housing would be based on the ratio of one acre of nonfarm residential to 20 acres of farm acreage as shown on a base farm tract map (created when the

Town's zoning ordinance is amended in compliance with Chapter 91 of the *Wisconsin Statutes*, adopted on July 1, 2009). This ratio would apply to newly constructed homes or converted farm related residences to nonfarm related residences (farmsteads split off from a farm by a certified survey map, for example).

### ***Environmentally Significant Resource Areas***

Environmentally significant resource areas shown on the land use plan map include wetlands, woodlands, surface waters, and primary environmental corridors. These resources are described in the Agricultural, Natural, and Cultural Resources Element (Chapter V). To effectively guide development in the Town into a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to carefully consider the location of planned land uses in relation to these resources. Locating new development outside of primary environmental corridors and other environmentally significant resource areas will serve to maintain a high level of environmental quality in the Town, and will also avoid costly development problems such as flood damage, wet basements, and failing pavements. Properly relating new development to such environmentally significant areas will also help preserve the scenic beauty of the Town.

Where possible, this comprehensive plan recommends that new development be located entirely outside of primary environmental corridors, wetlands, woodlands, and surface waters. While calling for preservation of primary environmental corridors, the plan recognizes that in some cases it may be necessary to allow very low density residential development on the upland portion of such lands (that is, outside surface water, wetlands, and floodplains). In addition to limited residential development, land uses such as transportation and utility facilities and certain recreational uses may also be accommodated within these environmentally significant areas without jeopardizing their overall integrity. Guidelines for the types of development that may be accommodated within various component natural resource features of environmental corridors are set forth in Table 25 in Chapter V. Even though these guidelines are not exhaustive, with good judgment they may be extended to, and be used for the evaluation of, proposals for similar types of development not specifically listed.

### ***Primary Environmental Corridor Overlay***

Environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas in the Town, as well as floodplains and steeply sloped areas where intensive urban development would be ill-advised. Primary environmental corridors encompass 4,679 acres, or about 20 percent of the Town.

### ***Secondary Environmental Corridor Overlay***

Secondary environmental corridors contain concentrations of high value elements of the natural resource base, but are smaller in area than primary environmental corridors. Secondary environmental corridors occupy 867 acres, or about 4 percent of the Town.

### ***Isolated Natural Resource Area Overlay***

Isolated natural resource areas consist of areas with important natural resource values which are separated geographically from environmental corridors. Most of the isolated natural resource areas in the Town are wetlands or tracts of woodlands between five and 100 acres in size. Isolated natural resource areas occupy 597 acres, or about 3 percent of the Town.

### ***Wetlands***

Wetlands perform an important set of natural functions which include support of a wide variety of desirable, and sometimes unique, forms of plant and animal life; water quality protection; stabilization of lake levels and streamflows; reduction in stormwater runoff by providing areas for floodwater impoundment and storage; and protection of shorelines from erosion. Wetlands are regulated by State and Federal laws. Wetlands in the shoreland area are also regulated by the Washington County Shoreland, Wetland, and Floodplain Ordinance (see Chapters II and V for information about the County ordinance). Development of wetlands, usually requiring them to be filled, is limited. Permits to allow development in wetlands generally require "mitigation," which requires new wetlands to be created or existing degraded wetlands to be restored. Mitigation may be required on the same development site or in a different location.

Wetlands identified in SEWRPC's regional land use inventory and shown on Map 14 encompass about 3,343 acres, or about 14 percent of the Town. The identification of wetlands is based on the Wisconsin Wetlands Inventory completed in 1982, updated to the year 2000 as part of the regional land use inventory. In addition to the wetlands shown on Map 14, certain other areas have been identified by the Natural Resources Conservation Service as farmed wetlands, which are subject to Federal wetland regulations. An updated wetland inventory for Washington County was released in 2008, and is shown on Map 20 in the Implementation Element chapter. Large-scale maps of the updated wetland inventory are available at the offices of the Washington County Planning and Parks Department and SEWRPC. The inventory can also be viewed on the DNR's Surface Water Data Viewer website at <http://dnrmaps.wisconsin.gov/imf/imf.jsp?site=SurfaceWaterViewer>.

#### *Woodlands*

Woodlands are clusters of deciduous trees at least one acre in size outside of wetlands. Woodlands may also include managed forest lands such as conifer tree plantations. Woodlands encompass 2,088 acres, or about 9 percent of the Town. Woodlands provide an attractive natural resource of immeasurable value by contributing to clean air and water, regulating surface water runoff, and maintaining a diversity of plant and animal life. Woodlands can and should be maintained, to the extent practicable, for their scenic, wildlife habitat, educational, and recreational value and for air and water quality protection. Development in woodlands that are within primary environmental corridors should be limited in accordance with the guidelines in Table 25.

#### *Surface Water*

Surface water includes lakes, ponds, rivers, creeks, and streams. Surface water and adjacent shoreland areas should be protected to maintain water quality. Surface waters encompass 376 acres, or about 2 percent of the Town. Development within surface waters and on adjacent floodplains and shoreland areas are regulated under State and Federal laws and County ordinances (see Chapters II and V for more information).

#### *North Branch Milwaukee River Wildlife and Farming Heritage Area*

The land use plan map also identifies the project boundary of the North Branch Milwaukee River Wildlife and Farming Heritage Area within the Town. The project boundary encompasses portions of the North Branch Milwaukee River and Stoney Creek, large wetland complexes, agricultural lands, and Lake Twelve in the Town. The DNR anticipates using a variety of real estate tools, including fee simple acquisition, easements, and purchase of development rights (also referred to as conservation easements) to protect natural features and agricultural lands with the project area. About 3,590 acres, or about 15 percent of the Town, are within the project boundary.

### **Land Use Projections**

The comprehensive planning law requires the land use element to include projections, in five-year increments, of future residential, agricultural, commercial, and industrial land uses. Due to the uncertainty in predicting the rate of future development, it was assumed for the purpose of fulfilling this requirement that the same amount of growth would occur in each of the five five-year periods between 2008 and 2035. The amount of growth in each category is estimated as:

- **Residential:** Based on the population projection of 4,500 persons selected by the Town for the year 2035, an additional 540 housing units will be needed between 2008 and 2035, for a total of 1,723 housing units in the Town by 2035 (see the Housing Element (Chapter VII) for more information). An additional 540 housing units between 2008 and 2035 average to 100 new housing units during each five-year period between 2010 and 2035, plus 40 units between 2008 and 2010; or about 20 new housing units each year.<sup>4</sup> Assuming that 50 new units would be developed in the Hamlet Growth Area at an average density of one

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<sup>4</sup>The Town of Farmington Subdivision Ordinance, as amended on June 13, 2006, sets a limit on the maximum number of building permits issued each year to 13 permits for new homes in land divisions of five or more lots, and an additional 13 permits for new homes outside such land divisions. The estimated average of 20 new homes per year needed to accommodate the 2035 population projection selected by the Town is within this annual limit.

home per 1.5 acres and that 50 new units would be developed in the Country Estates area at an average density of one home per three acres, 250 acres would be converted from agricultural or open use to residential uses during each five-year period, including land needed for local streets to serve new land divisions. About 105 additional acres would be converted to residential use between 2008 and 2010. Over 28 years, about 1,355 acres would be converted from agricultural and open use to residential use.

- ***Commercial and Industrial:*** The Town land use plan map designates an additional 90 acres in the commercial land use category compared to commercial uses existing in 2008. This averages to about 17 acres of additional commercial development during each five-year period between 2010 and 2035, plus five acres between 2008 and 2010. The Town land use plan map also designates an additional 15 acres in the industrial land use category compared to industrial uses existing in 2008, averaging to three acres converted to industrial use in each five-year period between 2010 and 2035. Over 28 years, 105 acres would be converted from agricultural and open use to commercial or industrial uses.
- ***Agricultural:*** The number of acres in agricultural use will likely decline during the planning period, as land is converted from farming to residential, commercial, or industrial uses. The amount of agricultural land in the Town is anticipated to decrease by 1,460 acres between 2008 and 2035, which averages to a loss of about 270 acres during each five-year period between 2010 and 2035, plus 110 acres between 2008 and 2010.

## **PART 4: LAND USE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

### **Goals:**

- Preserve open and agriculturally-utilized lands, which will continue to enhance the character and desirability of the Town of Farmington, and is in the best interests of all residents.
- Work to achieve consensus as much as possible on specific proposals for development or preservation of property.
- If legitimate reasons are provided in a petition and if the Plan Commission bases their recommendation upon goals and objectives of this plan, the Town Board could consider amending the land use plan map by adding residential, commercial, and industrial development sites.

### **Objectives (Actions):**

- Consider preparing and adopting a Town park and open space plan to identify parks and recreational facilities needed to serve residential development in the Town.
- Determine buffering requirements for commercial uses on a case-by-case basis as conditional use permit or other applications for development are reviewed.

### **Policies:**

- Thoroughly consider the long-term consequences of land use decisions.
- Avoid the creation of water pollution and public health problems by limiting residential development to soils that are well suited to development when served by private onsite waste treatment systems (POWTS) and private wells.
- Recognize that the primary environmental corridors represent a comprehensive open space system that is a main element defining the rural character and scenic beauty of the Town.
- Encourage the protection of agricultural and high-quality open space lands through public and non-profit conservation organization (NCO) fee simple purchase and conservation easements.
- Buffer new development from adjacent rural uses by requiring the use of berms and landscaping to help maintain rural character.

- Work with property owners to achieve site planning to minimize erosion and disruption to slopes and desirable vegetation. Review of development site and rezoning requests will include consideration of the placement of driveways and soil types to minimize disruption of steep slopes.
- The Town prefers small-scale economic development that does not negatively impact the Town's rural character or natural resources.
- Recognize that land use decisions have an impact on more people than just the buyer and seller.

**Program:**

- Apply the Town zoning and subdivision ordinances to maintain a 1.5-acre residential density in the Hamlet areas and a three-acre residential density in the Country Estates areas designated on the land use plan map.



## Chapter VII

# HOUSING ELEMENT

### INTRODUCTION

The housing element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(b) of the *Statutes* requires the housing element to assess the age, structural condition, value, and occupancy characteristics of existing housing stock in the Town. In addition, specific policies and programs must be identified that:

- Promote the development of housing for residents of the Town and provide a range of housing choices that meet the needs of persons of all income levels and age groups and persons with special needs.
- Promote the availability of land for the development or redevelopment of affordable housing.
- Maintain or rehabilitate existing housing stock.

In addition, the following comprehensive planning goals related to the housing element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout the community.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

Part 1 of this chapter provides an inventory of existing housing stock, including age, structural condition, value, and occupancy characteristics. This information, along with housing demand inventory data such as household, income, and demographic information presented in Chapter III, is used to analyze future housing needs for residents of the Town. Household projections are presented at the end of Part 1.

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<sup>1</sup>Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

Part 2 includes information on Town policies and ordinances affecting housing and zoning regulations for minimum home sizes, minimum lot sizes, and housing type, and Part 3 sets forth housing goals, objectives, policies, and programs.

A description of government programs which facilitate the provision of housing, including affordable housing, is provided in Appendix D.

### **Census Data**

Census 2000 Summary File 1 and Census 2000 Summary File 3 were used in the collection of the majority of existing housing stock data presented in this chapter. Summary File 1 data was used when possible. Data from Summary File 1 is generally more accurate because it is based on 100 percent of the responses to the 2000 Census. In most cases, data from Summary File 3 were used because the data were not available from Summary File 1. Summary File 3 is generally less accurate because the data is based on a sampling of one in six households; however, Summary File 3 covers a greater range of topics. Because the sample sizes are different, the data reported by the Census may differ for each data source. Unfortunately, the Census does not make adjustments to reconcile the discrepancies. In addition, some of the data to follow in this chapter are based on total housing units and some are based on occupied units only, depending on how the Census data were reported. This distinction is footnoted on all applicable tables.

## **PART 1: INVENTORY AND PROJECTIONS**

### **Housing supply**

The characteristics of the existing housing stock in the Town have been inventoried to help determine the number and type of housing units that will best suit the needs of Town residents through 2035. The existing housing stock inventory includes:

- Total housing units
- Vacancy rate
- Value of owner-occupied housing units
- Median sale price of housing units
- Monthly cost of housing units by tenure (owner- or renter-occupied)
- Number of bedrooms
- Structure type and year built
- Condition of existing housing stock

### ***Total Housing Units***

The quantity and tenure (owner- or renter-occupied) of existing housing units in the Town is one of the key inventory items needed to project the number of additional housing units that will be needed in the Town and in Washington County in 2035. As shown in Table 31, there were 1,183 housing units in the Town in 2000. About 87 percent, or 1,028, were owner-occupied and about 7 percent, or 88, were renter-occupied. About 6 percent of the total housing units, or 67 units, were vacant.

### ***Vacancy***

Another key housing supply inventory item is the vacancy rate of various housing types. The vacancy rate is the number of vacant and available housing units divided by the total number of housing units. The vacancy rates for owner-occupied units and rental units are shown on Table 32.

Some vacancies are necessary for a healthy housing market. The Federal Department of Housing and Urban Development (HUD) recommends a minimum overall vacancy rate of 3.0 percent to ensure adequate housing choices, which should include a minimum 1.5 percent vacancy rate for owner-occupied housing units and a

Table 31

**TOTAL HOUSING UNITS BY TENURE  
IN THE TOWN OF FARMINGTON: 2000**

Tenure of Housing Units	Housing Units	
	Number <sup>a</sup>	Percent
Owner-occupied.....	1,028	86.9
Renter-occupied.....	88	7.4
Vacant .....	67	5.7
Total	1,183	100.0

<sup>a</sup>Totals are based on 100 percent of respondents to the 2000 Census.

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

Table 32

**HOUSING VACANCIES IN THE  
TOWN OF FARMINGTON: 2000**

Vacancy Type	Number <sup>a</sup>
For rent .....	1
For sale only .....	- -
Rented or sold, not occupied <sup>b</sup> .....	13
For seasonal, recreational, or occasional use .....	46
For migrant workers .....	- -
Other vacant <sup>c</sup> .....	7
Total vacant units	67
Total units	1,183
Total vacancy rate (percent)	5.7

<sup>a</sup>Totals are based on 100 percent of the responses to the 2000 Census.

<sup>b</sup>The unit is classified "rented or sold, not occupied" if any money towards rent has been paid or the unit has recently been sold but the occupant has not yet moved in.

<sup>c</sup>If a vacant unit does not fall into any of the other categories it is classified as an "other vacant unit." An example would be a unit held for occupancy by a caretaker.

vacancy rate of 1.1 percent for rental units, which is much lower than the recommended vacancy rate. Owner-occupied units had a vacancy rate of 0 percent.

**Value of Owner-Occupied Housing Units**

Table 33 sets forth the value of specified owner-occupied housing units<sup>2</sup> in the Town in 2000. These values can be used to determine if there are adequate home ownership opportunities for residents of all income levels. About 37 percent of owner-occupied homes had values between \$100,000 and \$149,999 and about 35 percent had values between \$150,000 and \$199,999. About 24 percent of owner-occupied homes had values between \$200,000 and \$299,999 and about 3 percent had values between \$300,000 and \$499,999. About 1 percent of homes had values between \$500,000 and \$99,999. About 1 percent of homes had values less than \$50,000 and more than \$500,000. The median value for owner-occupied housing units in the Town was \$164,000. Table 34 sets forth the value of owner-occupied housing units for each local government in Washington County.

Table 33

**VALUE FOR SPECIFIED OWNER-OCCUPIED  
HOUSING UNITS<sup>a</sup> IN THE TOWN OF FARMINGTON: 2000**

Value	Housing Units	
	Number	Percent
Less than \$50,000 .....	- -	- -
\$50,000 to \$99,999 .....	23	3.0
\$100,000 to \$149,999 .....	286	36.5
\$150,000 to \$199,999 .....	271	34.6
\$200,000 to \$299,999 .....	191	24.4
\$300,000 to \$499,999 .....	12	1.5
\$500,000 or more .....	- -	- -
Total	783	100.0
Median Value	\$164,000	- -

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

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

minimum 5 percent vacancy rate for rental units. Vacant units can fall into several categories including for rent; for sale; for seasonal, recreational, or occasional use; for migrant workers; and other vacant units. The overall vacancy rate in the Town was 5.7 percent in 2000.

The vacancy rate for owner-occupied units was determined by dividing the number of units from Table 32 that were "for sale only" by the combined total number of units "for sale only" and owner-occupied units shown on Table 31. The approximate vacancy rate for rental units was determined by dividing the number of units "for rent" from Table 32 by the combined number of units "for rent" and rental units from Table 31. The results of these calculations were a

<sup>2</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings.

Table 34

VALUE FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS IN WASHINGTON COUNTY COMMUNITIES: 2000<sup>a</sup>

Community	Less than \$50,000		\$50,000 to \$99,999		\$100,000 to \$149,999		\$150,000 to \$199,999	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Cities</b>								
Hartford <sup>b</sup> .....	7	0.3	403	17.1	1,281	54.4	543	23.1
West Bend .....	24	0.4	538	9.0	3,744	63.0	1,181	19.9
<b>Villages</b>								
Germantown .....	0	0.0	431	9.5	1,084	24.0	1,774	39.4
Jackson .....	7	0.7	54	5.8	460	49.1	368	39.3
Kewaskum .....	0	0.0	124	18.6	375	56.2	144	21.6
Newburg <sup>c</sup> .....	0	0.0	11	5.3	101	48.6	82	39.4
Slinger .....	8	1.1	89	12.6	326	46.3	160	22.7
<b>Towns</b>								
Addison.....	0	0.0	48	6.3	358	47.4	248	32.8
Barton .....	0	0.0	30	4.4	245	36.4	302	44.8
Erin .....	4	0.4	43	4.6	130	14.0	303	32.6
Farmington.....	0	0.0	23	3.0	286	36.5	271	34.6
Germantown .....	0	0.0	12	15.4	29	37.2	27	34.6
Hartford.....	0	0.0	66	6.2	278	25.9	439	40.9
Jackson .....	10	1.2	40	5.0	202	25.3	323	40.4
Kewaskum .....	2	0.9	25	11.6	63	29.3	75	34.9
Polk.....	0	0.0	17	1.8	120	12.7	266	28.3
Richfield.....	4	0.1	74	2.4	693	22.1	1,013	32.3
Trenton .....	0	0.0	86	7.4	475	40.9	362	31.2
Wayne .....	3	0.9	30	9.4	94	29.5	130	40.8
West Bend .....	0	0.0	25	1.9	196	15.0	337	25.7
Washington County <sup>d</sup>	69	0.3	2,169	7.9	10,540	38.3	8,348	30.4

Community	\$200,000 to \$299,999		\$300,000 to \$499,999		\$500,000 or More		Total		Median Value (dollars)
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
<b>Cities</b>									
Hartford <sup>b</sup> .....	121	5.1	0	0.0	0	0.0	2,355	100.0	129,900
West Bend .....	343	5.8	83	1.4	27	0.5	5,940	100.0	132,500
<b>Villages</b>									
Germantown .....	1,134	25.2	72	1.6	12	0.3	4,507	100.0	169,900
Jackson .....	48	5.1	0	0.0	0	0.0	937	100.0	146,100
Kewaskum .....	11	1.7	11	1.7	2	0.2	667	100.0	121,400
Newburg <sup>c</sup> .....	14	6.7	0	0.0	0	0.0	208	100.0	146,500
Slinger .....	115	16.3	7	1.0	0	0.0	705	100.0	141,000
<b>Towns</b>									
Addison.....	88	11.6	14	1.9	0	0.0	756	100.0	146,700
Barton .....	71	10.5	26	3.9	0	0.0	674	100.0	158,300
Erin .....	380	40.9	62	6.7	8	0.8	930	100.0	197,400
Farmington.....	191	24.4	12	1.5	0	0.0	783	100.0	164,000
Germantown .....	10	12.8	0	0.0	0	0.0	78	100.0	147,000
Hartford.....	220	20.5	70	6.5	0	0.0	1,073	100.0	168,200
Jackson .....	200	25.0	25	3.1	0	0.0	800	100.0	166,900
Kewaskum .....	42	19.6	6	2.8	2	0.9	215	100.0	159,900
Polk.....	359	38.1	152	16.2	27	2.9	941	100.0	216,900
Richfield.....	980	31.3	325	10.4	43	1.4	3,132	100.0	189,000
Trenton .....	192	16.5	46	4.0	0	0.0	1,161	100.0	152,000
Wayne .....	53	16.6	7	2.2	2	0.6	319	100.0	160,200
West Bend .....	416	31.8	190	14.5	145	11.1	1,309	100.0	218,300
Washington County <sup>d</sup>	4,988	18.1	1,108	4.0	268	1.0	27,490	100.0	159,100

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

<sup>b</sup>Includes entire City of Hartford.

<sup>c</sup>Includes entire Village of Newburg.

<sup>d</sup>Includes all of Washington County and the entire City of Hartford and Village of Newburg.

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

**Table 35****MEDIAN SALE PRICE FOR HOUSING  
UNITS IN WASHINGTON COUNTY: 2000-2006**

Housing Type	2000	2006	Percent Change
Single-Family .....	\$155,900	\$229,000	46.9
Two-Family .....	\$139,000	\$179,500	29.1
Multi-Family .....	\$408,000	\$460,000	12.7
Condominium.....	\$113,000	\$156,688	38.7
All Housing Types <sup>a</sup>	\$147,500	\$202,000	36.9

<sup>a</sup>Excludes multi-family housing units.

Source: Washington County and SEWRPC.

**Table 36****MEDIAN SALE PRICE FOR HOUSING UNITS<sup>a</sup>  
IN WASHINGTON COUNTY COMMUNITIES: 2000-2006**

Community	2000	2006	Percent Change
<b>Cities</b>			
Hartford.....	\$134,000	\$192,700	43.8
West Bend .....	\$125,950	\$175,000	38.9
<b>Villages</b>			
Germantown .....	\$171,500	\$237,250	38.3
Jackson.....	\$154,000	\$194,900	26.6
Kewaskum .....	\$127,750	\$183,000	43.2
Newburg .....	\$127,550	\$165,000	29.4
Slinger .....	\$115,900	\$200,898	73.3
<b>Towns</b>			
Addison.....	\$142,000	\$181,100	27.5
Barton .....	\$160,087	\$239,000	49.3
Erin .....	\$197,000	\$316,000	60.4
Farmington.....	\$167,500	\$245,000	46.3
Germantown .....	\$176,900	\$197,000	11.4
Hartford.....	\$165,000	\$236,500	43.3
Jackson.....	\$182,450	\$297,450	63.0
Kewaskum .....	\$186,500	\$247,000	32.4
Polk.....	\$171,660	\$284,500	65.7
Richfield .....	\$182,000	\$285,000	56.6
Trenton .....	\$166,500	\$230,400	38.4
Wayne .....	\$154,000	\$259,250	68.3
West Bend .....	\$207,000	\$329,950	59.4
Washington County	\$147,500	\$202,000	36.9

<sup>a</sup>Excludes multi-family housing units.

Source: Washington County.

than 30 percent of a household's gross monthly income. Table 37 sets forth monthly housing costs<sup>4</sup> for specified owner-occupied housing units with a mortgage in 2000. The median monthly housing cost for homeowners with a mortgage was \$1,227.

- About 20 percent of homeowners spent between \$700 and \$999 and about 10 percent spent under \$700
- About 43 percent of homeowners with a mortgage spent between \$1,000 and \$1,499 on monthly housing costs

**Median Sales Prices in 2006**

Washington County's Real Property Lister Division records information on all real estate sale transactions that occur in the County. Recorded information includes the real estate's location, type, and the total value of the real estate transaction (sale price). Table 35 sets forth the median prices for housing units in the County in 2000 and 2006. In 2006, the median price for a housing unit<sup>3</sup> was \$202,000; this is an increase of nearly 37 percent from the median price in 2000. The median price for single-family units was \$229,000, the median for two-family units was \$179,500, the median for condominiums was \$156,688, and the median for multi-family units was \$460,000. Each housing type experienced an increase in median price from 2000 to 2006. Single-family housing units' median price increased nearly 47 percent, two-family increased about 29 percent, and condominiums increased almost 39 percent.

In 2006, single-family housing units were the predominant form of housing sold in Washington County. Sales of two-family and condominium housing units that did occur were primarily in the cities and villages. Towns had very little, if any, two-family or condominium housing unit sales. Table 36 sets forth the median sale prices in 2006 for housing units in local government. In 2006, the median prices for housing units were generally higher for towns than for cities and villages. In 2006, the median price in the Town of Farmington was \$245,000; this is an increase of about 46 percent from the median price in 2000.

**Monthly Housing Costs**

Monthly housing costs for owner-occupied housing units and rental housing units have been inventoried to determine if there is an adequate supply of affordable housing units for each household income level in the Town. HUD defines affordability as access to decent and safe housing that costs no more

<sup>3</sup>The median sale price includes single-family, two-family, and condominium housing units.

<sup>4</sup>Selected monthly owner costs are the sum of mortgage payments or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; and utilities.

- About 20 percent spent between \$1,500 and \$1,999 and about 7 percent spent over \$2,000

Table 38 sets forth monthly housing costs for specified owner-occupied housing units with a mortgage for each local government in Washington County in 2000.

Table 39 sets forth monthly housing costs for specified owner-occupied housing units without a mortgage in the Town in 2000. The median monthly housing cost for homeowners without a mortgage was \$339.

- About 52 percent of homeowners without a mortgage spent between \$300 and \$399 on monthly housing costs
- About 29 percent spent less than \$300 and about 11 percent spent between \$400 and \$499
- About 8 percent spent between \$500 and \$699 and no homeowners without a mortgage spent over \$700

Table 40 sets forth monthly housing costs for specified owner-occupied housing units without a mortgage for each local government in Washington County in 2000.

Table 41 sets forth monthly housing costs for rental units, or gross rent, in the Town in 2000. Contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels are included in the calculations of monthly gross rent. These costs are included in the monthly cost calculation if the renter pays them or they are paid for the renter by another party, such as the property owner. Rental units that are occupied without payment of rent are included in the no cash rent<sup>5</sup> category of Table 41. The median monthly cost for rental housing was \$664 in 2000.

- About 76 percent of renters spent between \$500 and \$749 on monthly housing costs
- About 15 percent of renters spent between \$750 and \$999
- About 9 percent of renters spent between \$300 and \$499
- None of the renters made no cash payment nor spent less than \$300 and more than \$1,000 for rental housing costs

Table 42 sets forth monthly housing costs for rental units for each local government in Washington County in 2000.

### ***Number of Bedrooms***

Table 43 sets forth the number of housing units by tenure and number of bedrooms in the Town in 2000. Overall, three-bedroom, owner-occupied and three-bedroom, renter-occupied housing units were most common in the Town.

**Table 37**

### **MONTHLY OWNER COSTS FOR SPECIFIED HOUSING UNITS<sup>a</sup> WITH A MORTGAGE IN THE TOWN OF FARMINGTON: 2000**

Monthly Cost	Housing Units	
	Number	Percent
Less than \$700 .....	65	10.4
\$700 to \$999 .....	124	19.9
\$1,000 to \$1,499 .....	266	42.7
\$1,500 to \$1,999 .....	127	20.4
Over \$2,000 .....	41	6.6
Total	623	100.0
Median Cost	\$1,227	--

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

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

<sup>5</sup>These units may be occupied by friends or relatives of the owner who do not get charged rent or caretakers, tenant farmers, and others who may receive the unit as compensation.

Table 38

**MONTHLY OWNER COSTS FOR SPECIFIED OWNER-OCCUPIED HOUSING  
UNITS WITH A MORTGAGE IN WASHINGTON COUNTY COMMUNITIES: 2000<sup>a</sup>**

Community	Less than \$700		\$700 to \$999		\$1,000 to \$1,499	
	Number	Percent	Number	Percent	Number	Percent
<b>Cities</b>						
Hartford <sup>b</sup> .....	73	4.3	415	24.2	942	55.0
West Bend .....	289	6.8	948	22.2	2,276	53.2
<b>Villages</b>						
Germantown .....	160	4.4	480	13.2	1,576	43.4
Jackson .....	53	6.5	192	23.7	460	56.7
Kewaskum .....	35	7.1	186	37.7	209	42.3
Newburg <sup>c</sup> .....	11	7.4	29	19.6	76	51.4
Slinger .....	34	6.8	121	24.2	254	50.8
<b>Towns</b>						
Addison .....	26	5.0	103	19.7	272	52.1
Barton .....	35	7.6	103	22.4	227	49.5
Erin .....	48	7.0	102	14.8	285	41.2
Farmington .....	65	10.4	124	19.9	266	42.7
Germantown .....	3	5.8	14	26.9	17	32.7
Hartford .....	75	9.0	121	14.5	377	45.2
Jackson .....	68	11.3	61	10.2	314	52.3
Kewaskum .....	5	3.4	42	28.4	72	48.6
Polk .....	44	6.5	90	13.3	214	31.5
Richfield .....	145	6.3	375	16.3	907	39.6
Trenton .....	79	9.2	235	27.4	314	36.6
Wayne .....	25	10.5	49	20.6	108	45.4
West Bend .....	80	8.8	122	13.5	286	31.7
Washington County <sup>d</sup>	1,353	6.6	3,912	19.1	9,452	46.2

Community	\$1,500 to \$1,999		Over \$2,000		Total		Median Cost (dollars)
	Number	Percent	Number	Percent	Number	Percent	
<b>Cities</b>							
Hartford <sup>b</sup> .....	942	55.0	210	12.3	72	4.2	1,712
West Bend .....	2,276	53.2	637	14.9	126	2.9	4,276
<b>Villages</b>							
Germantown .....	1,576	43.4	999	27.5	418	11.5	3,633
Jackson .....	460	56.7	73	9.0	33	4.1	811
Kewaskum .....	209	42.3	49	9.9	15	3.0	494
Newburg <sup>c</sup> .....	76	51.4	32	21.6	0	0.0	148
Slinger .....	254	50.8	91	18.2	0	0.0	500
<b>Towns</b>							
Addison .....	272	52.1	98	18.8	23	4.4	522
Barton .....	227	49.5	86	18.8	8	1.7	459
Erin .....	285	41.2	164	23.7	92	13.3	691
Farmington .....	266	42.7	127	20.4	41	6.6	623
Germantown .....	17	32.7	16	30.8	2	3.8	52
Hartford .....	377	45.2	213	25.5	48	5.8	834
Jackson .....	314	52.3	57	9.5	100	16.7	600
Kewaskum .....	72	48.6	20	13.5	9	6.1	148
Polk .....	214	31.5	200	29.4	131	19.3	679
Richfield .....	907	39.6	627	27.3	241	10.5	2,295
Trenton .....	314	36.6	191	22.3	39	4.5	858
Wayne .....	108	45.4	45	18.9	11	4.6	238
West Bend .....	286	31.7	238	26.4	177	19.6	903
Washington County <sup>d</sup>	9,452	46.2	4,173	20.4	1,586	7.7	20,476

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

<sup>b</sup>Includes entire City of Hartford.

<sup>c</sup>Includes entire Village of Newburg.

<sup>d</sup>Includes all of Washington County and the entire City of Hartford and Village of Newburg.

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

Three bedroom dwellings comprised about 64 percent of the owner-occupied units. Four bedroom dwellings and two bedroom dwellings comprised about 22 percent and 8 percent, respectively, of the owner-occupied units. Dwellings with five or more bedrooms comprised about 5 percent and dwellings with one bedroom or no bedrooms comprised about 1 percent of owner-occupied dwellings.

Three bedroom units comprised about 52 percent of the rental units, while four bedroom units comprised about 29 percent of the rental units. Two bedroom units comprised about 19 percent of the rental units. There were no rental units with one bedroom or no bedrooms and five or more bedrooms.

### ***Structure Type and Year Built***

Table 44 sets forth the number of housing units by structure type in the Town from 1970 through 2000, based on the U.S. Census, and also includes the number of building permits issued for units in each structure type from 2000 through 2006. The total number of housing units increased from 464 to 1,183 from 1970 through 2000. During this same time period, the percentage of single-family housing units increased about 7 percent, from 90 percent to 97 percent. The percentage of multi-family housing units decreased from 8 percent in 1970 to 1 percent in 2000. About 1 percent of units were in two-family structures and mobile homes or other types of residential structures each in 2000. Between 2000 and 2006, the total number of residential units increased from 1,183 to 1,396, or by 18 percent. The percentage of residential units in single family structures remained the same, about 97 percent. The percentage of units in two-family structures, multi-family structures, and mobile homes and other types of residential structures also remained the same, about 1 percent each in 2006.

The age of the existing housing stock, set forth in Table 45, in the Town also provides insight into the character and condition of existing homes. It can be assumed that as housing stock ages, more housing units will need to be rehabilitated or replaced. About 34 percent of the Town's housing stock was constructed between 1990 and 2000 and the median year built was 1975. Almost one-quarter of the existing homes in the Town were built before 1940. The median year built for all homes in Washington County was 1976.

### ***Existing Housing Stock Condition***

The condition of individual housing units must be examined to determine if any housing units need to be removed from existing housing stock totals due to poor condition. Generally, this provides a more accurate projection of the number of new housing units that will be needed to serve the projected population of the Town through 2035.

A condition rating has been assigned to each housing unit by the Town assessor. The ratings, set forth in Table 46, range from excellent to unsound and measure the present physical condition of each housing unit. Excellent/very good or good indicates the dwelling exhibits above average maintenance and upkeep in relation to its age. Average or fair indicates the dwelling shows minor signs of deterioration caused by normal wear and an ordinary standard of upkeep and maintenance in relation to its age. Poor/very poor indicates the dwelling shows signs of deferred maintenance and exhibits a below average standard of maintenance and upkeep in relation to its age. An unsound rating indicates the dwelling is unfit for use and should be removed from the existing housing stock totals.

About 99 percent of housing units in the Town had a condition score of excellent/very good, good, average, or fair in 2006. Eleven homes were determined to be in poor/very poor condition and two homes were determined to be in an "unsound" condition. This indicates that the existing housing stock in the Town is in good condition and does not need to be included as a factor in the housing unit demand projection for 2035.

**Table 39**

### **MONTHLY OWNER COSTS FOR SPECIFIED HOUSING UNITS<sup>a</sup> WITHOUT A MORTGAGE IN THE TOWN OF FARMINGTON: 2000**

Monthly Cost	Housing Units	
	Number	Percent
Less than \$300.....	47	29.4
\$300 to \$399 .....	83	51.9
\$400 to \$499 .....	18	11.2
\$500 to \$699 .....	12	7.5
Over \$700 .....	--	--
Total	160	100.0
Median cost	\$339	--

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

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



Table 40

**MONTHLY OWNER COSTS FOR SPECIFIED OWNER-OCCUPIED HOUSING  
UNITS WITHOUT A MORTGAGE IN WASHINGTON COUNTY COMMUNITIES: 2000<sup>a</sup>**

Community	Less than \$300		\$300 to \$399		\$400 to \$499	
	Number	Percent	Number	Percent	Number	Percent
<b>Cities</b>						
Hartford <sup>b</sup> .....	7	15.7	244	38.0	221	34.4
West Bend .....	250	15.0	798	48.0	373	22.4
<b>Villages</b>						
Germantown .....	39	4.4	254	29.1	358	41.0
Jackson .....	8	6.3	77	61.1	33	26.2
Kewaskum .....	40	23.1	85	49.1	29	16.8
Newburg <sup>c</sup> .....	3	5.0	44	77.3	12	20.0
Slinger .....	16	7.8	122	59.5	33	16.1
<b>Towns</b>						
Addison .....	47	20.1	130	55.5	43	18.4
Barton .....	33	15.3	126	58.6	56	26.1
Erin .....	13	5.4	60	25.1	88	36.8
Farmington .....	47	29.4	83	51.9	18	11.2
Germantown .....	0	0.0	9	34.6	7	26.9
Hartford .....	17	7.1	92	38.5	90	37.7
Jackson .....	84	42.0	55	27.5	24	12.0
Kewaskum .....	17	25.4	32	47.7	14	20.9
Polk .....	8	3.1	114	43.5	113	43.1
Richfield .....	108	12.9	297	35.5	249	29.8
Trenton .....	97	32.0	149	49.2	28	9.2
Wayne .....	30	37.0	24	29.6	19	23.5
West Bend .....	53	13.1	113	27.8	126	31.0
Washington County <sup>d</sup>	1,011	14.4	2,908	41.5	1,934	27.6

Community	\$500 to \$699		Over \$700		Total		Median Cost (dollars)
	Number	Percent	Number	Percent	Number	Percent	
<b>Cities</b>							
Hartford <sup>b</sup> .....	60	9.3	17	2.6	643	100.0	392
West Bend .....	166	10.0	77	4.6	1,664	100.0	375
<b>Villages</b>							
Germantown .....	209	23.9	14	1.6	874	100.0	440
Jackson .....	8	6.4	0	0.0	126	100.0	375
Kewaskum .....	15	8.7	4	2.3	173	100.0	346
Newburg <sup>c</sup> .....	1	1.7	0	0.0	60	100.0	365
Slinger .....	34	16.6	0	0.0	205	100.0	371
<b>Towns</b>							
Addison .....	14	6.0	0	0.0	234	100.0	342
Barton .....	0	0.0	0	0.0	215	100.0	366
Erin .....	53	22.2	25	10.5	239	100.0	453
Farmington .....	12	7.5	0	0.0	160	100.0	339
Germantown .....	10	38.5	0	0.0	26	100.0	457
Hartford .....	33	13.8	7	2.9	239	100.0	412
Jackson .....	29	14.5	8	4.0	200	100.0	335
Kewaskum .....	4	6.0	0	0.0	67	100.0	359
Polk .....	18	6.9	9	3.4	262	100.0	408
Richfield .....	120	14.3	63	7.5	837	100.0	405
Trenton .....	29	9.6	0	0.0	303	100.0	335
Wayne .....	6	7.4	2	2.5	81	100.0	358
West Bend .....	69	17.0	45	11.1	406	100.0	429
Washington County <sup>d</sup>	890	12.7	271	3.9	7,014	100.0	373

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

<sup>b</sup>Includes entire City of Hartford.

<sup>c</sup>Includes entire Village of Newburg.

<sup>d</sup>Includes all of Washington County and the entire City of Hartford and Village of Newburg.

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

**Table 41****MONTHLY GROSS RENT FOR RENTER-OCCUPIED HOUSING UNITS IN THE TOWN OF FARMINGTON: 2000<sup>a</sup>**

Monthly Gross Rent	Housing Units	
	Number	Percent
Less than \$300.....	--	--
\$300 to \$499.....	6	9.2
\$500 to \$749.....	49	75.4
\$750 to \$999.....	10	15.4
\$1,000 to \$1,499.....	--	--
\$1,500 or more.....	--	--
No cash rent <sup>b</sup> .....	--	--
Total	65	100.0
Median Rent	\$664	--

<sup>a</sup>Contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels are included in the calculations for monthly gross rent. Totals are based on a sample of one in six respondents to the 2000 Census.

<sup>b</sup>Includes rental units that are occupied without payment of rent. These units may be occupied by friends or relatives of the owner who do not get charged rent or caretakers, tenant farmers, and others who may receive the unit as compensation.

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

***Housing with Lead-Based Paint or Varnish***

Lead poisoning in children can reduce IQ, cause learning disabilities, and impair hearing. Children who have elevated lead levels often experience reduced attention spans, are hyperactive, and can exhibit behavior problems. At higher exposures, lead can damage a child's kidneys and central nervous system, and cause anemia, coma, convulsions, and even death. Homes built before 1950 have a high likelihood of having lead-based paint or varnish on interior and exterior surfaces, as over 90 percent of the lead-based paint and varnish in homes was applied prior to 1950. Homes built between 1950 and 1978 could contain lead-based paint or varnish on interior and exterior surfaces. The use of lead-based paint and varnish in homes was banned in 1978. Homes built after 1978 have a very low likelihood of having lead-based paint or varnish on interior and exterior surfaces. About 59 percent of the homes in the Town were built before 1979, which means lead poisoning is a concern. To protect children from exposure to lead from paint, Congress passed the Residential Lead-Based Paint Hazard Reduction Act of 1992, also known as Title X. Section 1018 of this law directed HUD and the Environmental Protection

Agency (EPA) to require the disclosure of known information on lead-based paint and lead-based paint hazards before the sale or lease of most housing built before 1978.

**Housing Demand**

Household, income, and demographic characteristics of the Town have been inventoried and will be analyzed with housing supply inventory items to help determine the number and type of housing units that will best suit the needs of residents through 2035. Housing demand inventory items include:

- Affordable housing need assessment
- Affordability information
- Income
- Housing need for non-resident workers
- Homeless and transitional housing
- Age distribution
- Disabled population
- Household size
- Household projection: 2035

As with the above housing supply inventory data, Census 2000 Summary File 1 and Summary File 3 were used in the collection of the housing demand inventory data presented in this chapter. Again, Summary File 1 data were used when possible; however, in most cases only Summary File 3 data were available.

***Affordable Housing Need Assessment***

As previously stated, HUD defines housing affordability as households "paying no more than 30 percent of their income for housing." Households that pay more than 30 percent of their monthly income for housing are

Table 42

**MONTHLY GROSS RENT FOR SPECIFIED RENTER-OCCUPIED  
HOUSING UNITS IN WASHINGTON COUNTY COMMUNITIES: 2000<sup>a</sup>**

Community	Less than \$300		\$300 to \$499		\$500 to \$749		\$750 to \$999	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Cities</b>								
Hartford <sup>c</sup> .....	137	8.3	374	22.7	797	48.4	221	13.4
West Bend .....	284	7.1	715	17.8	2,251	56.1	602	15.0
<b>Villages</b>								
Germantown .....	47	3.1	90	6.0	701	46.6	508	33.8
Jackson .....	23	3.9	79	13.6	278	47.8	146	25.1
Kewaskum .....	23	5.0	79	17.1	212	45.8	116	25.0
Newburg <sup>d</sup> .....	8	6.4	25	20.0	53	42.4	29	23.2
Slinger .....	46	8.8	146	27.9	197	37.7	105	20.1
<b>Towns</b>								
Addison.....	6	3.5	14	8.1	128	74.0	11	6.3
Barton .....	0	0.0	34	49.3	15	21.7	20	29.0
Erin .....	0	0.0	0	0.0	6	28.6	5	23.8
Farmington.....	0	0.0	6	9.2	49	75.4	10	15.4
Germantown .....	0	0.0	0	0.0	3	100.0	0	0.0
Hartford.....	3	2.7	22	19.8	42	37.9	18	16.2
Jackson .....	0	0.0	38	38.3	17	17.2	27	27.3
Kewaskum .....	0	0.0	10	22.2	22	48.9	2	4.4
Polk.....	0	0.0	19	17.0	45	40.2	40	35.7
Richfield.....	3	1.6	9	4.7	53	27.9	51	26.9
Trenton .....	0	0.0	2	2.9	39	57.4	4	5.9
Wayne .....	0	0.0	5	12.2	23	56.1	6	14.6
West Bend .....	0	0.0	41	21.8	103	54.8	24	12.8
Washington County <sup>e</sup>	580	5.8	1,708	17.0	5,034	50.1	1,945	19.4

Community	\$1,000 to \$1,499		\$1,500 or More		No Cash Rent <sup>b</sup>		Total		Median Rent (dollars)
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
<b>Cities</b>									
Hartford <sup>c</sup> .....	60	3.6	0	0.0	60	3.6	1,649	100.0	567
West Bend .....	98	2.4	0	0.0	64	1.6	4,014	100.0	603
<b>Villages</b>									
Germantown .....	121	8.1	9	0.6	27	1.8	1,503	100.0	709
Jackson .....	38	6.5	0	0.0	18	3.1	582	100.0	689
Kewaskum .....	11	2.4	7	1.5	15	3.2	463	100.0	616
Newburg <sup>d</sup> .....	8	6.4	0	0.0	2	1.6	125	100.0	598
Slinger .....	9	1.7	0	0.0	20	3.8	523	100.0	577
<b>Towns</b>									
Addison.....	0	0.0	0	0.0	14	8.1	173	100.0	554
Barton .....	0	0.0	0	0.0	0	0.0	69	100.0	513
Erin .....	6	28.6	0	0.0	4	19.0	21	100.0	850
Farmington.....	0	0.0	0	0.0	0	0.0	65	100.0	664
Germantown .....	0	0.0	0	0.0	0	0.0	3	100.0	588
Hartford.....	6	5.4	0	0.0	20	18.0	111	100.0	614
Jackson .....	0	0.0	0	0.0	17	17.2	99	100.0	571
Kewaskum .....	3	6.7	0	0.0	8	17.8	45	100.0	629
Polk.....	0	0.0	0	0.0	8	7.1	112	100.0	632
Richfield.....	28	14.7	0	0.0	46	24.2	190	100.0	765
Trenton .....	0	0.0	0	0.0	23	33.8	68	100.0	622
Wayne .....	0	0.0	0	0.0	7	17.1	41	100.0	618
West Bend .....	12	6.4	0	0.0	8	4.2	188	100.0	589
Washington County <sup>e</sup>	400	4.0	16	0.1	361	3.6	10,044	100.0	615

<sup>a</sup>Contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels are included in the calculations for monthly gross rent. Totals are based on a sample of one in six respondents to the 2000 Census.

<sup>b</sup>Includes rental units that are occupied without payment of rent. These units may be occupied by friends or relatives of the owner who do not get charged rent or caretakers, tenant farmers, and others who may receive the unit as compensation.

<sup>c</sup>Includes entire City of Hartford.

<sup>d</sup>Includes entire Village of Newburg.

<sup>e</sup>Includes all of Washington County and the entire City of Hartford and Village of Newburg.

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

Table 43

**HOUSING UNITS BY NUMBER OF BEDROOMS IN THE TOWN OF FARMINGTON: 2000<sup>a, b</sup>**

Tenure	1 or no bedroom		2 bedrooms		3 bedrooms	
	Number	Percent	Number	Percent	Number	Percent
Owner-occupied.....	14	1.4 <sup>c</sup>	86	8.4 <sup>c</sup>	646	63.4 <sup>c</sup>
Renter-occupied.....	0	0.0 <sup>c</sup>	19	19.4 <sup>c</sup>	51	52.0 <sup>c</sup>
Total	14	1.3 <sup>d</sup>	105	9.4 <sup>d</sup>	697	62.4 <sup>d</sup>

Tenure	4 bedrooms		5 or more bedrooms		Total	
	Number	Percent	Number	Percent	Number	Percent
Owner-occupied.....	225	22.1 <sup>c</sup>	48	4.7 <sup>c</sup>	1,019	100.0
Renter-occupied.....	28	28.6 <sup>c</sup>	0	0.0 <sup>c</sup>	98	100.0
Total	253	22.6 <sup>d</sup>	48	4.3 <sup>d</sup>	1,117	100.0

<sup>a</sup>Totals are based on a sample of one in six responses to the 2000 Census.

<sup>b</sup>Totals include occupied housing units only.

<sup>c</sup>Percent of owner- or renter-occupied.

<sup>d</sup>Percent of total units.

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

Table 44

**HOUSING UNITS BY STRUCTURE TYPE IN THE TOWN OF FARMINGTON: 1970 THROUGH 2006**

Year	Single-Family		Two-Family		Multi-Family		Mobile Homes and Other <sup>a</sup>		Total <sup>b</sup>	
	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
1970	419	90.3	-- <sup>c</sup>	-- <sup>c</sup>	38	8.2	7	1.5	464	100.0
1980	648	92.0	40	5.7	7	1.0	9	1.3	704	100.0
1990	798	93.0	26	3.0	8	1.0	26	3.0	858	100.0
2000 <sup>d</sup>	1,145	96.8	16	1.4	11	0.9	11	0.9	1,183	100.0
2006 <sup>e</sup>	1,358	97.3	16	1.1	11	0.8	11	0.8	1,396	100.0

<sup>a</sup>Includes mobile homes and living quarters that do not fit into the other categories, such as boats, railroad cars, campers, and vans. All housing units listed are mobile homes.

<sup>b</sup>Totals are based on all housing units, including occupied and vacant units.

<sup>c</sup>Two-family and multi-family structure totals are combined in the 1970 Census.

<sup>d</sup>2000 data are from the U.S. Census.

<sup>e</sup>2006 data includes 2000 Census data plus the number of building permits issued for each type of housing unit from 2000 through 2006. Building permit data were provided by the Wisconsin Department of Administration.

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

considered to have a high housing cost burden. The measure is based on gross pre-tax income. Another measure of affordability is implicit in the long-standing mortgage lending practice of limiting borrower's monthly housing costs to 28 or 29 percent of their gross monthly income as a condition of loan approval. Thus, 28 to 30 percent can be considered a cutoff beyond which housing is not affordable. Data show that most households opt for less than that percentage, while others, particularly those with low incomes, are generally unable to find housing that costs less than 30 percent of their monthly income.

### *Town Housing Affordability Information*

The following information is based on the HUD recommended affordability standard of paying no more than 30 percent of gross monthly income for housing costs.

- **About 17 percent of households in the Town spent over 30 percent of their monthly income on housing costs in 2000**

- About 92 households were extremely low income (below 30 percent of the Town median annual household income of \$61,677) or very low income (between 30 and 50 percent of the Town median annual household income of \$61,677) households in 2000
- An extremely low income household (earning 30 percent of the 2000 Town median annual household income of \$61,677) could afford monthly housing costs of no more than \$463 in 2000, based on HUD recommended affordability standards

- ***The fair market rent<sup>6</sup> in Washington County for a one bedroom apartment was \$591 in 2006***

- ***The fair market rent in Washington County for a two bedroom apartment was \$706 in 2006***

- ***The median sale price of a home in the Town of Farmington was \$245,000 in 2006***

- The minimum annual household income needed<sup>7</sup> to afford a median priced home in the Town of Farmington was \$86,928 (or \$7,244 a month) in 2006
- The minimum annual household income needed to afford a \$150,000 home in the Town was \$55,455 (or \$4,664 a month) in 2006
- The minimum annual household income needed to afford a \$250,000 home in the Town was \$88,582 (or \$7,382 a month) in 2006

- ***Housing wage information***

- A full-time worker (40 hours per week) must earn \$13.58 per hour to afford a two-bedroom rental unit at the County fair market rent of \$706 in 2006
- A full-time worker (40 hours per week) must earn \$11.37 per hour to afford a one-bedroom rental unit at the County fair market rent of \$591 in 2006

**Table 45**

**YEAR BUILT FOR HOUSING UNITS  
IN THE TOWN OF FARMINGTON: 2000**

Year Built	Housing Units	
	Number <sup>a</sup>	Percent
1995 to March 2000 .....	190	16.0
1990 through 1994 .....	207	17.5
1980 through 1989 .....	90	7.6
1970 through 1979 .....	220	18.6
1960 through 1969 .....	96	8.1
1940 through 1959 .....	116	9.8
Before 1940 .....	265	22.4
Total	1,184	100.0
Median Year Built	1975	--

<sup>a</sup>Totals are based on a sample of one in six respondents to the 2000 Census, and include all housing units, including occupied and vacant housing units.

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

<sup>6</sup>Fair market rents (FMR) are established and used by HUD as the payment standard to calculate subsidies under the Section 8 Rental Voucher Program. HUD annually estimates the FMR for Washington County. The objective is to ensure a sufficient supply of rental housing for program participants in the County. To accomplish this objective, the FMR must be high enough to permit a selection of units and neighborhoods in the County, but low enough to serve as many low-income families as possible. The FMR definition used by HUD for the County is the 40<sup>th</sup> percentile rent, or the dollar amount below which 40 percent of standard-quality rental units in the County are rented.

<sup>7</sup>The minimum income needed to afford a median priced home in the Town of Farmington (\$245,000) assumes a monthly housing cost that is 28 percent of the household's gross monthly income, a down payment of 5 percent of the cost of the home, a 6.5 percent interest rate on a 30 year mortgage, a property tax rate of \$13.38 per \$1,000 of assessed value (Town of Farmington's net tax rate in 2006), a property insurance cost of \$33 a month, a private mortgage insurance (PMI) cost of \$124 a month (using a loan to value ratio of 0.78), and \$100 per month for utilities.

Table 46

## HOUSING CONDITIONS IN THE TOWN OF FARMINGTON: 2006

Condition	Housing Type								Total	
	Single-Family		Two-Family		Multi-Family		Other			
	Number	Percent <sup>a,b</sup>	Number	Percent <sup>a,b</sup>	Number	Percent <sup>a,b</sup>	Number	Percent <sup>a,b</sup>	Number	Percent <sup>a,b</sup>
Unsound .....	2	0.2	0	0.0	0	0.0	0	0.0	2	0.2
Poor/Very Poor .....	11	0.8	0	0.1	0	0.0	0	0.0	11	0.8
Average .....	1,054	80.3	7	0.5	2	0.2	17	1.3	1,080	82.3
Fair.....	28	2.1	1	0.1	0	0.0	0	0.0	29	2.2
Good .....	150	11.4	2	0.2	1	0.1	1	0.2	154	11.7
Very Good/Excellent .....	36	2.7	0	0.0	0	0.0	0	0.0	36	2.7
Total	1,281	97.6	10	0.8	3	0.2	18	1.2	1,312	100.0

<sup>a</sup>Percent of total housing units.

<sup>b</sup>Totals may not match the sum of each column due to rounding.

Source: Grotz Appraisals (Town Assessor) and SEWRPC.

- A full-time worker (40 hours per week) must earn \$41.79 per hour to afford a median priced home (\$245,000) in the Town in 2006
- A full-time worker (40 hours per week) must earn \$27.36 per hour to afford a \$150,000 home
- A full-time worker (40 hours per week) must earn \$43.76 per hour to afford a \$250,000 home

#### 2000 CHAS Data

CHAS data are a special tabulation of 2000 Census data, which HUD provides to local governments to be used for housing planning purposes as part of its Comprehensive Housing Affordability Strategy (CHAS). The CHAS is required to receive various HUD funded housing assistance programs and grants and is used by HUD in the allocation of formulas for distributing funds to local governments. The data is comprised of a variety of housing need variables categorized by HUD-defined income limits and household types. Table 47 sets forth the number of households with housing problems in the Town by income level and household type, as determined by the Census using HUD criteria.

Income levels include extremely low income households (30 percent or less of median family income), very low income households (30.1 to 50 percent of median family income), low income households (50.1 to 80 percent of median family income), moderate income households (80.1 to 95 percent of median family income), and other households (above 95 percent of median family income). Income levels are based on the HUD-adjusted area median family income<sup>8</sup> (HAMFI). This is an estimate of median family incomes prepared by HUD for each metropolitan area and counties located outside a metropolitan area (Washington County is located within the Milwaukee-Waukesha-West Allis Metropolitan Area). HUD prepares an annual estimate of the median family income for a family of four. The four-person family income is then adjusted by household size as follows: 70 percent of base for a one-person household, 80 percent of base for a two-person household, 90 percent of base for a three-person household, 108 percent of base for a five-person household, etc. The HUD estimated family incomes for the Milwaukee-Waukesha-West Allis Metropolitan Area by family size are presented in the second column of Table 48. The third column of the table lists the income cut-off levels used to determine eligibility for HUD programs.

The following household types are included in the CHAS data: elderly family households (two people, one of whom is age 62 or older), small family households (two persons, neither of whom is age 62 or older, or three or

<sup>8</sup>In compiling statistics on family income, the incomes of all members 15 years of age and older related to the householder are summed and treated as a single amount. Annual family income is generally greater than annual household income because many households consist of only one person.

Table 47

**HOUSEHOLDS WITH HOUSING PROBLEMS IN THE TOWN OF FARMINGTON: 2000<sup>a</sup>**

Income Level <sup>b</sup>	Owner-Occupied Households											Percent With Problems <sup>c</sup>
	Elderly Family Households		Small Family Households		Large Family Households		Elderly Non-Family Households		Other Non-Family Households		Owner-Occupied Households With Problems	
	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category		
Extremely Low (Below 30 percent) ...	--	--	10	10	4	4	15	19	4	4	33	3.0
Very Low (30.1 to 50 percent) .....	4	8	--	4	4	8	4	19	--	--	12	1.1
Low (50.1 to 80 percent) .....	--	20	15	35	20	35	--	--	4	19	39	3.5
Moderate (80.1 to 95 percent) .....	--	20	10	30	15	19	--	--	--	--	25	2.3
Other (above 95 percent) .....	4	54	60	545	15	90	--	10	10	65	89	8.0
Total	8	102	95	624	58	156	19	48	18	88	198	17.8

Income Level <sup>b</sup>	Renter-Occupied Households											Percent With Problems <sup>c</sup>
	Elderly Family Households		Small Family Households		Large Family Households		Elderly Non-Family Households		Other Non-Family Households		Renter-Occupied Households With Problems	
	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category		
Extremely Low (Below 30 percent)...	--	--	--	--	--	4	--	--	4	4	4	0.4
Very Low (30.1 to 50 percent).....	--	--	--	4	--	--	4	4	--	--	4	0.4
Low (50.1 to 80 percent).....	--	4	--	4	--	--	--	--	--	4	--	--
Moderate (80.1 to 95 percent).....	--	--	--	10	--	--	--	--	--	--	--	--
Other (above 95 percent).....	--	--	--	45	--	--	--	--	--	10	--	--
Total	--	4	--	63	--	4	4	4	4	18	8	0.7

<sup>a</sup>Housing problems include households with a housing cost burden of over 30 percent or housing units without complete plumbing, kitchen facilities, or more than 1.01 occupants per room.

<sup>b</sup>Income level categories are based on a percentage range of the 1999 median family income.

<sup>c</sup>Percent of all households (1,116).

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

four persons), large family households (five or more persons), elderly non-family households (one or two person non-family households with either person age 62 or older), and other non-family households. Housing problems include households with a cost burden of over 30 percent or housing units that lack complete plumbing, lack complete kitchen facilities, or have 1.01 or more occupants per room.

Overall, about 19 percent of households in the Town, or 206 households, experienced a housing problem in 2000. About 18 percent of owner-occupied households, or 198 households, experienced a housing problem and about 1 percent of renter-occupied households, or eight households, experienced a housing problem.

Table 49 sets forth the number of households with a high housing cost burden for owner-occupied and renter-occupied households in the Town by income level in 2000. Overall, about 17 percent of households, or 186 households, experienced a high cost burden for housing. About 16 percent of owner-occupied households, or 178 households, experienced a high housing cost burden and about 1 percent of renter-occupied households, or eight households, experienced a high housing cost burden.

The median percentage of monthly income spent on housing costs by owner-occupied households with a mortgage in the Town was about 21 percent. The median percentage spent by owner-occupied households without a mortgage was about 10 percent and the percentage spent by renter-occupied households was about 16 percent. This shows that most households opt to pay substantially less than the 30 percent affordability standard defined by HUD.

Table 50<sup>9</sup> sets forth the number of households with more than 1.01 occupants per room in the Town in 2000. The number of occupants per room is obtained by dividing the number of people in each occupied housing unit by the number of rooms in the unit. Rooms considered in the calculation include: living room, dining room, kitchen, bedrooms, finished recreation rooms, and enclosed porches suitable for year-round use. Although the U.S. Census Bureau has no official definition of crowded units, many consider units with more than one occupant per room to be crowded. There were 11 owner-occupied housing units in the Town in 2000 that reported more than one person per room to the Census. No renter-occupied units were reported as overcrowded.

The number of households without complete plumbing or kitchen facilities were obtained from answers to the 2000 Census long-form questionnaire, which was asked on a sample basis at both occupied and vacant housing units. Complete plumbing facilities include: (1) hot and cold piped water, (2) a flush toilet, and (3) a bathtub or shower. All three facilities must be located inside the house, apartment, or mobile home, but not necessarily in the same room. Housing units are classified as lacking complete plumbing facilities when any of the three facilities is not present. A unit has complete kitchen facilities when it has all of the following: (1) a sink with piped water; (2) a range or cook top and oven; and (3) a refrigerator. All kitchen facilities must be located in the house, apartment, or mobile home, but they need not be in the same room. A housing unit having only a microwave oven or portable heating equipment, such as a hot plate or camping stove, is not considered as having complete kitchen facilities. An ice box is not considered to be a refrigerator. There were 11 housing units lacking complete plumbing facilities and five housing units lacking complete kitchen facilities in the Town in 2000.

### ***Income***

Income should be considered when developing policies intended to help provide housing units within a cost range affordable to all income groups. The median household income in the Town in 1999 was \$61,677. This is comparable to an income of about \$71,540 in 2006 based on the Consumer Price Index. A household earning the estimated 2006 median household income of \$71,540 per year could afford a home of \$199,000, based on the household paying 30 percent of its income on housing.

### ***Homeless and Transitional Housing***

Washington County has two shelters operated jointly by the Salvation Army, St. Vincent de Paul, and the American Red Cross Housing Support Services. These shelters, located in the Cities of Hartford and West Bend, are not staffed 24 hours a day and accommodations are limited to one household or one individual at a time. For those who cannot be accommodated, the shelters will refer a household to a shelter in a surrounding county (about 10 households per year are referred to a surrounding county), or provide motel vouchers, if funding is available. Table 51 sets forth figures for Washington County homeless and transitional housing in 2006.

The Wisconsin Division of Housing requires point-in-time counts for one night when the homeless in the county are counted. Point-in-time counts were done in January and September in 2006. The January point-in-time count totaled 15 people (from 10 households) that were provided shelter (West Bend, Hartford, or motel voucher) in the County. Three families and one individual could not be served on that day due to lack of resources (space or funds) or those seeking shelter refused resources offered to them. Two other individuals were refused and spent the time

**Table 48**

**HUD ESTIMATED MEDIAN FAMILY INCOME BY FAMILY SIZE FOR THE MILWAUKEE-WAUKESHA-WEST ALLIS METROPOLITAN STATISTICAL AREA (MSA): 2006**

Family Size	Median Income	80 Percent of Median Income
One Person.....	\$47,063	\$37,650
Two Person.....	\$53,750	\$43,000
Three Person .....	\$60,500	\$48,400
Four Person .....	\$67,188	\$53,750
Five Person.....	\$72,562	\$58,050
Six Person .....	\$77,938	\$62,350
Seven Person .....	\$83,313	\$66,650
Eight Person .....	\$88,686	\$70,950

Source: U.S. Department of Housing and Urban Development (HUD) and SEWRPC.

<sup>9</sup>Table 50 is based on Summary File 3 Census 2000 data (a sample of one in six respondents).



Table 49

HOUSEHOLDS WITH A HOUSING COST BURDEN IN THE TOWN OF FARMINGTON: 2000<sup>a</sup>

Income Level <sup>b</sup>	Owner-Occupied Households				Renter-Occupied Households			
	Cost Burden of 30.1 to 50 Percent		Cost Burden of Over 50 Percent		Cost Burden of 30.1 to 50 Percent		Cost Burden of Over 50 Percent	
	Number	Percent <sup>c</sup>	Number	Percent <sup>c</sup>	Number	Percent <sup>c</sup>	Number	Percent <sup>c</sup>
Extremely Low (Below 30 percent).....	15	1.3	20	1.8	--	--	4	0.4
Very Low (30.1 to 50 percent).....	10	0.9	4	0.4	--	--	4	0.4
Low (50.1 to 80 percent).....	20	1.8	15	1.3	--	--	--	--
Moderate (80.1 to 95 percent).....	15	1.3	4	0.4	--	--	--	--
Other (above 95 percent).....	75	6.7	--	--	--	--	--	--
Total	135	12.2	43	3.9	--	--	8	0.7

Income Level <sup>b</sup>	Total-Occupied Households						
	Cost Burden of 30.1 to 50 Percent		Cost Burden of Over 50 Percent		Total Households With a Housing Cost Burden	Total Households	Percent of Households With a Housing Cost Burden <sup>c</sup>
	Number	Percent <sup>c</sup>	Number	Percent <sup>c</sup>			
Extremely Low (Below 30 percent).....	15	1.3	24	2.2	39	45	3.5
Very Low (30.1 to 50 percent).....	10	0.9	8	0.7	18	47	1.6
Low (50.1 to 80 percent).....	20	1.8	15	1.3	35	121	3.2
Moderate (80.1 to 95 percent).....	15	1.3	4	0.4	19	79	1.7
Other (above 95 percent).....	75	6.7	--	--	75	819	6.8
Total	135	12.2	51	4.6	186	1,111	16.7

<sup>a</sup>Spending over 30 percent of monthly household income on housing is considered to be a high housing cost burden.

<sup>b</sup>Income level categories are based on a percentage range of the 1999 median family income.

<sup>c</sup>Percent of total households (1,116).

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

Table 50

HOUSING OCCUPANCY BY NUMBER OF OCCUPANTS PER ROOM IN THE TOWN OF FARMINGTON: 2000<sup>a, b</sup>

Tenure	0.50 or less occupants per room		0.51 to 1.00 occupants per room		1.01 to 1.50 occupants per room		1.51 or more occupants per room		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Owner-occupied Units .....	672	65.9	336	33.0	11	1.1	0	0.0	1,019	100.0
Renter-occupied Units .....	64	65.3	34	34.7	0	0.0	0	0.0	98	100.0

<sup>a</sup>Totals are based on a sample of one in six responses to the 2000 Census.

<sup>b</sup>A housing unit is considered overcrowded if there is more than one occupant per room. Rooms considered in the calculation include: living room, dining room, kitchen, bedrooms, finished recreation rooms, and enclosed porches suitable for year-round use.

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

unsheltered. The September point-in-time count totaled 28 people (from 22 households) that were provided shelter (West Bend, Hartford, or motel voucher) in the County. Two families and six individuals could not be served on that day due to lack of resources (space or funds) or those seeking shelter refused resources offered to them.

### Age Distribution

Age distribution has important implications for planning and the formation of housing policies. The age distribution and gender composition of the population of the County and the Town in 2000 is set forth in Table 4 in Chapter III.

When forming housing policy it is important to consider not only the current age composition, but what the age composition may be in the plan design year of 2035. The population age 65 years and older is projected to increase throughout the planning period. By 2030, all of the baby-boom generation will be over age 65. In 2035, persons 65 years of age and older are expected to comprise about 24 percent of the County population, compared

to about 11 percent in 2000; or an increase from 13,212 persons in 2000 to 38,325 persons in 2035. There will likely be a demand for a higher percentage of specialized-housing units for the elderly if the elderly population increases as projected over the next three decades. Table 56 in Chapter IX lists the facilities in Washington County for persons of advanced age (60-plus years of age) licensed by the Wisconsin Department of Health and Family Services as of February 2006.

### ***Persons with Disabilities***

Persons with disabilities are another segment of the Town population that may have special housing needs. The number of residents with disabilities by age group in 2000 is set forth in Table 52. The 65 and over age group had the highest percentage of people reporting a disability, at about 34 percent, or 93 people. About 11 percent of people ages 21 to 64, or 218 people, reported having a disability and about 7 percent of people ages five to 20, or 56 people, reported having a disability. Although the aging population has the highest percentage of people reporting a disability, the largest number of people reporting a disability was in the 21 to 64 age group. Housing with varying levels of care or programs that provide in-home care services in addition to those which cater to needs of senior citizens may be needed in the Town as a result.

Table 53 sets forth the type of disabilities reported in 2000 for Town residents. One person may report having multiple types of disabilities.

Several types of disabilities are included in the data:

- Sensory – Blindness, deafness, or a severe sight or hearing impediment
- Physical – A condition that substantially limits one or more basic physical activities such as walking, climbing stairs, reaching, lifting, or carrying
- Mental disability – A condition lasting at least six months that makes learning, remembering, or concentrating difficult
- Self-care disability – A condition lasting at least six months that makes dressing, bathing, or getting around inside the home difficult
- Going outside the home disability – A condition lasting at least six months that makes going outside the home alone difficult (applies only to those residents at least 16 years of age and under 65 years of age)
- Employment disability – A condition lasting at least six months that makes working at a job or business difficult (applies only to those residents at least 16 years of age)

**Table 51**

### **HOMELESS AND TRANSITIONAL HOUSING IN WASHINGTON COUNTY: 2006**

Shelter	Number of Households	Number of Nights	Average Length of Stay (Days)	Demographics
West Bend .....	10	321	30	2 Single parent families 1 Adult couple 4 Single males 3 Single females
Hartford <sup>a</sup> .....	6	81	14	1 Adult couple 1 Single male 4 Single females
Motel .....	5	48	10	4 Single males 1 Single female
Total	21	--	18	2 Single parent families 2 Adult couples 9 Single males 8 Single females

<sup>a</sup>Shelter opened June 1, 2006.

Source: American Red Cross of Wisconsin and SEWRPC.

**Table 52**

### **PERSONS AGE FIVE AND OVER WITH DISABILITIES IN THE TOWN OF FARMINGTON: 2000<sup>a</sup>**

Age Group	Persons With a Disability	Percent of Age Group	Total Population in Age Group
5 to 20 .....	56	7.0	804
21 to 64 .....	218	11.1	1,972
65 and over .....	93	33.8	275
Total	367	12.0	3,051

<sup>a</sup>Disability types include sensory, physical, mental, self-care, and employment. A single respondent may have multiple types of disabilities. The data is based on a sample of one in six residents of the civilian non-institutionalized population.

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

Table 53

**REPORTED DISABILITIES BY TYPE IN THE TOWN OF FARMINGTON: 2000<sup>a</sup>**

Age Group	Type of Disability						Total
	Sensory	Physical	Mental	Self-care	Go-outside-home	Employment	
5 to 15 .....	0	0	27	0	- <sup>b</sup>	- <sup>b</sup>	27
16 to 64.....	28	91	40	24	73	146	402
65 and over.....	33	54	14	16	54	- <sup>b</sup>	171
Total	61	145	81	40	127	146	600

<sup>a</sup>A single respondent may have multiple types of disabilities. The data is based on a sample of one in six residents of the civilian non-institutionalized population.

<sup>b</sup>The Bureau of the Census did not collect data for this disability type for persons in this age category.

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

The range of disabilities reported may influence the type of housing required to provide for the needs of people with disabilities. Table 57 in Chapter IX lists the facilities in Washington County for the mentally and physically disabled licensed by the Wisconsin Department of Health and Family Services as of February 2006.

### ***Household Size***

While it is important to provide housing options that are affordable for households of all income levels, it is also important to provide housing options that meet space requirements for households of various sizes. Table 9 in Chapter III lists the number of households in each size category, ranging from one-person households to households containing seven or more members, in each local government and the County in 2000. The average household size for the Town was 2.9 persons. The average household size in the Town is expected to decrease to 2.69 in 2035, a trend that has been experienced throughout the United States since the 1950's. An implication of this decrease may be housing policies that allow for a higher percentage of smaller homes.

### ***Household Projections: 2035***

The number of additional housing units needed in the 2035 plan design year is projected by first selecting a population projection. The Town selected a 2035 population projection of 4,500 persons (see Chapter III). The number of residents expected to reside in "group quarters," where applicable, (none in the Town) is then subtracted from the projected total population, and the result is divided by the projected household size (2.69 persons per household in 2035). This number is then multiplied by the HUD desired vacancy rate of 3 percent to determine the total number of housing units needed in the Town in 2035. The resulting number of housing units is about 1,723.

The number of additional housing units needed between 2000 and 2035 to provide an adequate supply is determined by subtracting the number of housing units (1,183 units) in 2000 from the projected number of housing units (1,723 units) needed in 2035. The resulting projected demand is about 540 additional housing units in the Town by 2035. As of the end of 2007, there were an estimated 1,412 housing units in the Town, which would result in a need for an additional 311 housing units between 2008 and 2035.

## **PART 2: COMMUNITY POLICIES AND REGULATIONS AFFECTING THE PROVISION OF HOUSING**

Housing structure types, home sizes, and lot sizes are controlled by Town zoning regulations. This section summarizes Town zoning regulations affecting housing.

### ***Zoning Districts***

The zoning authority of the Town represents an important influence on housing development patterns. Zoning regulations can substantially determine the location, size, and type of housing. A summary is presented in Table 54. A summary of all zoning districts is included in Chapter II.

**Table 54**

**MINIMUM LOT SIZE AND FLOOR AREA REQUIREMENTS IN  
RESIDENTIAL ZONING DISTRICTS IN THE TOWN OF FARMINGTON ZONING ORDINANCE: 2007**

Residential Zoning District	Minimum Lot Size	Minimum Floor Area (square feet)
RD Residential District	40,000 square feet for parcels created prior to ordinance adoption; 1.5 acres after adoption	1,200 minimum for one-story; 1,400 minimum for two-story, 800 first floor
CE Country Estate Residential District	Three acres	1,200 minimum for one-story; 1,400 minimum for two-story, 800 first floor; 1,400 minimum for bi-level; 1,400 minimum for tri-level with 1,200 minimum living area on two levels and balance on third level

Note: This table is a summary and should not be used as a guide to answer zoning-related questions. Refer to the Town zoning ordinance and map for specific zoning information.

Source: Town of Farmington zoning ordinance and SEWRPC.

The Town of Farmington zoning ordinance includes only single-family residential zoning districts. Residential zoning districts include the RD-Residential District, which requires a minimum lot size of 40,000 square feet for lots created before an updated zoning ordinance was adopted in 2005 and 1.5-acre lots after that date; and a minimum lot size of three acres in the CE-Country Estates zoning district.

The AG Agricultural zoning district allows one single-family home per parcel as a principal use. Additional single-family dwellings and two-family dwellings may be permitted as a conditional use for a parent or child of the farm operator.

### **Minimum Floor Area Requirements**

In addition to minimum lot size requirements, the Town zoning ordinance includes minimum floor area requirements that affect the size of housing units. These requirements are important because the cost of housing units typically increases for larger homes. Minimum floor area requirements for single-family detached dwellings in the Town range from 1,200 square feet for one-story dwellings to 1,400 square feet for multi-story dwellings.

### **Flexible Zoning Regulations**

Regulations which allow for more flexibility than the traditional residential zoning regulations for residential development may help the Town provide additional affordable housing. Flexible zoning regulations in the Town zoning ordinance include the following:

- The Town of Farmington zoning ordinance includes a Planned Unit Development (PUD) overlay district. The PUD regulations provide some flexibility in the layout of residential developments.
- Accessory apartments, sometimes referred to as “mother-in-law” units, are secondary dwellings established in conjunction with and clearly subordinate to a primary dwelling. The Town of Farmington allows accessory apartments as part of a single-family residence, provided they are occupied by a person related to the owner. Accessory apartments may be permitted as a conditional use in the Town’s RD Residential District, CE Country Estate Residential District, and AG Agricultural District.

Conservation subdivisions reduce the minimum lot size that would be required for each home in a conventional subdivision and locate homes on a portion of a development parcel in order to preserve the remainder of the parcel in open space. The Town zoning ordinance does not include regulations for conservation subdivisions.

## **PART 3: HOUSING GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

### **Goals:**

- The Town of Farmington has designed their zoning ordinance and their land use plan map to allow for a range of housing types to serve the varied and special needs of area residents.
- Maintain the rural character of the Town as much as possible.
- Strive to accommodate new residential development at appropriate densities.
- Support fair housing practices.
- Encourage builders and property owners to build and maintain safe and decent housing for all Town residents.

### **Objectives (Actions):**

- Parcels within the growth area boundaries where 1.5-acre parcels are allowed may accommodate affordable housing.
- To focus limited urban residential development in and around existing hamlets, and other areas designated on the land use plan map (Map 14 in Chapter VI).
- To encourage builders to provide well-constructed and maintained housing with adequate services.
- To encourage builders to provide suitable housing for persons with disabilities and the elderly.
- Allocate sufficient area for residential development on the Town land use plan map to accommodate anticipated population growth by 2035.
- Consider proposals by government agencies and developers to implement creative ideas for providing low- and moderate-income housing in the Town while maintaining appropriate rural densities.
- Continue to enforce the Town Uniform Dwelling Code to ensure adequate insulation, heating, and plumbing.
- Work with the Washington County Health Department to enforce State public health Statutes and County ordinances concerning dilapidated, unsafe, or unsanitary housing that poses a human health hazard.
- Continue to cooperate with Washington County to ensure the County has reviewed proposed land divisions for compliance with the County Land Division and Sanitary Ordinances relating to land suitability, wastewater treatment and disposal, and other applicable requirements.

### **Policies:**

- Designate areas on the Town land use plan map to support the private sector in the maintenance, redevelopment, and/or construction of housing to serve the needs of persons of all income levels, ages, and persons with disabilities.
- Support preventive maintenance of existing housing units and early rehabilitation of deteriorating housing units.
- Allow residential development only on soils that are well suited to such development when served by private onsite waste treatment systems (POWTS) and private wells in order to avoid the creation of water pollution and public health problems.
- Discourage housing discrimination based on protected classes and unlawful acts set forth in Federal and State laws.

- Support efforts by private developers and other housing providers to use construction design concepts such as Universal Design<sup>10</sup> and Visitability. Visitability is a movement to change home construction practices so that all new homes offer a few specific features that make the home easier for people with mobility impairment to live in or visit.

**Program:**

- Work with existing housing agencies to identify programs and potential funding sources to assist homeowners with making needed repairs, including improvements to meet State and Federal lead-safe standards.

## SUMMARY

The first two parts of this chapter provide inventory information on existing housing stock and housing demand information, and information on community policies and ordinances that affect the type of housing permitted in the Town of Farmington. The planning recommendations set forth in Part 3 of this chapter are directly related to the inventory information. Inventory findings include:

- There were 1,183 total housing units in the Town in 2000. About 87 percent, or 1,028 were owner-occupied and about 7 percent, or 88, were renter-occupied. About 6 percent of the total housing units, or 67 units, were vacant.
- The median value for owner-occupied housing units in the Town in 2000 was \$164,000.
- In 2006, the median sale price for a housing unit in Washington County was \$202,000; this is an increase of nearly 37 percent from the median sale price in 2000.
- In 2000, the median monthly housing cost for homeowners with a mortgage in the Town was \$1,227. The median monthly housing cost for homeowners without a mortgage was \$339. The median monthly cost for rental housing was \$664.
- In 2000, about 97 percent of housing units in the Town were in single-family structures and about 1 percent were in two-family structures. About 1 percent of units were in multi-family structures and about 1 percent were mobile homes or other types of residential structures.
- The number of residential units in the Town increased from 1,183 to 1,396, or by about 18 percent, between 2000 and 2006. Although there was an increase in the total number of housing units between 2000 and 2006, the percentage of units in single-family, two-family, multi-family, and other residential structures remained similar.
- The median year homes were built was 1975 for the Town and 1976 in Washington County.
- About 99 percent of housing units in the Town had a condition score of excellent/very good, good, average, or fair in 2006. Eleven homes were determined to be in poor/very poor condition and two homes were determined to be in an “unsound” condition. This indicates that the existing housing stock in the Town is in good condition and does not need to be included as a factor in the housing unit demand projection for 2035.
- About 311 housing units should be added to the existing housing stock in the Town to meet the projected housing demand by the plan design year of 2035.

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<sup>10</sup>Accessibility for persons with disabilities can be increased by providing homes with wider doors and hallways, level surfaces, bathrooms on the first floor, and other features, often referred to as “Universal Design.”

- The Town of Farmington zoning ordinance includes only single-family residential zoning districts. Residential zoning districts include the RD-Residential District, which requires a minimum lot size of 40,000 square feet for lots created before an updated zoning ordinance was adopted in 2005 and 1.5-acre lots after that date; and a minimum lot size of three acres in the CE-Country Estates zoning district. The AG Agricultural zoning district allows one single-family home per parcel as a principal use. Additional single-family dwellings and two-family dwellings may be permitted as a conditional use for a parent or child of the farm operator.
- The Town of Farmington zoning ordinance includes minimum floor area requirements that affect the size of housing units. Minimum floor area requirements for single-family detached dwellings in the Town range from 1,200 square feet for one-story dwellings to 1,400 square feet for multi-story dwellings.
- The Town of Farmington zoning ordinance includes a Planned Unit Development (PUD) overlay district. The PUD regulations provide some flexibility in the layout of residential developments.
- The Town of Farmington allows accessory apartments as part of a single-family residence, provided they are occupied by a person related to the owner. Accessory apartments may be permitted as a conditional use in the Town's RD Residential District, CE Country Estate Residential District, and AG Agricultural District.
- Goals, objectives (actions), policies, and programs intended to provide an adequate housing supply to meet existing and projected housing demand, including a range of housing choices to meet the needs of all income levels, age groups, and persons with special needs in the Town are presented in Part 3 of this Chapter.

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## Chapter VIII

# TRANSPORTATION ELEMENT

### INTRODUCTION

The transportation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(c) of the *Statutes* requires this element to compile goals, objectives, policies, and programs to guide the future development of various modes of transportation in the Town. Under the comprehensive planning law, the transportation element should incorporate State and Regional transportation plans, and compare Town goals, objectives, policies, and programs to those of State and Regional transportation plans.

Modes of transportation addressed in this element include:

- Arterial streets and highways
- Collector and land access streets
- Public transit
- Transportation systems for persons with disabilities and the elderly
- Bicycle and pedestrian facilities
- Railroads
- Air transportation
- Trucking and water transportation

In addition, the following comprehensive planning goals related to the transportation element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.

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<sup>1</sup>Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

- Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependant citizens and persons with disabilities.

This chapter is divided into three parts; an inventory of existing transportation facilities in the Town and County; a description of the regional transportation system plan and the County jurisdictional highway system plan; and goals, objectives, policies, and programs for transportation facilities in the Town and County.

## **PART 1: TRANSPORTATION FACILITIES AND SERVICES**

This section presents inventories of the existing transportation system in Washington County and the Town of Farmington. Much of the inventory information included in this section is drawn from the regional transportation system plan. Inventory information relating to each of these elements is presented in this section. Information on rail, harbors, and airport services is also provided.

### **Streets and Highways**

The street and highway system serves several important functions, including the movement of through vehicular traffic; providing vehicular access to abutting land uses; providing for pedestrian and bicycle circulation; and serving as the location for utilities and stormwater drainage facilities. Two of these functions—traffic movement and land access—are basically incompatible. As a result, street and highway system design is based on a functional grouping or classification of streets and highways, based on the primary function served. The three functional classifications of streets and highways are: arterial streets, collector streets, and land access streets. In 2008, there were approximately 96 miles of streets and highways in the Town of Farmington,<sup>2</sup> under the Town's Wisconsin Department of Transportation (WisDOT) certified mileage. Streets and highways in the Town are shown on Map 15.

#### ***Arterial Streets***

The arterial street and highway system is intended to provide a high degree of travel mobility, serving the through movement of traffic between and through urban areas. The regional transportation system plan<sup>3</sup> identifies the location, number of lanes, and the level of government recommended to have jurisdiction over each arterial street and highway. Recommendations for the location and number of lanes of arterial streets and highways are determined in part by travel simulation models, which are used to determine the existing and potential travel demand on proposed transportation networks, based on the development pattern recommended by the regional land use plan.

In addition to their functional classification, arterial streets and highways are also classified by the unit of government that has responsibility, or jurisdiction, over the facility. WisDOT has jurisdiction over the State trunk highway (STH) system, Washington County has jurisdiction over the County trunk highway (CTH) system, and each local government has jurisdiction over local arterial streets within the local government.

There were about 28.0 miles of arterial highways in the Town in 2008. About 9.6 miles were under the jurisdiction of WisDOT, including STH 28 and 144. About 17.9 miles of arterial highways were under the jurisdiction of Washington County, including CTH XX, M, A, and H. There was 0.5 miles of arterial streets under Town jurisdiction, Newark Drive, which is located on the Farmington-Trenton town line.

The State trunk highway system, which includes Interstate Highways, U.S.-numbered highways (USH), and State trunk highways, generally carry the highest traffic volumes, provide the highest traffic speeds, have the highest

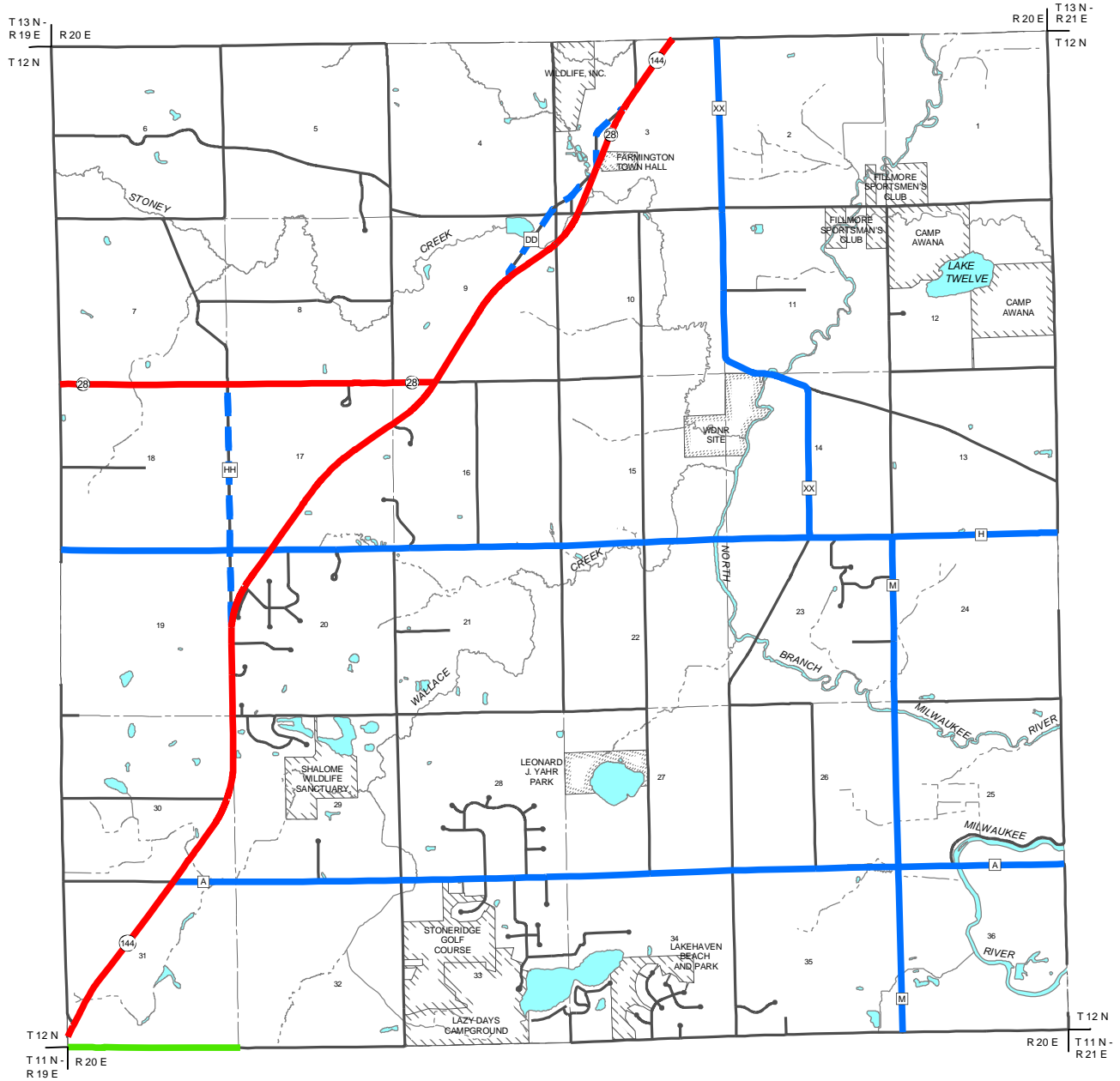
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<sup>2</sup>Total street and highway mileage does not include private streets.

<sup>3</sup>The most recent regional transportation system plan is documented in SEWRPC Planning Report No. 49, A Regional Transportation System Plan for Southeastern Wisconsin: 2035, June 2006.

# Map 15

## EXISTING STREETS AND HIGHWAYS IN THE TOWN OF FARMINGTON: 2008



- STATE ARTERIAL
- COUNTY ARTERIAL
- COUNTY HIGHWAYS NOT CLASSIFIED AS ARTERIAL HIGHWAYS
- LOCAL ARTERIAL
- COLLECTOR AND LAND ACCESS STREETS

Source: Wisconsin Department of Transportation and SEWRPC.



0 0.25 0.5 1 MILE

degree of access control, and serve land uses of statewide or regional significance. State trunk highways serve the longest trips, principally carrying traffic traveling through Washington County and between Washington County and other counties. County trunk highways form an integrated system, together with the State trunk highways, and principally serve traffic between communities in the County or in adjacent counties and land uses of countywide importance. Local arterial streets and highways would serve the shortest trips, serve locally-oriented land uses, carry the lightest traffic volumes on the arterial system, provide lower traffic speeds, have the least access control, and principally serve traffic within a local government (typically in cities and villages).

### ***Collector and Land Access Streets***

The primary function of land access streets is to provide access to abutting property. Collector streets are intended to serve primarily as connections between the arterial street system and the land access streets. In addition to collecting and distributing traffic to and from the land access streets, collector streets usually perform a secondary function of providing access to abutting property. The right-of-way width and cross-section for collector and land access streets are uniform throughout the Town as specified in the land division ordinance,<sup>4</sup> compared to arterial streets whose widths and cross-sections vary based on anticipated traffic loads. In 2008, there were about 68 miles of collector and land access streets in the Town, including about 2.7 miles of non-arterial county highways (CTH DD and HH), and 64.8 miles under Town jurisdiction.

### **County and Local Street Inventory**

WisDOT maintains a detailed database of county and local street information in the “Wisconsin Information System for Local Roads” (WISLR). Physical attributes such as right-of-way and pavement width, number of traffic lanes, type of surface and pavement rating, the presence and type of shoulders or curbs, and the presence of sidewalks are available through a database that can be accessed through the WisDOT website by registered users. Administrative information, including the functional classification and owner of street, can also be obtained. The information in the database is provided by county and local governments, and is intended to assist in reporting roadway pavement conditions. Under Section 86.302 of the *Wisconsin Statutes*, pavement ratings must be submitted to WisDOT by each county and local government every other year. The PASER method (pavement surface evaluation and rating) is the most commonly used method in Wisconsin.

### **Travel Demand Management**

The existing freeway traffic management system in Southeastern Wisconsin consists of many elements which are often referred to as intelligent transportation systems. The elements of the freeway traffic management system include: traffic detectors, ramp metering, high-occupancy vehicle bypass ramps, variable message signs, highway advisory radio, closed-circuit television, service patrols, crash investigation sites, and enhanced reference markers. Ramp metering, a crash investigation site, and a closed-circuit television camera are present on southeastern portions of the Washington County section of the freeway system. Ramp meters are installed on the southbound on-ramps to USH 41/45 at Lannon Road and at CTH Q (Washington – Waukesha County Line Road). A crash investigation site is located at the Lannon Road park-ride lot near the interchange of CTH Y and USH 41/45 in the Village of Germantown.

There is also a closed-circuit television camera at the Washington – Waukesha County line on USH 41/45, which provides real-time video for the identification and confirmation of congested areas and incident locations. Video is monitored at the WisDOT Traffic Operation Center in Milwaukee. Video is supplied to some emergency response agencies so that their dispatchers can provide personnel with incident locations and information. The WisDOT also provides some of its camera images to the media and to its website for viewing by the general public.

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<sup>4</sup>*Minimum right-of-way and pavement width requirements for new town roads are specified in Section 82.50 of the Wisconsin Statutes.*

## **Public Transportation**

Public transportation is the transportation of people by publicly operated vehicles between trip origins and destinations, and may be divided into service provided for the general public and service provided to special population groups. Examples of special group public transportation include yellow school bus service operated or contracted by area school districts, and fixed-route bus and paratransit van service provided by counties or municipalities for the elderly and disabled. Public transportation service to the general public may further be divided into the following three categories:

- Intercity or interregional public transportation, which provides service across regional boundaries, and includes Amtrak railway passenger service, interregional bus service, and commercial air travel.
- Urban public transportation commonly referred to as public transit, which is open to the general public and provides service within and between large urban areas. The fixed-route bus transit system (Washington County Commuter Express) operated by Washington County falls into this category.
- Rural and small urban community public transportation, which is open to the general public and provides service in and between small urban communities and rural areas, may also provide connections to urban areas. The nonfixed-route shared-ride taxi system currently operated by Washington County falls into this category.

Public transit is essential in any metropolitan area to meet the travel needs of persons unable to use personal automobile transportation; to provide an alternative mode of travel, particularly in heavily traveled corridors within and between urban areas and in densely developed urban communities and activity centers; to provide choice in transportation modes as an enhancement of quality of life; and to support and enhance the economy.

### ***Interregional Public Transportation***

Rail, bus, ferry, and airline carriers provide Town residents with public transportation service between the Southeastern Wisconsin Region and a number of cities and regions across the Country, as described in the following paragraphs.

#### ***Rail Service***

No intercity passenger train service is provided in Washington County, but County residents are served in nearby counties. Intercity passenger train service is provided by Amtrak over Canadian Pacific Railway lines, with stops in 2009 at the downtown Milwaukee Amtrak depot, General Mitchell International Airport, Sturtevant in Racine County, and Columbus in Columbia County. Amtrak operated six weekday trains in each direction between Milwaukee and Chicago and one weekday train in each direction between Chicago, Milwaukee, St. Paul – Minneapolis, and Seattle. Commuter rail service was provided between Kenosha and Chicago by Metra's Union Pacific North line with intermediate stops between Kenosha and downtown Chicago in northeastern Illinois' north shore suburbs. Studies are underway to develop a commuter line, referred to as the KRM, connecting downtown Milwaukee to the Metra line in Kenosha with stops in communities in Kenosha, Racine and Milwaukee counties.

#### ***Bus Service***

Scheduled intercity bus services were provided to the Region by four carriers; although none of the buses made stops in Washington County. Two of those carriers have routes through Washington County on USH 41; these include Greyhound and Lamers Bus Lines. Greyhound operates a route between Milwaukee and Green Bay with stops in Manitowoc and Oshkosh. Service provided by Greyhound in Southeastern Wisconsin is centered in Milwaukee, which the carrier uses as a regional hub at which passengers have the opportunity to transfer between buses. Daily service provided by Lamers Bus Lines included one bus trip in each direction between Milwaukee and Wausau with a stop in Appleton. The two additional intercity buses serving the Region were Badger Coaches and United Limo. Badger Coaches provides daily round trips between Madison and downtown Milwaukee, with stops in Memorial Union in Madison, Johnson Creek, Goerke's Corners, Oconomowoc, West Allis, the University of Wisconsin-Milwaukee, and General Mitchell International Airport. Weekday service provided by United Limo includes round-trips between Goerke's Corners in Waukesha County and Chicago O'Hare International Airport, with stops in downtown Milwaukee and at General Mitchell International Airport.

### *Ferry Service*

There is no Lake Michigan cross-lake ferry service directly to Washington County, but such services are available in nearby cities. In 2009, passenger and car cross-lake ferry services were available between Milwaukee and Muskegon, Michigan and between Manitowoc and Ludington, Michigan. Both ferry services operate in the months of May through October of each year.

### *Air Service*

There are no airports in Washington County providing public commercial air service. Passenger air service for County residents is provided by a number of air carriers at Milwaukee County's General Mitchell International Airport. In 2008, there were about 235 scheduled nonstop weekday flights between General Mitchell International Airport, with 90 cities served non-stop or direct, and connections available to any destination served by air.

### ***Urban Public Transportation***

#### *Park-Ride Facilities*

Park-ride facilities enable efficient travel within Southeastern Wisconsin through transfer between private vehicle and public transit, and between single occupant or solo driver private vehicles and carpools. Washington County has seven park-ride lots, including four park-ride lots served by transit and three park-ride lots not served by transit (these lots are not large enough to accommodate a bus). Park-ride lots served by the Washington County Commuter Express (WCCE) bus in 2009 include lots at the interchanges of USH 41/45 and CTH Y/Lannon Road in the Village of Germantown, USH 45 and Paradise Drive in the City of West Bend, USH 45 and Pleasant Valley Road at the Washington County Fair Park grounds, and at the former Highway View Elementary School on Pioneer Road in the Town of Polk. The three park-ride lots not served by transit are available for use by persons who meet to carpool, and are located at the intersections of CTH P and STH 60 in the Village of Jackson, and at two USH 41 interchanges located in the Town of Addison, the CTH K and STH 33 interchanges.

#### *Washington County Commuter Express Bus System*

The WCCE Bus System, which runs weekdays only (Monday through Friday), consists of two express commuter bus routes. The routes operate between three WCCE park-ride lots located along USH 45 in Washington County to Milwaukee County. The Downtown Milwaukee Express provides service between Washington County and Wisconsin Avenue in downtown Milwaukee. The Downtown Milwaukee Express completes seven trips each weekday morning, transporting persons from Washington County to downtown Milwaukee; and seven trips each weekday afternoon/evening, transporting persons from downtown Milwaukee to Washington County. The Froedtert, Mayfair, Marquette High, and Veteran Affairs Medical Center Express provides service between Washington County and the Milwaukee Regional Medical Center, Mayfair Mall, and Watertown Plank Road/STH 100. The Froedtert, Mayfair, Marquette High, and Veteran Affairs Medical Center Express completes four trips each weekday morning, transporting persons from Washington County to Milwaukee County; and five trips each weekday afternoon/evening, transporting persons from Milwaukee County to Washington County. WCCE ridership has increased annually since the transit service began in 2000. In 2000 the system had 13,701 riders. By 2008 this figure increased to 111,400 riders.

### ***Rural and Small Urban Community Public Transportation***

#### *Washington County Shared-Ride Taxi System*

The Washington County Shared-Ride Taxi System is provided by Washington County. The system is designed to serve any trip made within Washington County during its operating hours. The County shared-ride taxi system serves all areas of the County except trips where both the origin and destination are located within the City of West Bend or the City of Hartford. Each City operates its own shared-ride taxi service. Trips entirely within the Cities are served by the County taxi system only if they are outside the operating hours of the City taxi systems or are trips made by disabled persons who cannot physically use the City systems. The County system also operates to and from the Village of Menomonee Falls in Waukesha County. The County system also serves a transfer point in the Village of Newburg in coordination with the Ozaukee County shared-ride system.

The Washington County Shared-Ride Taxi System provides door-to-door service for the general public and the disabled. Service is provided on a shared-ride basis where passengers with different origins and destinations may share a vehicle for a portion of their trips. The hours of operation for the taxi service are as follows:

- Monday through Saturday, 6:00 a.m. to 10:00 p.m.
- Sunday, 9:00 a.m. to 4:00 p.m.

Service is provided on the day requested through an advance reservation system. County Shared-Ride Taxi ridership increased from 62,991 passengers in 2003 to 98,000 in 2008, or an increase of about 56 percent.

#### *City of West Bend Transport Taxi Service*

The West Bend Transport Taxi Service is operated by the City of West Bend and consists of 14 taxi vans. Service is provided within the City of West Bend as well as extended service for travel up to two miles beyond the City limits. Typical response time is 30 minutes. The hours of operation for the taxi service are as follows:

- Monday through Saturday, 6:00 a.m. to 10:00 p.m.
- Sundays and Holidays, 8:00 a.m. to 4:00 p.m.

The City of West Bend's shared-ride taxi ridership between 2003 and 2008 decreased from 131,200 passengers in 2003 to 119,400 passengers in 2008, or about a 9 percent decrease in ridership. In 2008, about 65 percent of all passengers were elderly and/or persons with disabilities.

#### *Medical Related Transportation Services*

Washington County has multiple free transportation services to assist County residents by providing transportation to and from medical facilities. They include:

- American Cancer Society Road to Recovery – Offering cancer patients free transportation to medical appointments. Operates weekdays from 8:00 a.m. to 4:30 p.m.
- American Red Cross, West Bend Chapter – Services include assistance to veterans and their families by providing transportation for ambulatory people to medical and dental appointments. Service is provided Monday through Friday. The West Bend Chapter serves West Bend, Jackson, Kewaskum, Slinger, Hartford, Barton, Farmington, Trenton, and Wayne only. Transportation is also provided for medical appointments outside Washington County.
- Life Star Medical Transport – Provides non-emergency specialized transportation.

### **Bicycle and Pedestrian Facilities**

#### ***Bikeways***

A "bikeway" is a general term that includes any road, path, or way that may legally be used for bicycle travel. Types of bikeways include "bike paths," which are physically separated from motorized vehicles; "bike 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 designated bicycle lanes, but may be legally used for bicycle travel. Generally, all streets and highways except freeways may be used by bicyclists. A "bike route" or "bike trail" is a bikeway designated with directional and information markers, and may consist of a combination of bike paths, bike lanes, and shared roadways. Bikeways are also classified as either "on-street" or "off-street" bikeways. On-street bikeways include bikeways located in a street right-of-way, which include bike lanes, shared roadways signed as bike routes, and bike paths separated from motor vehicle lanes but within the street right-of-way. "Off-street" bikeways are bike paths not located in a street right-of-way. Off-street bikeways are typically located in utility rights-of-way or along rivers or streams, or may serve as short connectors between residential areas and commercial or public facilities.

Bikeways in Washington County in 2008 totaled about 22 miles. The longest bikeway in the County is the Eisenbahn State Trail, which spans north and south for 24 miles within Fond du Lac and Washington Counties.

Twelve miles of the trail are located in the northern half of the County, beginning at Rusco Road in the City of West Bend north through the City, Town of Barton, and Town and Village of Kewaskum to the north County line. Additional on-street and off-street bikeways are located in the City of West Bend, and between the City of Hartford and Pike Lake State Park.

## **Other Transportation Facilities and Services**

### ***Rail Freight Services***

Railway freight service is provided within Washington County by two railway companies over approximately 48 miles of active mainline railway and a 15 mile spur railway line. The Canadian National (CN) Railway operates freight service over an approximately 25 mile segment of mainline railway traveling north through the western half of the County towards Duluth-Superior via Fond du Lac. The CN also provides freight service over an approximately 15 mile spur segment of railway in the central portion of the County from the southeastern corner of the County to the southern boundary of the City of West Bend. The Wisconsin & Southern Railroad (WSOR) Company provides freight service over an approximately 23 mile segment of railway in the southern portion of the County. There is no rail freight service in the Town of Farmington.

### ***Ports and Harbors***

There are no ports<sup>5</sup> or boat harbors located in the County. Water freight and transportation facilities and services are provided to the County by the Port of Milwaukee, which is located in the City of Milwaukee.

### ***Airports***

Chartered air service and air freight services are provided at two publicly-owned public-use airports in Washington County: West Bend Municipal Airport and Hartford Municipal Airport. In addition, privately-owned Hahn Sky Ranch in the Town of Wayne is available for public use, although use of the Hahn Sky Ranch is limited by unpaved runways and lack of landing lights. As described earlier in this chapter, commercial airline service is provided to residents of the County by General Mitchell International Airport, located in eastern Milwaukee County. Also, Lawrence Timmerman Field located in western Milwaukee County is capable of accommodating most types of general aviation aircraft.

There are two private-use airports in the County: Erin Aero in the Town of Erin and Willow Creek in the Village of Germantown. The airports provide turf runways and limited lighting, navigational aids, and other support facilities. Private heliports are located at St. Joseph's Community Hospital in the Town of Polk and Hartford Hospital in the City of Hartford. The Wisconsin National Guard operates a heliport at the West Bend Airport. These airports and heliports are restricted use facilities and are not open for use by the general public. There are no airports in the Town of Farmington.

## **PART 2: REGIONAL TRANSPORTATION SYSTEM PLAN AND WASHINGTON COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN**

The adopted Regional Transportation System Plan is set forth in SEWRPC Planning Report No. 49, *A Regional Transportation System Plan for Southeastern Wisconsin: 2035*. The plan is designed to serve the land use pattern developed as part of the regional land use plan for 2035. The Regional Transportation System Plan is multi-modal, and provides recommendations for a transportation system that integrates several modes, or means, of transportation. The plan's vision is:

*"A multi-modal transportation system with high quality public transit, bicycle and pedestrian, and arterial street and highway elements which add to the quality of life of Region residents and support and promote expansion of the Region's economy by providing for convenient, efficient, and safe travel by each mode, while protecting the quality of the Region's natural environment, minimizing disruption of both the natural and manmade environment, and serving to support implementation of the regional land use plan and minimizing the capital and annual operating costs to the transportation system."*

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<sup>5</sup>Ports are defined as facilities for the docking, loading, or unloading of ships, barges, or boats that primarily transport freight.



The Regional Transportation System Plan includes recommendations regarding five key transportation elements: public transit, bicycle and pedestrian facilities, transportation system management, travel demand management, and arterial streets and highways. The public transit element envisions significant improvement and expansion of public transit in southeastern Wisconsin, including development of both rapid transit and express transit systems, improvements of existing local bus service, and the integration of local bus service with the proposed rapid and express transit services. The bicycle and pedestrian facility element is intended to promote safe accommodation of bicycle and pedestrian travel, and encourage bicycle and pedestrian travel as an alternative to motor vehicle travel. The transportation systems management element includes measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency. The travel demand management element includes measures intended to reduce personal and vehicular travel or to shift such travel to alternative times and routes, allowing for more efficient use of the existing capacity of the transportation system. The arterial street and highway element recommends arterial street improvements needed to address the residual congestion not expected to be alleviated by implementation of the land use, transportation systems management, travel demand management, bicycle and pedestrian facilities, and public transit recommendations.

### **Arterial Streets and Highways Element**

The Regional Transportation System Plan recommends a street and highway system that supports the existing development pattern and promotes the implementation of the regional land use plan. Among other recommendations, the regional land use plan recommends centralized urban development within planned urban service areas, which can be more economically served by transportation facilities and services than low density development. That recommendation is generally reflected in the Town land use element.

### ***Jurisdictional Highway System Plan***

Recommendations for the maintenance, improvement, and expansion of arterial streets and highways from the Regional Transportation System Plan were refined in 2007 and 2008 during the preparation of an updated Washington County Jurisdictional Highway System Plan for the year 2035.<sup>6</sup> The County Jurisdictional Highway System Plan includes a functional arterial street and highway system plan. This functional plan consists of recommendations concerning the general location, type, capacity, and service levels of arterial street and highway facilities required to serve the County to the year 2035. Recommended improvements to the arterial street and highway system in Washington County from the jurisdictional highway system plan are shown on Map 16. Alternative alignments for the conceptual location of the proposed street and highway segments shown on Map 16 will be evaluated during preliminary engineering, which will precede construction of proposed routes. There are no improvements recommended for arterial streets and highways in the Town.

The Jurisdictional Highway System Plan also makes recommendations for arterial street and highway system jurisdictional responsibility; specifically, which unit of government (State, County, or local) should have jurisdiction over each arterial street and highway and be responsible for maintaining and improving the facility. Map 17 shows the level of government recommended to have jurisdiction over arterial streets and highways in Washington County by 2035. There is one recommended jurisdictional change in the Town, the transfer of Newark Drive from Town to County jurisdiction. Both the Town and the County would have to agree to the transfer before it could occur. CTH X (Jay Road) was transferred from Washington County to Town jurisdiction in 2007. Jay Road is not classified as an arterial street.

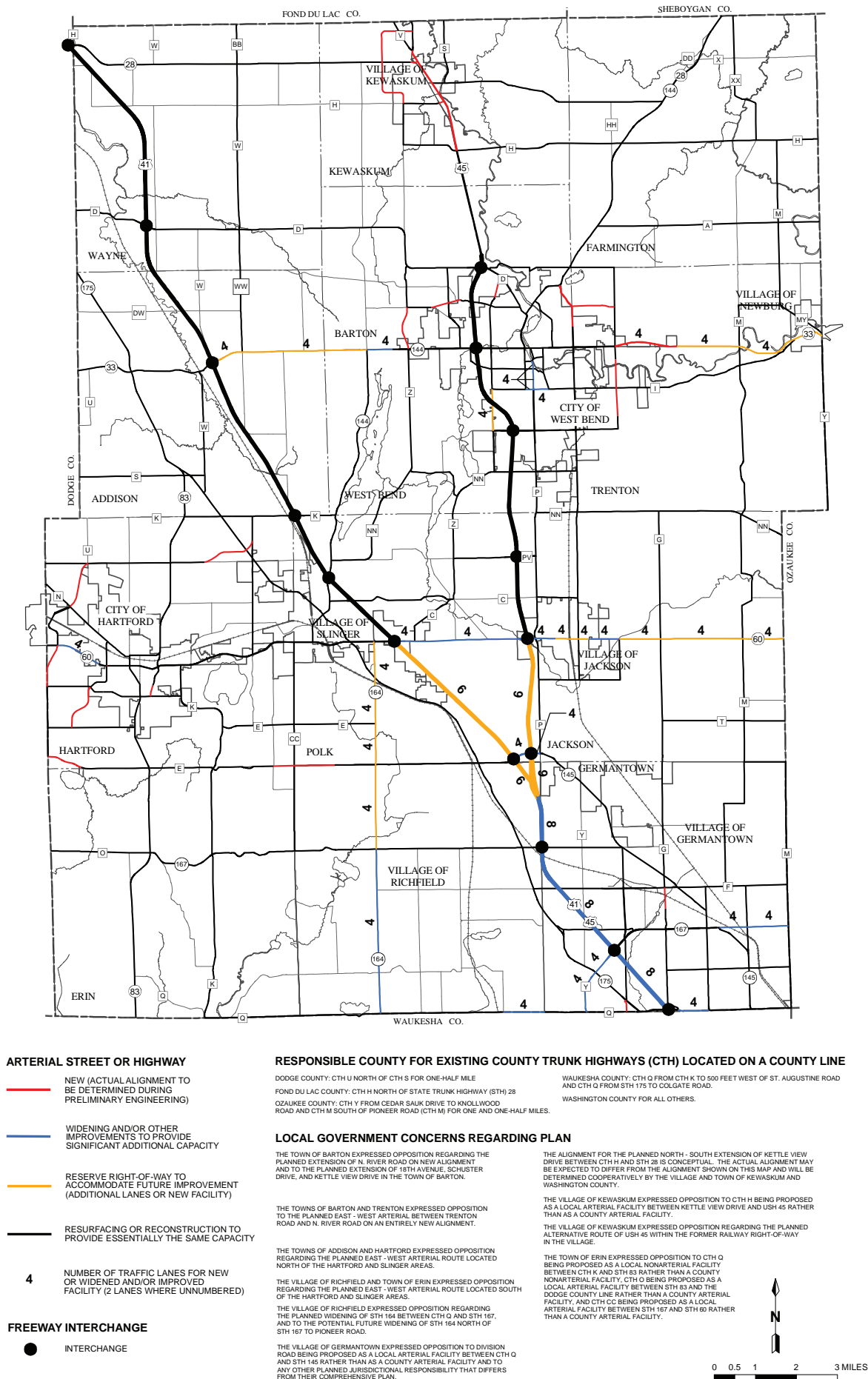
### **Transit Element**

The public transit element of the Commission's adopted Regional Transportation System Plan for the year 2035 recommends improved and expanded rapid transit connections from Washington County to Milwaukee and through Milwaukee to the other urban centers of Southeastern Wisconsin, and improved and expanded local transit service to commercial and industrial development in the Germantown, Hartford-Slinger, and West Bend

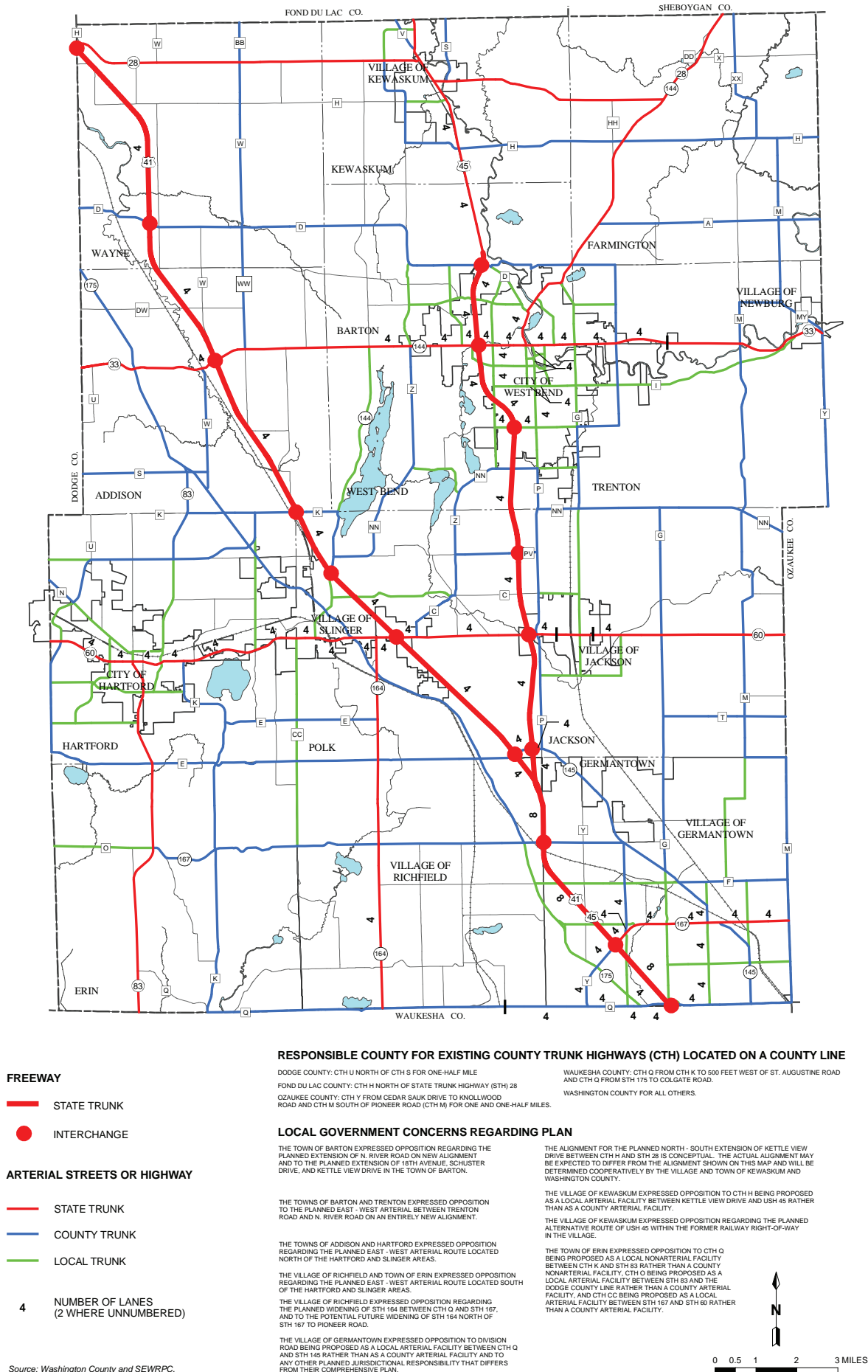
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<sup>6</sup>*Documented in SEWRPC Planning Report No. 23, 2<sup>nd</sup> edition, A Jurisdictional Highway System Plan for Washington County: 2035, July 2008. The plan was adopted by the Washington County Board on December 9, 2008.*

## CAPACITY IMPROVEMENTS IN THE YEAR 2035 WASHINGTON COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN



## YEAR 2035 WASHINGTON COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN



areas. Implementation of the recommendations set forth in the transit element will result in a doubling of transit service over the plan design period Region-wide, including a 204 percent increase in rapid transit revenue vehicle-miles and a 214 percent increase in rapid transit revenue vehicle-hours. This increase will produce enhanced transit service levels in Washington County, including service on weekdays and weekends and more attractive peak and non-peak service frequency levels. The Regional Transportation System Plan recommendations for Washington County include the following:

- The provision of rapid transit service between Washington County and the Milwaukee Central Business District (CBD). The plan envisions that new or restructured services would be provided over the area freeway system and major surface arterials by two rapid bus routes designed to provide bi-directional service to accommodate both traditional commuter travel by Washington County residents to jobs in Milwaukee County, and reverse commute travel from Milwaukee County residents to jobs in Washington County. Connections would also be available in Washington County via shuttle bus and taxicab services to major employment centers, including Hartford, Slinger, Germantown, Jackson, and West Bend industrial parks and areas.
- Increasing the number of park-ride lots served by public transit to six lots. A new public park-ride lot is recommended to be developed at the USH 41/STH 60 interchange. A tentative site has been identified on the south side of STH 60 west of USH 41 in the Town of Polk. A new public park-ride lot is also recommended to be developed at the USH 45/CTH D interchange in the Town of Barton. A new, permanent park-ride lot would also be constructed at the USH 41/USH 45/Pioneer Road interchange to replace the temporary lot at the former Highway View elementary school on Pioneer Road, also in the Town of Polk. A tentative site has been identified in the industrial park in the Village of Richfield. A new park-ride lot would be provided at the USH 45/STH 60 interchange to replace the park-ride lot at the County Fair Park, which is unavailable when the county fair is open. The lot is proposed to be located in the Village of Jackson in the northeast quadrant of the interchange. The existing park-ride lots at USH 45 and Paradise Drive, which opened in 2007, and the lot at the USH 41/USH 45/Lannon Road interchange would be maintained. The Lannon Road park-ride lot is typically over-crowded and may need to be expanded, or an additional lot provided, to help alleviate over-crowding.
- Local transit service improvements, including new shuttle bus routes connecting with the rapid transit routes to take workers to and from commercial and industrial development in the Germantown, Hartford-Slinger, and West Bend areas. The existing shared-ride taxi services provided by the County and the Cities of Hartford and West Bend would also be maintained.
- Consideration of upgrading the recommended rapid bus service to commuter rail service, based on the findings of a special corridor study to be conducted at the request of Washington County.

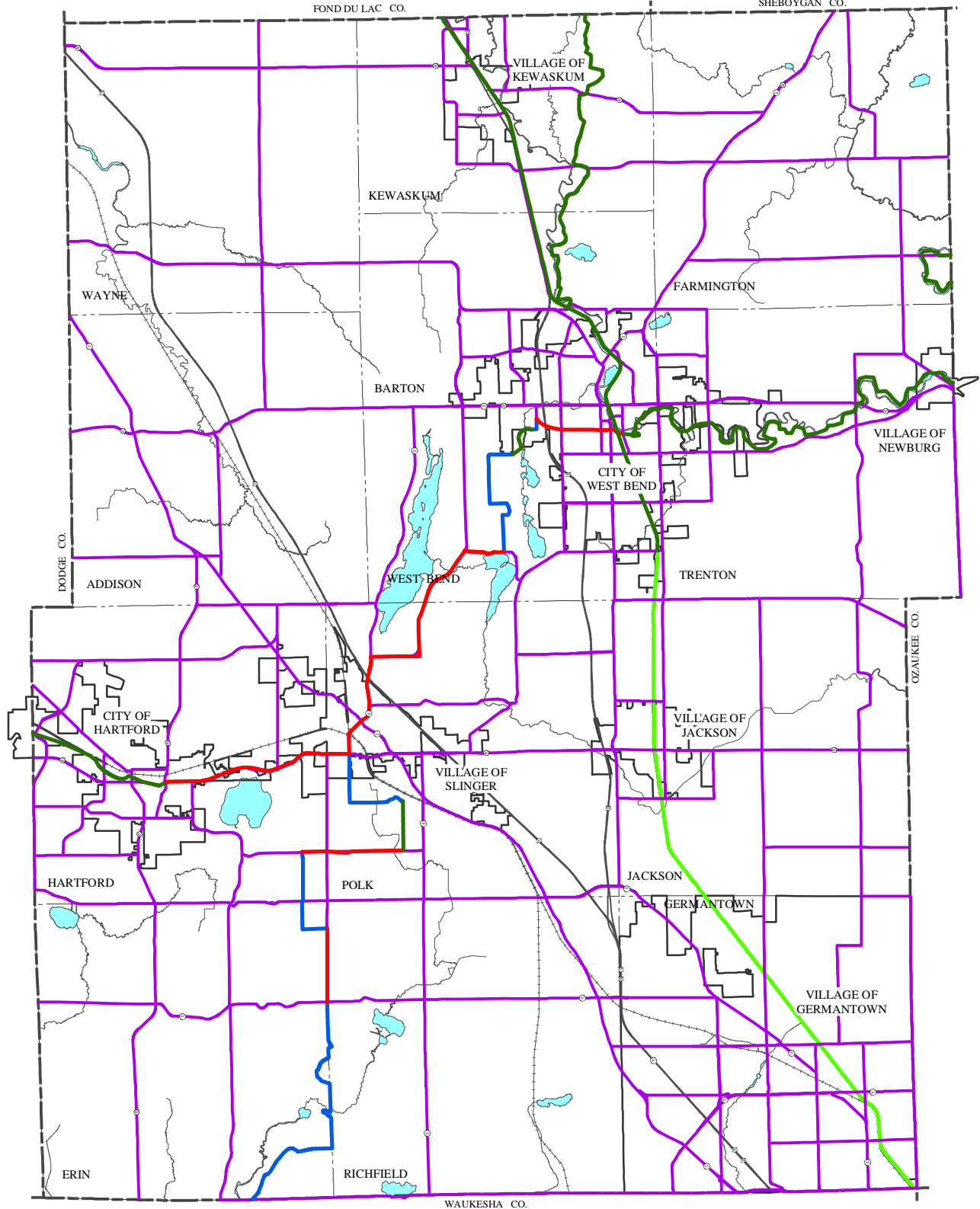
### **Bicycle and Pedestrian Facilities Element**

This Transportation Element is intended to provide for safe accommodation of bicycle and pedestrian travel, encourage bicycle and pedestrian travel as an alternative to motor vehicle travel, and to provide a variety of transportation choices.

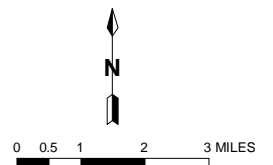
The regional plan recommends that bicycle accommodation be provided on all arterial streets, except freeways, as those streets are constructed or reconstructed. Bicycle accommodation could include marked bicycle lanes, widened outside travel lanes, widened shoulders, or separate bicycle paths. The type of bicycle facility to be provided should be determined during the preliminary engineering phase of a street improvement project. A system of off-street bicycle paths is also recommended to connect cities and villages with a population of 5,000 or more. The County comprehensive plan includes the regional bikeway system, and recommends an extension of the Eisenbahn Trail to the south County line within the Canadian National Railroad corridor. The bikeway system recommended by the County comprehensive plan is shown on Map 18. The map includes the recommendation from the Washington County park and open space plan for an off-street trail along a portion of the North Branch of the Milwaukee River.

Map 18

**OFF-STREET BICYCLE PATHS AND SURFACE ARTERIAL STREET AND  
HIGHWAY SYSTEM BICYCLE ACCOMMODATION UNDER THE 2035 REGIONAL  
TRANSPORTATION SYSTEM PLAN AS IT PERTAINS TO WASHINGTON COUNTY**



Source: SEWRPC.



The regional transportation plan recommends that county and local governments prepare bicycle system plans for their jurisdictions that would supplement and refine the regional plan; and ideally identify locations for local trails that would connect to the regional trail system.

The pedestrian facilities portion of the bicycle and pedestrian element is envisioned as a policy plan, rather than a system plan. It proposes that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities adopt and follow a series of recommended standards and guidelines with regard to the development of those facilities, particularly within urban neighborhoods. These standards recommend providing sidewalks in urban portions of the County, typically in subdivisions with lots less than 20,000 square feet. Since most development in the Town is rural in nature, sidewalks are generally not required. The Town may require sidewalks in limited areas on a case-by-case basis for commercial or institutional development, or in urban-density subdivisions.

### **Airport Element**

Air transportation is a valuable transportation mode for moving both people and cargo. Convenient access to an airport allows businesses to efficiently move goods and personnel from location to location, saving valuable time and increasing productivity. Local airports such as the West Bend Municipal Airport and the Hartford Municipal Airport play a crucial role in fostering business growth and economic development in Washington County. These airports also provide facilities for emergency medical flights, law enforcement, agricultural spraying, pilot training, and other community services. General Mitchell International Airport in Milwaukee County provides commercial airline service to residents of the Town.

The Wisconsin Department of Transportation, Bureau of Aeronautics in conjunction with the Bureau of Planning has developed the 2020 Wisconsin Airport System Plan.<sup>7</sup> Most airports included in the State plan are eligible for State and Federal improvement grants, including the publicly-owned Hartford and West Bend airports. The State plan identifies four general classifications of airports based on the type of service each airport provides: air carrier/cargo, transport/corporate, general utility, and basic utility. The Hartford Municipal Airport is classified as a general utility airport, and the West Bend Municipal Airport is classified as a transport/corporate airport. The West Bend Municipal Airport provides chartered air service. Both airports provide air freight service. In addition, the privately-owned Hahn Sky Ranch in the Town of Wayne is open to the public, but use at the site is limited to recreational uses and flight lessons. There is no paved runway.

### **Interregional Transportation Element**

Interregional transportation services and facilities such as air transportation, railroads, trucking, and water transportation provide public transportation services and commercial shipping services between Washington County and the rest of the Southeastern Wisconsin Region and other regions around the nation and world.

Washington County is served by interregional public transportation and shipping services primarily through bus, rail, air, and port facilities located in Milwaukee County. These facilities meet the County's needs for interregional transportation services. USH 41 and USH 45 are the primary interregional highway facilities serving Washington County.

Three freight railroad lines run through Washington County, which provide access to businesses in the County that ship items better suited for transport by rail. Major rail customers include Quad Graphics, which is located in the City of Hartford just across the County line in Dodge County, and Cedar Lakes Sand and Gravel in the Towns of Addison and Hartford. Rail service should be continued to provide service to businesses in the County.

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<sup>7</sup>A Regional Airport System Plan was prepared by SEWRPC and adopted by the Regional Planning Commission in 1996. The plan, which has a design year of 2010, has not been updated to a design year of 2035.



### **Transportation Systems Management Element**

The transportation systems management element of the 2035 Regional Transportation System Plan includes measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency. Recommended measures from the Regional Transportation System Plan include installing ramp-meters at freeway on-ramps in the County and Region; providing variable message signs on the freeway system, and on surface arterials leading to the most heavily used freeway system on-ramps; and expanding the closed-circuit television network, enhancing reference markers, and expansion of crash investigation sites to better serve the regional freeway system. Such improvements are recommended on the entire freeway system, except for those segments where future traffic volumes are expected to be less than the design capacity. In Washington County, these segments include USH 41 north of STH 60 and USH 45 north of Pioneer Road. Other highway segments where systems management improvements are not recommended include IH 43 north of STH 57 in Ozaukee County and IH 43 and USH 12 in Walworth County.

## **PART 3: TRANSPORTATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

### **Goals:**

- Maintain a safe and efficient transportation system in the Town.
- Continue to maintain and improve Town roads in a timely and well-planned manner.

### **Objectives (Actions):**

- Rely on services provided by private companies to meet the needs of Town residents and businesses for airport, rail, and water transportation and freight services.
- Work with Washington County to provide efficient and cost-effective public transportation options to Town residents, including transit-dependent residents.
- Continue cooperative transportation planning efforts with Washington County, SEWRPC, and the State of Wisconsin.
- Build and maintain quality roads.
- The Town will strive to ensure local street connectivity and the proper location of new streets during the review of all site plans, certified survey maps, condominium plats, and subdivision plats as new development is proposed.
- Conform to existing topography, if possible, when constructing new streets.
- Lay out streets so that all vehicles, especially emergency vehicles, can travel in a safe and efficient manner.
- Notify Washington County when a certified survey map is submitted for a land division adjacent to a County highway, and request County input regarding the appropriate right-of-way for and access to the highway.
- Work with Washington County and private service providers, where appropriate, to improve public transportation for persons with disabilities to increase access to jobs and community activities.
- Work with Washington County to determine if there is a need for additional Washington County Commuter Express Bus System routes and park-ride lots to serve Town residents.
- Consider incorporating desired policies from State long-range transportation planning efforts, including *Connections 2030*,<sup>8</sup> into Town of Farmington plans.

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<sup>8</sup>The Wisconsin Department of Transportation (WisDOT) is developing a long-range transportation plan for the State entitled *Connections 2030*. The plan will address all forms of transportation in the State over a 25-year planning period, including highways, local streets, air, water, rail, bicycle, pedestrian, and transit. The overall goal of the plan is to identify a series of policies to aid transportation decision-makers when evaluating programs and projects. A draft plan was released in November 2008.

- Continue to work with Washington County and SEWRPC to implement desired recommendations from the Washington County Jurisdictional Highway System Plan (Maps 16 and 17) and the Transportation Improvement Program.

**Policies:**

- Provide and maintain a street and highway system that efficiently serves the anticipated land use development pattern shown on Map 14 in the Land Use Element (Chapter VI).
- Design, reconstruct, and operate streets and highways under Town jurisdiction to provide safe access for all users, including bicyclists, pedestrians, and vehicles, including trucks and farm equipment.
- Consider the needs of farm equipment when designing streets and highways under Town jurisdiction, particularly when designing intersections and when determining the width and surfacing of shoulders.
- Promote efficient and safe access to land uses abutting street rights-of-way.
- Minimize the disruption of land uses adjacent to streets and highways by reserving adequate rights-of-way in advance of construction, ideally when preliminary plats and certified survey maps are reviewed.
- Encourage through streets with more than one access to connecting streets, rather than cul-de-sac streets.
- Off-street parking and loading facilities should be located near the land uses they are intended to serve.
- Continue to rely on freight and private airline services provided at the West Bend and Hartford Municipal Airports and airports in adjacent counties.
- Continue to rely on commercial airline service provided at General Mitchell International Airport in Milwaukee County.
- Support Washington County efforts to encourage the use of rail transportation to move more freight traffic along existing rail lines.
- Continue to rely on port services provided by the Port of Milwaukee.
- Continue to rely on private companies in nearby counties to provide ferry services across Lake Michigan.
- Support continued operation of the Washington County Shared Ride-Taxi Service.
- Consider including facilities for walking and bicycling during the review and approval of all development projects, including street and highway improvements, to provide an alternative to motor vehicle travel and to promote a healthy lifestyle.

**Programs:**

- As required by State law, continue to use the Wisconsin Information System for Local Roads (WISLR); continue to update road ratings, as required.
- Continue to participate in the annual bridge inspection program conducted by Washington County.

## SUMMARY

Part 1 of this chapter provides inventory information on transportation facilities and services in Washington County and the Town of Farmington, and information on regional transportation facilities and services that serve Town residents. Part 2 provides a description of the regional transportation system plan and the County jurisdictional highway system plan. Plan recommendations are set forth in Part 3.



- Much of the transportation facilities and services inventory information in Part 1 is drawn from the 2035 regional transportation system plan. The regional transportation system plan includes five elements: public transit, transportation systems management, travel demand management, bicycle and pedestrian facilities, and arterial streets and highways. Information on rail, airport, and freight services is also provided.
- The street and highway system serves several important functions, including providing for the movement of through vehicular traffic; providing for access of vehicular traffic to abutting land uses; providing for the movement of pedestrian and bicycle traffic; and serving as the location for utilities and stormwater drainage facilities. The arterial street and highway system is intended to provide a high degree of travel mobility, serving the through movement of traffic between and through urban areas. Arterial streets and highways accounted for approximately 28.0 miles in the Town in 2008. The primary function of land access streets is to provide access to abutting property. Collector streets are intended to serve primarily as connections between the arterial street system and the land access streets. Collector and land access streets accounted for approximately 67.5 miles in the Town in 2008. WisDOT maintains a detailed database of county and local street information in the “Wisconsin Information System for Local Roads” (WISLR).
- Public transportation service to the general public may be divided into the following three categories:
  - Intercity or interregional public transportation that provides service across regional boundaries includes Amtrak railway passenger service, interregional bus service, and commercial air travel.
  - Urban public transportation commonly referred to as public transit that is open to the general public and provides service within and between large urban areas. The fixed-route bus transit system (Washington County Commuter Express) operated by Washington County falls into this category.
  - Rural and small urban community public transportation, which is open to the general public and provides service in and between small urban communities and rural areas, may also provide connections to urban areas. The nonfixed-route shared-ride taxi system currently operated by Washington County falls into this category.
- Rail, bus, ferry, and airline carriers provide Town residents with public transportation service between the Southeastern Wisconsin Region and a number of cities and regions across the Country.
- The Washington County Commuter Express Bus System consists of two express commuter bus routes. The buses are owned and operated by Washington County. The routes operate between three park-ride lots in Washington County and stops in downtown Milwaukee, the Milwaukee Regional Medical Center, Mayfair Mall, and Watertown Plank Road/STH 100.
- The Washington County Shared-Ride Taxi System is provided by Washington County. The system is designed to serve any trip made within Washington County during its operating hours. The major exception is for trips where both the origin and destination are located in the City of West Bend or the City of Hartford. Trips entirely within the Cities are served by the County taxi system only if they are outside the operating hours of the City taxi systems or are trips made by disabled persons who cannot physically use the City systems. The County system also operates to and from the Village of Menomonee Falls in Waukesha County. The County system also serves a transfer point in the Village of Newburg in coordination with the Ozaukee County shared-ride system.
- The West Bend Transport Taxi Service is operated by the City of West Bend and consists of 14 taxi vans. Service is provided within the City of West Bend as well as extended service for travel up to two miles beyond the City limits.
- Bikeways are classified as either “on-street” or “off-street” bikeways. On-street bikeways include bikeways located in a street right-of-way, which include bike lanes, shared roadways signed as bike routes, and bike paths separated from motor vehicle lanes but within the street right-of-way. “Off-street” bikeways are bike paths not located in a street right-of-way. The longest bikeway in the County is the Eisenbahn State Trail, which spans north and south for 24 miles within Fond du Lac and Washington

Counties. Twelve miles of the trail are located in the northern half of the County, beginning at Rusco Road in the City of West Bend north through the City, Town of Barton, and Town and Village of Kewaskum to the north County line. Additional on-street and off-street bikeways are located in the City of West Bend, and between the City of Hartford and Pike Lake State Park.

- The Washington County park and open space plan recommends an off-street trail for shared bicycle and pedestrian use along a portion of the North Branch of the Milwaukee River in the Town of Farmington.
- Chartered air service and air freight services are provided at two publicly-owned public-use airports in Washington County: West Bend Municipal Airport and Hartford Municipal Airport. In addition, privately-owned Hahn Sky Ranch in the Town of Wayne is available for public use, although use of the Hahn Sky Ranch is limited by unpaved runways and lack of landing lights. Commercial (passenger) airline service is provided to residents of the County by General Mitchell International Airport, located in eastern Milwaukee County. Also, Lawrence Timmerman Field located in western Milwaukee County is capable of accommodating most types of general aviation aircraft. There are also two privately-owned, private-use airports and two privately-owned, private-use heliports in the County. There are no airports in the Town of Farmington.

## Chapter IX

# UTILITIES AND COMMUNITY FACILITIES ELEMENT

### INTRODUCTION

The utilities and community facilities element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(d) of the *Statutes* requires this element to compile goals, objectives, policies, and programs to guide future development of utilities and community facilities within the Town of Farmington. The *Statutes* also require an inventory of existing utilities and community facilities and an approximate timetable that projects the need to expand, rehabilitate, or replace existing utilities and community facilities or construct new utilities and community facilities. As required by the *Statutes*, a goal, objective, policy, program, or map has been developed for each of the following utilities and community facilities:

- Sanitary sewer service
- Water supply
- Stormwater management
- Onsite wastewater treatment technology
- Solid waste disposal
- Recycling facilities
- Parks
- Telecommunications facilities
- Power plants and transmission lines
- Cemeteries
- Health care facilities
- Child care facilities
- Police
- Fire
- Rescue
- Libraries
- Schools
- Other government facilities

In addition, the following comprehensive planning goals related to the utilities and community facilities element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

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<sup>1</sup>Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

Part 1 of this Chapter includes an inventory of existing utilities and community facilities and an approximate timetable that projects expansion, rehabilitation, or replacement of existing, or the construction of new, utilities and community facilities.<sup>2</sup> Part 2 of this Chapter sets forth goals, objectives, policies, and programs intended to guide the future development of utilities and community facilities in the Town of Farmington through the comprehensive plan design year of 2035.

## **PART 1: EXISTING UTILITIES AND COMMUNITY FACILITIES AND PROJECTED REQUIREMENTS FOR 2035**

Development in the Town of Farmington is supported by utilities that provide residents and businesses with electric power, natural gas, communication, and solid waste management facilities and services, and community facilities that provide educational, recreational, administrative, and other services. This chapter inventories sewage treatment and water supply services, stormwater management facilities, private utilities, solid waste management facilities, healthcare facilities, government and public institutional buildings, police service, fire protection and emergency rescue services, public and private schools, cemeteries, childcare, and assisted-living facilities, and other services provided in the Town.

Section 66.1001(2)(d) of the *Statutes* requires a projection of the demand for future utilities and community facilities in the Town and an approximate timetable of the expansion, rehabilitation, and replacement of existing facilities and the construction of new facilities to meet the projected demand. The projected demand and approximate timeline for various utilities and community facilities in the Town are based on recommendations set forth by regional plans and the anticipated land use development pattern set forth in Chapter VI, the *Land Use Element*. Many of the utilities and community facilities referenced by the *Statutes* are not provided by the Town, and will require additional refinement by other service providers, including the private sector.

### **Wastewater Disposal**

All developed properties in the Town rely on private onsite waste treatment systems (POWTS). Washington County regulates POWTS in the Town under the County Sanitary Code, which is Chapter 25 of the County Code of Ordinances. Between 1980 and 2006, permits were issued for 901 POWTS in the Town. There are no public sanitary sewers in the Town.

The authority to regulate POWTS comes from Chapters Comm 5, Comm 16, Comm 82, Comm 84 through 87, and Comm 91 of the *Wisconsin Administrative Code*. Chapter 25, the Sanitary Code, of the Washington County Code of Ordinances sets forth the regulations for POWTS in the County. The County should periodically update Chapter 25 of the County Ordinance to allow for advancements in POWTS technology over the comprehensive plan design period in accordance with changes to the *Wisconsin Administrative Code*. It is recommended that the Town continue to support and comply with the County's Sanitary Code and support the County's ability to research advancements in the design of POWTS for a safer and healthier environment for Town residents.

### **Water Supply**

Water for domestic and other uses in the Town is supplied by groundwater through the use of private wells. The Town does not have a public water supply system. The Town encourages residents and businesses to maintain a high level of environmental quality by controlling groundwater contaminants and ensuring an adequate and safe water supply throughout the Town.

Individual hydrogeologic units within southeastern Wisconsin, including the Town of Farmington, differ widely in their ability to yield water to wells. From the standpoint of groundwater occurrence, all rock formations that underlie the Region can be classified either as aquifers or as confining beds. An aquifer is a rock formation or sand and gravel unit that will yield water in a useable quantity to a well or spring. A confining bed, such as shale or siltstone, is a rock formation unit having relatively low permeability that restricts the movement of groundwater either into or out of adjacent aquifers and does not yield water in useable amounts to wells and springs.

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<sup>2</sup>Information regarding parks is inventoried in Chapter V, Agricultural, Natural, and Cultural Resources Element.

The aquifers in Washington County can be divided into shallow and deep. The shallow aquifer system is comprised of two aquifers, the shallow aquifer comprised of the Silurian dolomite aquifer and the overlying sand and gravel aquifer. The Maquoketa Formation is the lower limit of the shallow aquifer system. The Town of Farmington draws water from the shallow aquifer, which is expected to provide adequate amounts of water to serve Town residents during the planning period. A more detailed description of the areal extent and lithology of aquifers and confining units, including water table depth and elevation mapping, can be found in SEWRPC Technical Report No. 37, *Groundwater Resources of Southeastern Wisconsin*, June 2002. Additional information on groundwater resources is provided in Chapter V.

### **Stormwater Management**

Stormwater management facilities include overland flow paths, roadside swales or ditches, other open channels, curbs and gutters, catch basins and inlets, storm sewers, culverts, stormwater storage facilities for both quantity and quality control, and infiltration facilities.<sup>3</sup> Although often designed on a subdivision-by-subdivision or project-by-project basis, stormwater management facilities ideally should be part of an integrated system of stormwater and floodplain management facilities for an entire watershed, or for an entire community with consideration given to the watershed(s) in which the community is located.

Stormwater in the Town of Farmington drains through natural watercourses, roadside ditches, and culverts. The Town does not have a centralized storm sewer system. It is recommended that the Town consider the preparation of a Town-wide stormwater management plan to serve existing and future land uses in the Town. The plan should provide for the development of an integrated system of stormwater management facilities and measures, rather than the current practice of designing stormwater management facilities on a project-by-project (usually a subdivision-by-subdivision) basis. It is also recommended that the Town continue to cooperate with Washington County for administration of the Town Stormwater Management and Erosion Control Ordinance, and amend the ordinance as necessary.

### **Solid Waste Disposal**

The Town of Farmington does not provide for solid waste collection. Town residents contract privately with either Veolia Environmental Services or Waste Management for individual garbage collection services.

The average person in Wisconsin generates 4.7 pounds of trash (residential and their share of commercial trash) each day and recycles 1.9 pounds of that trash per day. Most of the solid waste collected in the Town is landfilled in the Glacier Ridge Landfill in Horicon (Dodge County), operated by Veolia Environmental Services, or the Orchard Ridge Landfill in Menomonee Falls (Waukesha County). Both landfills receive solid waste from sources throughout the State of Wisconsin, primarily from those counties in which they are located and adjacent counties, as well as from sources in the States of Illinois and Michigan. As of 2006, the Glacier Ridge landfill had 1.1 million cubic yards remaining, or an estimated three additional years of activity at its current capacity and use, and the Orchard Ridge landfill had 2.2 million cubic yards remaining, or an estimated two additional years of activity at its current capacity and use.

Glacier Ridge Landfill has permits to continue active operation for an additional 12 years. Additional land has been acquired for potential expansion of the landfill beyond 12 years, subject to approval of permits by the Wisconsin Department of Natural Resources (DNR) and other regulating agencies. The landfill will require continued expansion to accommodate the solid waste over the comprehensive plan design period, or new landfills will need to be sited and developed to accommodate solid waste.

Based on normal average daily volumes, it is estimated that Orchard Ridge Landfill has enough available land for the continued expansion of the landfill until about 2025. After 2025, the landfill may reach design capacity and

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<sup>3</sup>*Infiltration facilities include bioretention, rain gardens, infiltration basins, infiltration swales, and porous pavement. Rain barrels can promote infiltration by collecting roof runoff that is then applied to lawns and gardens as needed.*

become inactive or “capped.” An alternative method such as “heightening” may extend the life of the landfill, if the method is approved by the appropriate regulating bodies. “Heightening” is the process of placing solid waste on top of an existing landfill.

Both landfills will require the continuation of expansion to accommodate the solid waste produced in Washington County over the County comprehensive plan design period, or new landfills will need to be sited and developed to accommodate solid waste.

### **Recycling Facilities**

Each local government in Washington County carries out a recycling program for household waste (no hazardous waste) within its jurisdiction. The Town of Farmington has curb-side pick-up of recyclables provided by Veolia Environmental Services.

Washington County residents may dispose of their hazardous waste materials year round at the Port Washington Facility (1275 Mineral Springs Drive, Port Washington) operated by Veolia Environmental Services. The Volunteer Center of Washington County collects computer equipment for proper disposal and the West Bend Knights of Columbus offers a telephone recycling service (including cell phones). Washington County sponsors periodic collections of hazardous household waste through the Clean Sweep Program, which the County conducts in partnership with the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP). A two-day countywide Hazardous Waste Clean Sweep was held by Washington County at the Washington County Highway Shop (900 Lang Street, West Bend) in 2008. County residents were able to dispose of agricultural, residential, and business hazardous wastes, which include unused pesticides, old gasoline, batteries, lead paint, mercury-containing thermostats, fluorescent tubes, solvents, and other chemicals. To date, the program has been dependent on receiving a portion of the funds needed for the program from DATCP. The County is studying the feasibility of providing a full-service Clean Sweep program for residents to dispose of hazardous household and agricultural waste, electronic goods, and pharmaceutical waste on a quarterly basis.

The County, in cooperation with MMSD and neighboring counties, held medicine collection days in April of 2008 and 2009. In addition, the County is assessing the need for a tire collection program.

It is recommended that the Town assist and support the County in studying the feasibility of providing a quarterly Clean Sweep program for hazardous waste disposal, as well as a tire collection program. The Town should also continue to provide curb-side pick-up of recyclables for Town residents by continuing its service agreement with Veolia Environmental Services or reaching a service agreement with another environmental service.

### **Road Maintenance**

The Town contracts with private providers for the maintenance of about 65 miles of Town roads. Maintenance duties include centerline striping, pavement markings, mowing roadsides, grading gravel shoulders, replacing cross road culverts, cleaning roadside ditches, and installing street signs. The Town also contracts for road paving, reconstruction projects, and snow plowing.

### **Parks**

As of 2008, the Town of Farmington owned three park and open space sites, the three-acre Fireman’s Park, a one-acre boat access site on the west side of Green Lake, and four acres of land located in the White Wood Estates subdivision. Farmington Elementary School provides seven acres of recreational land. There were also two County-owned park and open space sites located in the Town, the 49-acre Leonard J. Yahr Park and the 31-acre Lizard Mound Park. The Ozaukee Washington Land Trust (OWLT) owned a 13-acre site near Lake Twelve and the DNR owned 101 acres within the North Branch Milwaukee River Wildlife and Farming Heritage Area in the Town. Together, these eight sites provide 219 acres of publicly-owned park and open space. There were also 11 private sites located in the Town encompassing 984 acres, for a total of 1,203 acres within park and open space sites. All existing parks in the Town are listed in Table 23 in Chapter V.

The Park and Open Space Plan for Washington County,<sup>4</sup> adopted in 2004, provides recommendations for the maintenance and continued development of the County park system. The plan includes an open space preservation element and an outdoor recreation element. The outdoor recreation element of the County plan focuses on providing a well-distributed network of park sites for recreational activities that are closely related to natural resource amenities and/or large contiguous areas of open space, such as picnicking, swimming, golfing, and trail activities.

The outdoor recreation element of the County park plan also recommends a full range of community and neighborhood parks for urban areas of the County that provide facilities for more intensive recreational activities, such as baseball, tennis, and playground activities. Recommendations for the provision of local park sites and facilities should be identified through the preparation and adoption of local park and open space plans. Within rural areas of the County, it is recommended that one town-owned park and associated outdoor recreation facilities be provided in each town to serve the needs of town residents for local civic events and for organized recreation activities, such as softball and picnicking. As the community recreational facility, the town park should be located in conjunction with another community facility that serves as a focal point for town residents such as a town hall, school, or fire station. Fireman's Park fulfills this recommendation, although the park is smaller than the 25 to 100 acres recommended for community parks in the County plan (based on SEWRPC standards). There are no publicly-owned neighborhood parks in the Town; however, there is a well-distributed system of private subdivision parks in urban portions of the Town. The Town should consider preparing a park and open space plan to ensure an adequate number and distribution of parks to serve Town residents.

### **Telecommunications Facilities**

Communication services include: 1) Voice Transmission Services; including: "Plain Old Telephone Service" (POTS); cellular wireless; satellite wireless; packet-based telephone networks; and Internet voice services; 2) Data Transmission Services, including: the Internet; ATM-Frame Relay, and third generation (3G) cellular wireless networks; 3) Multimedia Services, including: video, imaging, streaming video, data, and voice; and 4) Broadcast Services, including AM/FM terrestrial radio, satellite radio and television, terrestrial television, and cable television.

Telecommunications have become increasingly important in the local, national, and global economies. SEWRPC has undertaken a regional telecommunications planning effort to create a better understanding of telecommunications networks and the provision of services such as wireless and wireline telecommunications and high speed, broadband telecommunications throughout the Region. An inventory of wireless telecommunications providers and antennas providing cell phone service in Washington County is included in SEWRPC Planning Report No. 51, *A Wireless Antenna Siting and Related Infrastructure Plan for Southeastern Wisconsin*, published in September 2006. In addition to presenting inventories of both infrastructure and performance for the existing cellular/PCS mobile wireless networks operating in the Region, the plan describes a recommended wireless telecommunications plan for the Region.

There were two wireless antenna towers in the Town in 2008, one which accommodated antennas for two companies and one accommodating antennas for a single carrier. Providers with wireless antennas in the Town included AT&T, Sprint, and U.S. Cellular. Table 55 lists the location of towers and antennas in the Town of Farmington.

A regional broadband access plan, which built upon the wireless telecommunications plan, was completed in 2007.<sup>5</sup> Upon implementation, this plan will support a mix of wireline and wireless networks that will provide fourth generation (4G) video, voice, and data communications services to the entire Region. A central feature of

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<sup>4</sup>See *SEWRPC Community Assistance Planning Report No. 136 (3<sup>rd</sup> Edition)*, A Park and Open Space Plan for Washington County, March 2004.

<sup>5</sup>Documented in *SEWRPC Planning Report No. 53, A Regional Broadband Telecommunications Plan for Southeastern Wisconsin*, October 2007.

**Table 55****WIRELESS TELECOMMUNICATION TOWERS AND ANTENNAS IN THE TOWN OF FARMINGTON: 2008**

Location	Provider	Antenna Height (Feet)	Antenna Type <sup>a</sup>
T12N, R20E, Section 9	Sprint	186.3	S
	U.S. Cellular	150.9	S
T12N, R20E, Section 28	AT&T	295.3	O

<sup>a</sup>Antenna types include S (Sectoral) and O (Omni). A Sectoral antenna uses a more complex antenna structure and transmits and receives over a sector with the total number of sectors covering a 360-degree pattern. An Omnidirectional uses a monoplex antenna and receives and transmits over a 360-degree pattern.

Source: Federal Communications Commission, Universal Licensing System Cellular License Database, Washington County and local governments, and SEWRPC.

residents interested in receiving natural gas service are responsible for the cost of extending the gas line to their home. Town residents may contact We Energies for a cost estimate if they are interested in receiving natural gas service. Electrical power is available to the Town on demand and is not currently or anticipated to be a constraint to development during the comprehensive plan design period.

A high-voltage (69 kilovolts or higher) electric power transmission corridor owned by the American Transmission Company (ATC) crosses the Town. There are no power plants currently existing in the Town. One natural gas and one petroleum transmission pipeline also run through the Town. ANR Pipeline Company operates an interstate system of natural gas pipelines, and provides natural gas to We Energies. ANR Pipeline Company has an underground mainline that runs north-south through the western portion of the Town. The West Shore Pipeline Company system originates near Chicago and extends into northern Wisconsin and the Madison area. The pipeline transports refined petroleum products throughout the Chicago area and northern Illinois and Wisconsin. The West Shore Pipeline runs north-south through the Town. The Town will work with We Energies and other utilities, as necessary, for possible expansion of new infrastructure related to transmission lines or pipelines to be located in the Town.

### Street Lighting

The Town provides street lighting within the hamlets of Boltonville and Fillmore.

### Cemeteries

There are seven cemeteries in the Town of Farmington: Boltonville Union Cemetery, Fillmore Union Cemetery, German Methodist Episcopal Cemetery, Orchard Grove Cemetery, St. John of God Catholic Cemetery, St. Martin's Union Cemetery, and St. Peter Catholic Cemetery. Together, the cemeteries encompass about 11 acres. The Town will consider the expansion of existing cemeteries or the development of new cemeteries in appropriate locations in the Town on request.

### Health Care Facilities

There are no hospitals or clinics for non-specialized medical services located within the Town, but health care facilities are located in nearby communities. As of 2008, Synergy Health Saint Joseph's Hospital in the Town of Polk and Aurora Medical Center in the City of Hartford both offered a full range of medical services in Washington County. Major hospitals in surrounding counties also offer a full range of medical services reasonably convenient to Town residents. An increased demand for health care services and facilities can be expected as the number and percentage of elderly persons increases over the planning period. Based on SEWRPC population projections, the number of County residents 65 years of age and older is expected to almost triple, from 13,212 persons in 2000 to 38,325 persons in 2035.

the recommended plan is the potential for cooperative efforts between the public and private sectors in which infrastructure costs are shared between the public safety and commercial networks. Implementation of the recommended plan will require county or multi-county action, although partial implementation can be achieved at the community or multi-community level. The Town will continue to work with wireless telecommunication providers to provide Town residents and businesses with an array of wireless telecommunication options.

### Power Plants and Transmission Lines

We Energies provides electric power and natural gas service throughout the Town; however, some Town residents currently use propane tanks rather than natural gas. Although the entire Town is within the We Energies natural gas service area,



## **Assisted Living Facilities**

### ***Facilities for Persons of Advanced Aged***

An increased demand for facilities including nursing homes, assisted living facilities such as community based residential facilities (CBRF) and adult family homes, residential care apartment complexes, and senior apartment complexes may also increase as the number of elderly residents increases over the planning period. As of 2006, there were five nursing homes, 17 CBRFs, seven residential apartment care complexes, two adult family homes, and two adult day care facilities located in Washington County. Facilities for the aged licensed by the Wisconsin Department of Health and Family Services in 2006 are listed in Table 56. No facilities for the aged were located in the Town, but such facilities are available nearby in the City and Town of West Bend and the Village of Kewaskum. The number of available rooms at nursing homes varies at any point during the year, but typically, nursing homes in the County have been able to accommodate the demand for people indicating an interest in residing in a nursing home. Funding, however, is a problem. The County Department of Social Services estimates that approximately 100 people are on a waiting list to get financial assistance from the State to help fund nursing home residency or other services provided by the County.

### ***Facilities for the Mentally and Physically Disabled***

Facilities for the mentally and physically disabled in Washington County licensed by the Wisconsin Department of Health and Family Services in 2006 are listed in Table 57. None were located in the Town, but such facilities are available nearby in the City and Town of West Bend, Village of Newburg, and Town of Trenton. Facilities for the developmentally and mentally disabled include nursing homes, community based residential facilities (CBRF), and adult family homes. Facilities included five nursing homes offering skilled nursing facilities; five CBRF's serving mentally and physically disabled persons that offer room and board, supervision, support services, and up to three hours of nursing care per week; 26 adult family homes for the mentally and physically disabled where a resident will receive care, treatment or services that are above the level of room and board and up to seven hours per week of nursing care. Washington County supports about 400 physically disabled people. According to the County Department of Social Services, about 80 families have "indicated interest" in placing a family member in long term care, but currently, the County has no residency available for physically disabled persons. However, about five of the 80 families that "indicated interest" for a family member urgently need services for residency, the remaining 75 people are considered a "watch group" that may need assistance in the future. Once a vacancy becomes available, the County decides which person that has "indicated interest" would best be served by the room available.

Each type of facility provides a different level of care for residents requiring a variety of services. All types of facilities are important for providing a continuum of care to persons with disabilities and other County residents as they age or recover from illness, injury, or addiction. Because a majority of the existing facilities are located in urbanized areas, provided with sewer and water, it would be difficult for the Town to attract assisted living facilities to the Town. However, the Town supports and encourages the expansion or development of assisted living facilities for persons with disabilities or for the elderly in appropriate locations.

## **Child Care Facilities**

Child care facilities are regulated by the Bureau of Regulation and Licensing (BRL) in the Wisconsin Department of Health and Family Services. There are two types of child care facilities regulated by the BRL, family child care centers and group child care centers. Family child care centers are facilities that provide care for four to eight children. These programs are generally operated in a provider's home and are licensed by the BRL under *Wisconsin Administrative Code* Chapter HFS 45. Group child care centers are facilities that provide care for nine or more children. These programs are generally operated outside the provider's home and are licensed by the BRL under *Wisconsin Administrative Code* Chapter HFS 46. In 2006, there were 14 licensed family child care centers and 62 licensed group child care centers in Washington County. The Town of Farmington had one licensed group child care center, St. Andrew Lutheran E C Campus, located on STH 144 just north of Club Road (CTH A). There were no licensed family child care centers in the Town.

SEWRPC population projections anticipate the number of County residents under the age of 10 to increase by 2035. Since child care facilities and services are generally provided by the private sector, it is difficult for the

Table 56

## ASSISTED LIVING FACILITIES FOR THE ADVANCED AGED IN WASHINGTON COUNTY: 2006

Name	Street Address <sup>a</sup>	Capacity
<b>Nursing Homes</b>		
Cedar Lake Health Care Center .....	5595 CTH Z, West Bend	229
Hartford Healthcare Center.....	1202 E. Sumner Street, Hartford	106
Samaritan Health Center .....	531 E. Washington Street, West Bend	212
Samaritan Health Center Sub-Acute Unit .....	551 Silverbrook Drive, West Bend	23
Virginia Highlands Health and Rehabilitation Centers .....	W173 N10915 Bernies Way, Germantown	121
<b>Community Based Residential Facilities</b>		
Autumn Oaks LLC .....	227 E. Washington Street, Slinger	30
Countryview Group Home .....	N112 W12850 Mequon Road, Germantown	8
Deerview Meadows Assisted Living I.....	109 Lone Oak Lane, Hartford	14
Deerview Meadows Assisted Living II.....	111 Lone Oak Lane, Hartford	8
Everly House .....	N168 W22022 Main Street, Jackson	16
Friendship House.....	5595 CTH Z, West Bend	20
Hawthorn Manor Inc. ....	321 Hawthorn Drive, West Bend	15
Hawthorn Manor Inc. ....	346 S. Main Street, West Bend	12
Ivy Manor of Jackson.....	W194 N16744 Eagle Drive, Jackson	22
Landmark at Jackson Crossing (The).....	N168 W22022 Main Street, Jackson	20
Legacy (The) .....	1025 Bell Avenue, Hartford	12
Maple Dale Manor Kewaskum I.....	1038 Fond du Lac Avenue, Kewaskum	20
Maple Dale Manor Kewaskum II .....	1042 Fond du Lac Avenue, Kewaskum	14
River Way Place LLC.....	831 E. Washington Street, West Bend	40
Touchstone West Bend .....	1707 Carrie Lane, West Bend	8
Tri Manor LTD.....	1937 N. Main Street, West Bend	19
Wellington Place of Hartford .....	615 Hilddale Road, Hartford	28
<b>Residential Care Apartment Complexes</b>		
Cedar Bay East.....	5577 Home Drive, West Bend	54
Cedar Bay West.....	5555 Cedar Bay Drive, West Bend	107
Fields (The) .....	675 East Washington Street, West Bend	24
Hawthorn Manor Apartments .....	275 W. Decorah Road, West Bend	12
Lakeshore at Jackson Crossing (The) .....	N168 W22026 Main Street, Jackson	30
Legacy (The) .....	1025 Bell Avenue, Hartford	28
Maple Manor of Kewaskum .....	1038 Fond du Lac Avenue, Kewaskum	20
<b>Adult Family Homes</b>		
Legate AFH .....	229 W. Paradise Drive, West Bend	4
Symicek AFH.....	834 Center Street, Hartford	4
<b>Adult Day Care Facilities</b>		
Aurora Medical Center Adult Day Service .....	1022 E. Sell Drive, Hartford	20
LSS Adult Day Center.....	140 N. 7 <sup>th</sup> Street, West Bend	20

<sup>a</sup>Street address is the facilities mailing address.

Source: Wisconsin Department of Health and Family Services.

Table 57

**ASSISTED LIVING FACILITIES FOR PERSONS WITH DISABILITIES IN WASHINGTON COUNTY: 2006**

Name	Street Address <sup>a</sup>	Capacity
<b>Nursing Homes</b>		
Cedar Lake Health Care Center.....	5595 CTH Z, West Bend	229
Hartford Healthcare Center .....	1202 E. Sumner Street, Hartford	106
Samaritan Health Center.....	531 E. Washington Street, West Bend	212
Samaritan Health Center Sub-Acute Unit.....	551 Silverbrook Drive, West Bend	23
Virginia Highlands Health and Rehabilitation Centers.....	W173 N10915 Bernies Way, Germantown	121
<b>Community Based Residential Facilities</b>		
Autumn Oaks LLC.....	227 E. Washington Street, Slinger	30
Calm Harbor.....	139 South 8 <sup>th</sup> Avenue, West Bend	8
Countryview Group Home .....	N112 W12850 Mequon Road, Germantown	8
Timberline Group Home.....	W164 N10502 Timberline Road, Germantown	5
Ivy Manor of Jackson .....	W194 N16744 Eagle Drive, Jackson	22
<b>Adult Family Homes</b>		
17 <sup>th</sup> Avenue Adult Family Home.....	233 S. 17 <sup>th</sup> Avenue, West Bend	4
Beverly Tessar .....	1230 N. 10 <sup>th</sup> Avenue, West Bend	4
CLA Lee Ave.....	1102 Lee Avenue, West Bend	4
CLA Slinger Adult Family Home.....	3941 Elaines Way, Slinger	4
Dennis Path Adult Family Home .....	6874 Dennis Path, West Bend	3
Ellman Adult Family Home .....	260 S. Silverbrook Drive, West Bend	4
Hans Street .....	1505 Hans Street, West Bend	3
HIL Carrie Lane.....	1628 Carrie Lane, West Bend	4
HIL Columbus House .....	5096 Valley Trail, West Bend	4
HIL Drake House.....	1630 Carrie Lane, West Bend	4
HIL Magellan House.....	212 S. 16 <sup>th</sup> Avenue, West Bend	4
Imperial Court AFH .....	722 Imperial Court, West Bend	3
Legate AFH.....	229 W. Paradise Drive, West Bend	4
Pamme Court Adult Family Home.....	1545 Pamme Court, West Bend	4
PS LLC – Eder Lane .....	1620-1622 Eder Lane, West Bend	3
PS LLC – Firethorn .....	1209 Firethorn Drive, West Bend	3
PS LLC- Hillcrest.....	1017 Hillcrest Street, West Bend	4
REM Wisconsin II Diane Drive .....	6799 Diane Drive, Newburg	4
REM Wisconsin II Germantown .....	N116 W16105 Main Street, Germantown	4
REM Wisconsin II Greentree Road .....	2205 Greentree Road, West Bend	3
REM Wisconsin II INC, Patton Drive .....	1354 Patton Drive, Hartford	4
REM Wisconsin II INC, Meadowbrook Drive .....	505 Meadowbrook Drive, West Bend	4
REM Wisconsin II INC, Loos Street .....	735 E. Loos Street, Hartford	3
REM Wisconsin II Judith Court.....	708 Judith Court, West Bend	4
Symicek AFH .....	834 Center Street, Hartford	4
Villa Park.....	1031 Villa Park Drive, West Bend	4

<sup>a</sup>Street address is the facilities mailing address.

Source: Wisconsin Department of Health and Family Services.

Town to plan for additional child care facilities. However, the Town should consider allowing additional child care facilities, if presented by an interested party, through the Town comprehensive plan design year 2035 in order to provide adequate child care services for Town residents.

### **Police Protection**

Police protection in the Town is provided by the Washington County Sheriff's Department, which is based in the City of West Bend. All unincorporated areas in the County and the Villages of Newburg and Richfield are served by the Washington County Sheriff's Department. Divisions in the Sheriff's Department include the Corrections Division, Patrol Division, Detective Division, Courthouse Security Services Unit, Communications Division, and Clerical Support. The Town anticipates reliance on the Washington County Sheriff's Department for police protection services through 2035. The Town also encourages the Sheriff's Department to monitor the personnel, equipment, and facilities yearly to ensure they are adequate to serve Town and other County residents. The Town also supports Washington County in continuing to provide the countywide Public Safety Answering Point system operated by the Sheriff's Department for emergency dispatch services for the Town. The center handles calls pertaining to fire, police, and public works (sewer/water) emergencies.

### **Enforcement of Town Ordinances**

The Town of Farmington Code of Ordinances specifies the following enforcement officers for Town ordinances, who may issue citations to persons found to be violating a Town ordinance:

- Uniform Dwelling Code: Building Inspector
- Town Zoning Ordinance: Zoning Administrator
- Driveway and Culvert Ordinance: Town Supervisor (assigned by Town Board)
- Construction Design Standards: Town Engineer

### **Fire Protection**

Fire protection is provided by two fire departments. The Boltonville Volunteer Fire Department, operated privately and consisting of 40 volunteer firefighters, serves the north and western portions of the Town. The Fillmore Fire Department, operated privately and consisting of 35 volunteer firefighters, serves the south and eastern portions of the Town. The Town encourages both fire departments to conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the departments have sufficient fire-fighters, equipment, water supply, and facilities to adequately protect the Town. Fire departments and fire protection service areas in Washington County, including the Town of Farmington, are listed in Table 58. Fire protection in the Town may also be provided, under a mutual aid agreement, by all Washington County fire departments; the Fredonia Fire Department and Waubeka Volunteer Fire Department, both in Ozaukee County; and the Batavia, Beechwood, Random Lake, and Silver Creek volunteer fire departments, all in Sheboygan County.

Volunteer Fire Departments serving the Town of Farmington may need to consider options during the planning period that would address increasing costs and declining numbers of daytime volunteers.

### **Emergency Rescue Services**

Emergency medical service units associated with the Boltonville, Fillmore, Kewaskum, and Newburg fire departments provide emergency rescue services in the Town. The Washington County Sheriff's Department maintains a DIVE team that serves all communities in the County. The Town encourages each department to conduct periodic needs assessment studies through the comprehensive plan design year 2035 to determine if the departments have sufficient personnel, equipment, and facilities to adequately protect the Town and other communities they serve.

The Washington County Emergency Management Department prepares and updates county emergency operation plans; coordinates emergency training exercises; communicates to the public about emergency preparedness; and responds to incidents throughout Washington County, including those involving hazardous materials. The position of Town emergency management coordinator is filled on a volunteer basis.

Table 58

## FIRE DEPARTMENTS AND FIRE PROTECTION SERVICE AREAS IN WASHINGTON COUNTY: 2006

Fire Departments	Service Zone Area (acres)	Paid Fire Department Employees	Paid On Call Fire Fighters	Fire Department Volunteers <sup>a</sup>
Allenton Volunteer Fire Department .....	17,168	0	0	45
Ashippun Volunteer Fire Department <sup>b</sup> .....	3,774	0	0	37
Boltonville Volunteer Fire Department.....	12,204	0	0	40
Fillmore Fire Department.....	11,341	0	0	35
Germantown Fire Department.....	23,169	3 full time/4 part time	36	0
Hartford Fire Department.....	32,834	2 full time	58	0
Jackson Fire Department .....	30,879	3 full time	35	0
Kewaskum Fire Department.....	15,589	1full time	54	0
Kohlsville Fire Department .....	28,088	0	0	35
Newburg Volunteer Fire Department.....	21,716	0	0	58
Richfield Volunteer Fire Department .....	30,489	2 full time	60	0
Slinger Volunteer Fire Department .....	16,457	0	0	50
St. Lawrence Volunteer Fire Department .....	12,154	0	0	42
West Bend Fire Department.....	22,917	40 full time	0	0

<sup>a</sup>Totals include active volunteer fire fighters and emergency medical service personnel.

<sup>b</sup>The Ashippun Volunteer Fire Department is in the Town of Ashippun in Dodge County. The Department serves the southwestern portion of the Town of Erin.

Source: Washington County and SEWRPC.

## Libraries

Washington County is served by five public libraries, which are part of the Mid-Wisconsin Federated Library System.<sup>6</sup> The Town of Farmington does not have a public library. The nearest libraries are the Kewaskum Public Library in the Village of Kewaskum and the West Bend Community Memorial Library in the City of West Bend. Table 59 lists the location and circulation of each library in Washington County. Each library is also part of an interlibrary loan and reference referral system that includes all libraries in the Mid-Wisconsin Federated Library System. Washington County contracts with each library to provide library services to Town and County residents living in communities without a municipal library.

A plan for library service in Washington County was undertaken by the Strategic Plan Committee and staff of the Mid-Wisconsin Federated Library System. Several goals and objectives for providing library service to the Mid-Wisconsin Federated Library System and Washington County residents were reviewed during the planning process. The Mid-Wisconsin Federated Library System Board uses the plan as a guide in local planning and budgeting activities of member libraries, including the five libraries in Washington County. The Town supports and encourages Washington County and the Mid-Wisconsin Federated Library System Board to revisit the Strategic Plan in five year increments and continue to implement the goals and objectives listed in the plan.

## Schools

In 2008, there were 36 public schools in five public high school districts and 26 private schools in Washington County. The Town of Farmington is located entirely within the Kewaskum School District, as are the Town and Village of Kewaskum, the Town of Wayne, and the northern portion of the Town of Barton. The District operates

<sup>6</sup>The Mid-Wisconsin Federated Library System includes 27 public libraries located in Washington, Dodge, and Jefferson Counties.

one school in the Town, Farmington Elementary School (serving Kindergarten through 5<sup>th</sup> grade) located on Boltonville Road just north of CTH H. Kewaskum middle and high schools in the Village of Kewaskum serve public middle and high school students in the Town. All of the public and private schools and public high school districts in Washington County are shown on Map 19 and listed in Table 60.

School districts within the County typically prepare facilities plans, which include needs assessments for new facilities and land, based on development statistics received from the local governments they serve and population projection data from agencies such as SEWRPC and the Wisconsin Department of Administration (DOA). SEWRPC projections anticipate that the number of County residents under the age of 20 will increase from about 34,000 in 2000 to about 40,000 in 2035. This increase may require the expansion of existing schools buildings or the construction of new school buildings. In addition, some older school buildings within the County may require replacement as the facility becomes antiquated.

The Kewaskum School District is preparing for potential growth using an “as needed” approach based on annual enrollments and projected population growth and change. The District does not anticipate a need for new schools in the next 10 to 20 years.

The Kewaskum School district should work with local governments in the district, including the Town, Washington County, and SEWRPC to obtain information regarding proposed residential developments and population projections to prepare accurate facilities plans in short-term increments through the County comprehensive plan design year 2035.

Washington County is also home to the University of Wisconsin–Washington County and the Moraine Park Technical College. The Moraine Park Technical College has campuses in the City of West Bend in Washington County, City of Fond du Lac in Fond du Lac County, and City of Beaver Dam in Dodge County, and regional centers in the City of Hartford in Washington County and City of Ripon in Fond du Lac County. The Town supports the continued cooperation between the colleges and Washington County to partner in economic development and other educational initiatives, which may require additional facilities and programs, academic faculty and staff, and equipment.

#### **Other Government Facilities –Farmington Town Hall**

The Town Hall is located on the east side of STH 144, just north of CTH X. In addition to holding Town meetings, the Town Hall also serves as the Town’s only polling place. The Town should continue to maintain and, as necessary, expand and/or relocate Town Hall facilities to effectively conduct Town government business.

## **PART 2: UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

The *Statutes* require a number of utilities and community facilities to be addressed in this element; however, utilities and community facilities are provided by many units and levels of government and also by the private sector. The following is a brief summary of the utilities and facilities provided in the Town:

- **Washington County** provides services or administers ordinances associated with environmental quality, including regulation of shorelands, wetlands, and floodplains; stormwater management; farm and watershed conservation planning; environmental health and sanitation, such as the regulation of private onsite waste treatment systems and hazardous waste collection and disposal; parks and recreational

**Table 59**

### **THE LOCATION AND CIRCULATION OF PUBLIC LIBRARIES IN WASHINGTON COUNTY: 2007**

Community	Library	Circulation
City of Hartford	Hartford Public Library	171,978
City of West Bend	West Bend Community Memorial Library	593,921
Village of Germantown	Germantown Community Library	288,515
Village of Kewaskum	Kewaskum Public Library	54,408
Village of Slinger	Slinger Public Library	92,928
Total	- -	1,201,750

Source: Mid-Wisconsin Federated Library System.

facilities; health care services and facilities; safety and emergency management services; and other general government services. Transportation facilities and services, which are also provided by the County, are addressed in the Transportation Element (Chapter VIII).

- ***Town of Farmington*** provides services or establishes agreements for recycling collection, parks, maintenance of streets under Town jurisdiction, street lighting, fire protection, police protection, and emergency medical services throughout the Town. Town land use regulations also affect the location of existing and potential telecommunications facilities, power plants, cemeteries, health care facilities, child care facilities, and schools. An inventory and description of utilities and community facilities provided by the Town are included in Part 1 of this chapter.
- ***School districts*** are responsible for planning, constructing, and operating school facilities and for providing educational services.
- ***The private sector*** typically provides electric power, natural gas, communications services, health care, and child care services.

### **Utilities and Community Facilities Goals, Objectives, Policies, and Programs**

#### **Goals:**

- Provide a safe, secure, and healthful environment and a high quality of life for Town residents.
- Continue to provide adequate law enforcement and emergency services for Town residents and businesses.
- Minimize the future costs of providing services to residents.

#### **Objectives (Actions):**

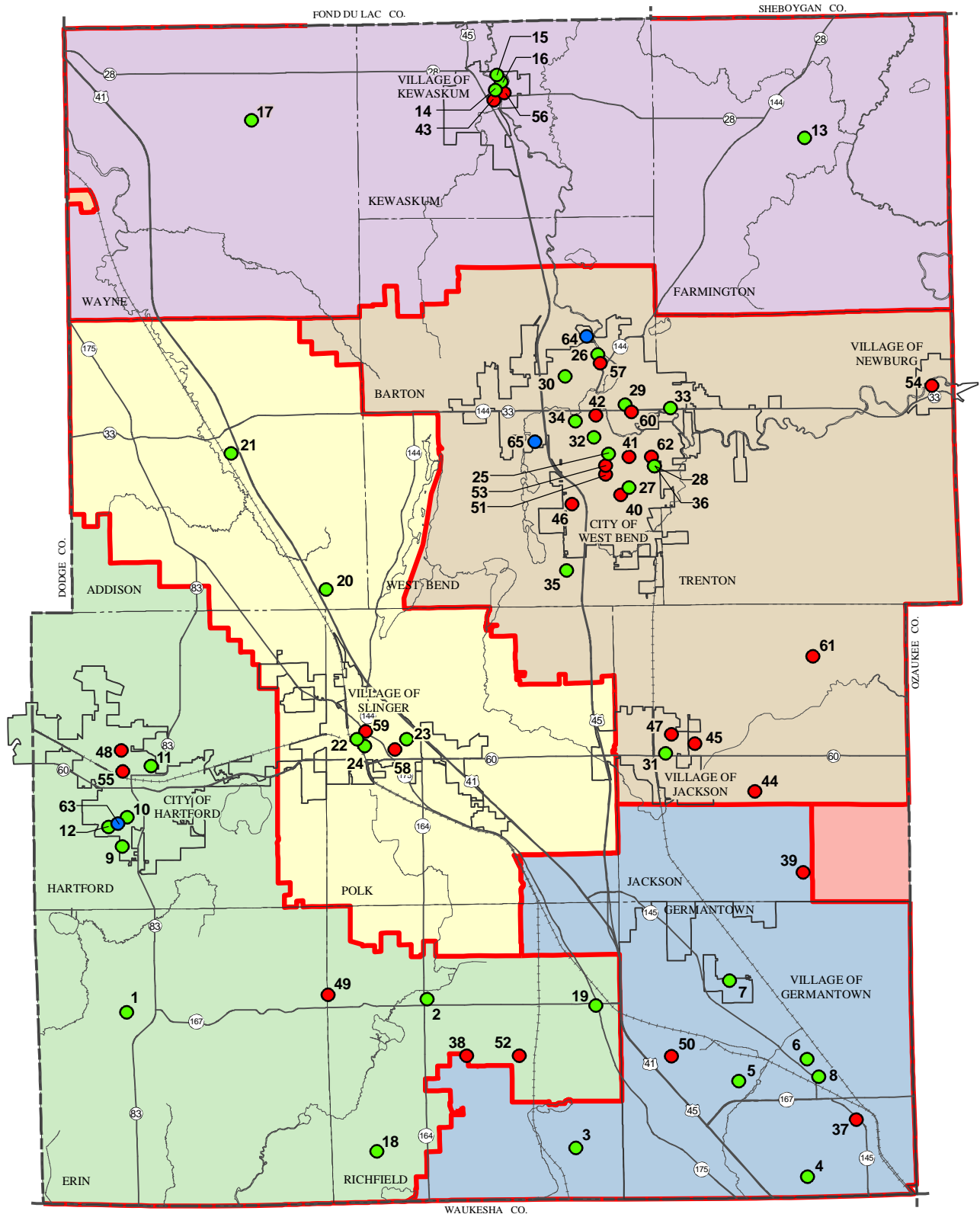
- Strive to match the level of public services with the basic needs of new development and population increases.
- Require developers to pay for improvements needed to support new development requests.
- Volunteer fire departments serving the Town of Farmington may need to consider options during the planning period that would address increasing costs and declining numbers of daytime volunteers.
- Fire departments may need to consider combining fire services in the planning period to best utilize volunteer staff and decrease equipment costs.
- Continue to maintain Town parks and develop additional parks and facilities as needs are identified and funding becomes available.
- Explore a partnership with Washington County for recycling programs and facilities, including establishment of household hazardous waste collection sites and facilities.

#### **Policies:**

- Discourage development in areas not easily accessed by emergency and other service vehicles.
- Continue to work with and support the Washington County Sheriff's Department in providing police protection services to the Town.
- Continue to work with and support the Boltonville and Fillmore Fire Departments in providing fire protection and rescue services to the Town.

# Map 19

## PUBLIC AND PRIVATE SCHOOLS AND PUBLIC HIGH SCHOOL DISTRICTS IN WASHINGTON COUNTY: 2008



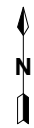
### HIGH SCHOOL DISTRICTS

<span style="display:inline-block; width:15px; height:15px; background-color: #f8d7da; border: 1px solid #c6c8ca;"></span> CEDARBURG	<span style="display:inline-block; width:15px; height:15px; background-color: #fff3cd; border: 1px solid #ffee58;"></span> LOMIRA
<span style="display:inline-block; width:15px; height:15px; background-color: #d1ecf1; border: 1px solid #bee5eb;"></span> GERMANTOWN	<span style="display:inline-block; width:15px; height:15px; background-color: #fff9c4; border: 1px solid #ffee58;"></span> SLINGER
<span style="display:inline-block; width:15px; height:15px; background-color: #d4edda; border: 1px solid #c3e6cb;"></span> HARTFORD UNION H.S.	<span style="display:inline-block; width:15px; height:15px; background-color: #f8d7da; border: 1px solid #c6c8ca;"></span> WEST BEND
<span style="display:inline-block; width:15px; height:15px; background-color: #d1ecf1; border: 1px solid #bee5eb;"></span> KEWASKUM	<span style="display:inline-block; width:15px; height:15px; border-bottom: 2px solid red;"></span> SCHOOL DISTRICT BOUNDARY

### SCHOOL TYPES

<span style="display:inline-block; width:10px; height:10px; background-color: #28a745; border-radius: 50%;"></span> PUBLIC
<span style="display:inline-block; width:10px; height:10px; background-color: #dc3545; border-radius: 50%;"></span> PRIVATE
<span style="display:inline-block; width:10px; height:10px; background-color: #17a2b8; border-radius: 50%;"></span> COLLEGE / UNIVERSITY
<b>25</b> SCHOOL REFERENCE NUMBER (SEE TABLE 60)

Source: Washington County, School Districts, and SEWRPC.



0 0.5 1 2 3 MILES



Table 60

## PUBLIC AND PRIVATE SCHOOLS AND SCHOOL DISTRICTS IN WASHINGTON COUNTY: 2005-2006

Number on Map 19	Public Schools	Grades <sup>a</sup>	Enrollment <sup>b</sup>	Street Address <sup>c</sup>
1	Erin School District Erin Elementary School .....	PK-8	378	6901 CTH O, Hartford (Town of Erin)
2	Friess Lake School District Friess Lake School .....	PK-8	328	1750 STH 164, Hubertus (Town of Richfield)
3	Germantown School District Amy Belle Elementary School.....	PK-5	392	3294 Willow Creek Road, Colgate (Town of Richfield)
4	County Line Elementary School.....	PK-5	541	W159 N9939 Butternut Road, Germantown
5	Germantown High School.....	9-12	1,323	W180 N11501 River Lane, Germantown
6	Kennedy Middle School.....	6-8	876	W160 N11836 Crusader Court, Germantown
7	Rockfield Elementary School .....	K-5	200	N132 W18473 Rockfield Road, Germantown
8	MacArthur Elementary School .....	PK-5	399	W154 N11492 Fond Du Lac Avenue, Germantown
9	Hartford J1 Public Schools Central Middle School.....	6-8	539	1100 Cedar Street, Hartford
10	Lincoln Elementary School .....	PK-5	556	755 S. Rural Street, Hartford
11	Rossman Elementary School.....	PK-5	541	600 Highland Avenue, Hartford
12	Hartford UHS School District Hartford High School .....	9-12	1,704	805 Cedar Street, Hartford
13	Kewaskum School District Farmington Elementary School.....	PK-5	245	8736 Boltonville Road, Kewaskum (Town of Farmington)
14	Kewaskum Elementary School .....	PK-5	413	1415 Bilgo Lane, Kewaskum
15	Kewaskum Middle School.....	6-8	419	1510 Bilgo Lane, Kewaskum
16	Kewaskum High School.....	9-12	655	1676 Reigle Drive, Kewaskum
17	Wayne Elementary School.....	PK-5	128	W5760 County Road H, Campbellsport
18	Richfield J1 School District Plat Elementary School .....	PK-2	116	4908 Monches Road, Colgate (Town of Richfield)
19	Richfield Elementary School .....	3-8	296	3117 Holy Hill Road, Richfield
20	Slinger School District Addison Elementary School.....	PK-5	373	5050 Indian Road, Hartford
21	Allenton Elementary School.....	PK-5	390	228 Weis Street, Allenton (Town of Addison)
22	Slinger Elementary School.....	PK-5	479	203 Polk Street, Slinger
23	Slinger Middle School .....	6-8	670	521 Olympic Drive, Slinger
24	Slinger High School .....	9-12	924	209 Polk Street, Slinger
25	West Bend School District Badger Middle School.....	6-8	507	710 S. Main Street, West Bend
26	Barton Elementary School .....	PK-5	405	614 School Place, West Bend
27	Decorah Elementary School .....	PK-5	408	1225 Sylvan Way, West Bend
28	East High School .....	9-12	1,264	1305 E. Decorah Road, West Bend
29	Fair Park Elementary School .....	PK-5	466	519 N. Indiana Avenue, West Bend
30	Green Tree Elementary School.....	K-5	498	1330 Green Tree Road, West Bend
31	Jackson Elementary School.....	K-5	494	W204 N16850 Jackson Drive, Jackson
32	McLane Elementary School.....	K-5	563	833 Chestnut Street, West Bend
33	Phoenix Academy High School.....	9-12	75	1710 E. Washington Street, West Bend
34	Silverbrook Middle School .....	6-8	603	120 N. Silverbrook Drive, West Bend
35	Silver Maple PK .....	PK	42	5190 S. 18 <sup>th</sup> Avenue, West Bend
36	West High School .....	9-12	1,213	1305 E. Decorah Road, West Bend
- -	Private Schools	Grades <sup>a</sup>	Enrollment <sup>d</sup>	Street Address <sup>c</sup>
37	Bethlehem Evangelical Lutheran School.....	PK-4	173	N108 W14290 Bel Aire Lane, Germantown
38	Crown of Life Evangelical Lutheran School.....	PK-7	47	1292 Tally Ho Trail, Hubertus (Town of Richfield)
39	David's Star Evangelical Lutheran School.....	PK-8	158	2750 David's Star Drive, Jackson
40	First Baptist Academy School .....	K-7	15	224 Butternut Street, West Bend
41	Good Shepherd Lutheran School.....	PK-8	237	777 Indiana Avenue, West Bend
42	Holy Angels School.....	PK-8	389	230 N. 8 <sup>th</sup> Avenue, West Bend

Table 60 (continued)

Number on Map 19	Private Schools	Grades <sup>a</sup>	Enrollment <sup>d</sup>	Street Address <sup>c</sup>
43	Holy Trinity Catholic School .....	PK-8	177	305 Main Street, Kewaskum
44	Kettle Moraine Lutheran High School.....	9-12	410	3399 Division Road, Jackson
45	Living Word Lutheran High School .....	9-12	151	2230 Living Word Lane, Jackson
46	Montessori Children House West School .....	PK-K	100	1701 Vogt Drive, West Bend
47	Morning Star Lutheran School.....	PK-8	167	N171W20131 Highland Road, Jackson
48	Peace Lutheran School.....	PK-8	223	1025 Peace Lutheran Drive, Hartford
49	St. Augustine School Inc .....	K-11	63	1810 CTH CC, Hartford
50	St. Boniface Elementary School.....	PK-8	307	W204 N11968 Goldendale Drive, Germantown
51	St. Frances Cabrini School .....	PK-8	400	529 Hawthorn Drive, West Bend
52	St. Gabriel Elementary School .....	PK-8	122	3733 Hubertus Road, Hubertus (Town of Richfield)
53	St. John's Lutheran School .....	PK-8	226	899 S. 6 <sup>th</sup> Avenue, West Bend
54	St. John's Lutheran School .....	PK-8	63	623 Congress Street, Newburg
55	St Kilian Elementary School.....	PK-8	199	245 High Street, Hartford
56	St. Lucas Grade School .....	PK-8	107	1410 Parkview Drive, Kewaskum
57	St. Mary Immaculate Conception School .....	PK-8	144	415 Roosevelt Drive, West Bend
58	St. Paul's School.....	PK-8	75	799 Saint Paul Drive, Slinger
59	St. Peter Catholic Grade School .....	PK-8	67	206 E. Washington Street, Slinger
60	Tri-Center Alternative School .....	8-12	11	515 E. Washington Street, West Bend
61	Trinity Lutheran School .....	PK-8	74	1268 Pleasant Valley Road, West Bend
62	West Bend Christian School.....	PK-2	27	1110 E. Decorah Road, West Bend
- -	Colleges/Universities	Grades <sup>a</sup>	Enrollment <sup>e</sup>	Street Address <sup>c</sup>
63	Moraine Park Technical College – Hartford.....	- -	- - <sup>f</sup>	805 Cedar Street, Hartford
64	Moraine Park Technical College – West Bend ..	- -	- - <sup>f</sup>	2151 N. Main Street, West Bend
65	University of Wisconsin-Washington County .....	- -	1,018	400 University Drive, West Bend

<sup>a</sup>K is kindergarten and PK is pre-kindergarten.

<sup>b</sup>Enrollment is based on 2005 data.

<sup>c</sup>Street address is the school's mailing address.

<sup>d</sup>Enrollment is based on 2006 data.

<sup>e</sup>Enrollment is based on 2007 data.

<sup>f</sup>2007 enrollment for the entire Moraine Park Technical College was 21,513. Moraine Park Technical College has campuses in the City of West Bend in Washington County, the City of Fond du Lac in Fond du Lac County, and the City of Beaver Dam in Dodge County, and regional centers in the City of Hartford in Washington County and the City of Ripon in Fond du Lac County. Enrollment data for individual campuses and regional centers is not available.

Source: Wisconsin Department of Public Instruction, Moraine Park Technical College, UW-Washington County, and SEWRPC.

- Continue the use of private wells to supply water for domestic and other uses in the Town.
- Continue to rely on private onsite wastewater treatment systems (POWTS) for wastewater disposal in the Town.
- Continue to maintain the Town Hall to effectively conduct Town government business.
- Continue to develop a park system to serve Town residents.
- Work with Washington County to provide adequate health care facilities and services to maintain the high level of health care in the Town.
- Support continued County participation in the Mid-Wisconsin Federated Library System.
- Work with the Kewaskum School District, if requested, to provide information regarding proposed residential developments to help the districts prepare accurate facilities plans. The one public school and one school district located in the Town are shown on Map 19.
- Cooperate with electric and gas service providers, such as We Energies, to provide power and heat to Town residents and businesses.

- Work with private providers and SEWRPC to provide the most affordable and efficient communications and telecommunications systems to Town residents and landowners.
- Continue to rely on private firms for solid waste collection and disposal services.
- Continue to provide for recycling collection services for Town residents.
- Although cemeteries are not provided by the Town, the Town encourages the expansion of existing cemeteries or the development of new cemeteries in the Town in appropriate locations, subject to review and approval by the Town.
- Although child care facilities are not provided by the Town, the Town supports the development of additional child care facilities in the Town, where appropriate, to meet the needs of Town residents, subject to review and approval by the Town.

**Program:**

- Continue to coordinate with Washington County in the implementation of Chapter 25, Sanitary Code, of the Washington County Code of Ordinances, which includes the regulation of private onsite wastewater treatment systems (POWTS) in the Town.

## SUMMARY

Part 1 of this chapter provides inventory information on existing utilities and community facilities in the Town of Farmington. Information regarding wastewater disposal, water supply, stormwater management, solid waste disposal, recycling facilities, road maintenance, telecommunication facilities, power plants and transmission lines, street lighting, cemeteries, health care facilities, assisted living facilities, child care facilities, police protection, fire protection, emergency management services, libraries, schools, and other government facilities is included in this chapter. The planning recommendations set forth in Part 2 of this chapter are directly related to the inventory information.

- All developed properties in the Town of Farmington rely on private onsite waste treatment systems (POWTS). Washington County regulates POWTS in the Town under the County Sanitary Code, which is Chapter 25 of the County Code of Ordinances. Between 1980 and 2006, permits were issued for 901 POWTS in the Town. There are no public sanitary sewers in the Town.
- Water for domestic and other uses in the Town is supplied by groundwater through the use of private wells from the shallow aquifer. The Town does not have a public water supply system.
- Stormwater in the Town drains through natural watercourses, roadside ditches, and culverts. The Town does not have a centralized storm sewer system.
- The Town of Farmington does not provide for solid waste collection. Town residents contract privately with either Veolia Environmental Services or Waste Management for individual garbage collection services. The Town of Farmington has curb-side pick-up of recyclables provided by Veolia Environmental Services.
- The Town contracts with private providers for the maintenance of about 65 miles of Town roads. Maintenance duties include centerline striping, pavement markings, mowing roadsides, grading gravel shoulders, replacing cross road culverts, cleaning roadside ditches, and installing street signs. The Town also contracts for road paving, reconstruction projects, and snow plowing.
- Telecommunications providers with wireless antennas in the Town included AT&T, Sprint, and U.S. Cellular. There are two wireless antenna towers in the Town, one which accommodated antennas for two companies and one accommodating antennas for a single carrier.
- The Town provides street lighting within the hamlets of Boltonville and Fillmore.
- There are seven cemeteries in the Town encompassing about 11 acres.

- In 2006, the Town of Farmington had one licensed group child care center, St. Andrew Lutheran E C Campus.
- Police protection in the Town is provided by the Washington County Sheriff's Department.
- The Boltonville Volunteer Fire Department provides fire protection to the north and western portions of the Town and the Fillmore Fire Department serves the south and eastern portions of the Town. Emergency medical service units associated with the Boltonville, Fillmore, Kewaskum, and Newburg fire departments provide emergency rescue services in the Town.
- The Town of Farmington does not have a public library. The nearest libraries are the Kewaskum Public Library in the Village of Kewaskum and the West Bend Community Memorial Library in the City of West Bend.
- The Town of Farmington is located entirely within the Kewaskum School District. The District operates one school in the Town, Farmington Elementary School (serving Kindergarten through 5th grade) located on Boltonville Road just north of CTH H. Kewaskum middle and high schools in the Village of Kewaskum serve public middle and high school students in the Town.
- The Town Hall is located on the east side of STH 144, just north of CTH X.

## Chapter X

# ECONOMIC DEVELOPMENT ELEMENT

### INTRODUCTION

The economic development element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(f) of the *Statutes* requires the economic development element to compile goals, objectives, policies, and programs that promote the stabilization and retention or expansion of the economic base and quality employment opportunities in the Town of Farmington. In addition, this element must:

- Include an analysis of the Town labor force and economic base.
- Assess categories or particular types of new businesses and industries that are desired by the Town.
- Assess the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries and designate an adequate number of sites for such businesses and industries.
- Evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses.
- Identify economic development programs, including State and Regional programs, which apply to the Town.

In addition, the following comprehensive planning goals related to the economic development element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Building of community identity by revitalizing main streets and enforcing design standards.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

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<sup>1</sup>Chapter I lists all 14 of the comprehensive planning goals included in Section 16.965 of the *Statutes*.

- Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local level.

Part 1 of this chapter provides an inventory and analysis of the labor force and economic base in the Town including approximate employment and unemployment, employment by job type in Washington County,<sup>2</sup> the largest employers in the Town, personal income characteristics of residents, existing and planned business/industrial parks in neighboring communities, and environmentally contaminated land.

Part 2 sets forth the projected number of jobs in the Town in 2035, an assessment of desirable new businesses and industries, and an assessment of the Town's strengths and weaknesses with respect to attracting those businesses and industries. Part 3 sets forth economic development goals, objectives, and programs through the plan design year of 2035.

A description of economic development organizations and programs which assist in the establishment, retention, and expansion of area businesses, is provided in Appendix E.

## PART 1: INVENTORY AND ANALYSIS

### Labor Force

The labor force is defined as those residents of the Town of Farmington 16 years of age and older who are employed or are actively seeking employment. Labor force data are often referred to as "place of residence" data as opposed to "place of work" data, or employment data. The labor force is not equated with the number of employment opportunities, or jobs, in the Town because some Town residents are employed outside the Town, some have more than one job, some are unemployed, and some jobs in the Town are held by non-residents.

Table 61 sets forth the employment status of Town residents 16 years of age or older. There were 1,867 employed persons residing in the Town and 1,930 Town residents in the labor force in 2000. Employed persons comprised about 58 percent of the total population of the Town in 2000. There were 63 unemployed persons age 16 or older, or about 3 percent of the labor force. By comparison, 2.7 percent of the County labor force, 3.6 percent of the Regional<sup>3</sup> labor force, and 3.2 percent of the State labor force were unemployed in 2000. Unemployment has trended upward between 2000 and 2006. As of November 2006, the Wisconsin Department of Workforce Development (DWD) reported the unemployment rate in Washington County at 3.9 percent of the labor force and the unemployment rate for the Milwaukee Metropolitan area<sup>4</sup> at 5.5 percent of the labor force. About 21 percent of Town residents, or 526 persons, 16 years of age or older did not participate in the labor force in 2000.<sup>5</sup>

<sup>2</sup>This data is only available at the County level.

<sup>3</sup>The Southeastern Wisconsin Region consists of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

<sup>4</sup>The Milwaukee Metropolitan area consists of Milwaukee, Ozaukee, Washington, and Waukesha Counties.

<sup>5</sup>Persons age 16 and older who did not participate in the labor force include only those persons who did not work nor seek employment.

**Table 61**

### EMPLOYMENT STATUS OF PERSONS 16 YEARS OF AGE OR OLDER RESIDING IN THE TOWN OF FARMINGTON: 2000

Employment Status	Residents 16 Years of Age and Older		
	Number	Percent of Labor Force	Percent of all Persons Age 16 and Older
Employed.....	1,867	96.7	76.0
Unemployed.....	63	3.3	2.6
In Armed Forces .....	- -	- -	- -
Subtotal in Labor Force	1,930	100.0	78.6
Not in Labor Force .....	526	- -	21.4
Total	2,456	- -	100.0

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

Table 11, in Chapter III, sets forth the location of employment for Town and County residents in 2000. About 57 percent of employed Town residents worked within Washington County, including about 30 percent in the City of West Bend, and about 43 percent of residents traveled outside the County for employment. Of the 43 percent of Town residents who traveled outside the County for employment, about 16 percent worked in Milwaukee County and about 13 percent worked in Ozaukee County.

The occupational and educational attainment make-up of the labor force provides useful insight into the nature of work the Town labor force is most suited to, the type of industry that the Town may be most successful in retaining and attracting, and the types of new businesses and industries most desired by the Town. The number of employed persons by occupation in the Town and County is set forth in Table 10 in Chapter III. Town residents employed in management, professional, and related occupations comprised the largest percentage of the employed labor force at about 28 percent, or 519 workers. Production, transportation, and material moving and sales and office occupations ranked second and third respectively, with about 26 percent, or 480 workers, and about 21 percent, or 396 workers, of the employed Town residents. Construction, extraction, and maintenance occupations (12 percent); service occupations (11 percent); and farming, fishing, and forestry occupations (2 percent) represent the remaining 25 percent of the employed Town workforce.

The high percentage of workers in management and professional and sales and office occupations are consistent with the high level of educational attainment among Town and Washington County residents 25 years of age and older. Nearly 88 percent of Town residents at least 25 years of age and 89 percent of County residents at least 25 years of age had attained a high school or higher level of education in 2000. Those percentages are higher than the educational attainment of the overall population of the Region, where 84 percent of the population 25 years of age and older had attained this level of education as of 2000. About 45 percent of the population 25 years of age and older in the Town and about 54 percent of the population 25 years of age and older in Washington County attended some college or earned an associate, bachelor, or graduate degree, compared to about 54 percent in the Region. Educational attainment for residents of the Town and County is set forth in Table 6 in Chapter III.

Changing age composition of the Town labor force, which is expected to resemble that of Washington County, may also affect retention and attraction of business and industry to the Town and the types of business and industry most desired by the Town. The percentage of the population under 20 years old and ages 20 to 44 is expected to decrease by 4 percent and 8 percent, respectively, from 2000 to 2035. However, the percentage of the population ages 45 to 65 will remain stable, while the percentage of the population 65 years of age and older will increase by 13 percent. The result will be a smaller working age percentage of the population, and a population that may demand an increase in certain products and services, such as those provided by the health care industry.

The projected population of the Town for 2035, as stated in Chapter III, is 4,500 persons. Assuming the Town population projection and the County age composition projection will apply within the Town, about 3,600 Town residents will be working age (age 16 or older<sup>6</sup>). If current labor force participation trends hold constant and the same methodology for calculation is used as above, about 2,681 Town residents could be participating in the labor force in 2035. However, this method does not account for retired persons. The large percentage change in persons in the age 65 and older category (from 11 percent to 24 percent in Washington County between 2000 and 2035) will likely mean a larger percentage of retired residents in 2035.

## **Employment**

### ***Number and Type of Jobs***

Employment or “place of work” data are the number and type of jobs available in the Town of Farmington and Washington County. This information provides an important indicator of the level of economic activity for economic development planning and land use planning purposes. Employment data and labor force data form the baseline information in determining how many and what type of jobs will need to be added in the Town and County to serve the projected 2035 Town population.

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<sup>6</sup>*This definition is based on methodology used by the U.S. Census Bureau for compiling labor force data.*

**Table 62****NUMBER OF JOBS IN WASHINGTON COUNTY: 1950-2000**

Year	Number of Jobs	Change From Preceding Year		Percent of Region Total
		Number	Percent	
1950	10,200	--	--	1.8
1960	15,200	5,000	49.0	2.3
1970	24,300	9,100	59.9	3.1
1980	35,200	10,900	44.9	3.7
1990	46,000	10,900	31.0	4.3
2000	61,700	15,600	33.8	5.0

Source: U.S. Bureau of Economic Analysis and SEWRPC.

**Table 63****NUMBER OF JOBS IN WASHINGTON COUNTY COMMUNITIES: 2000**

Community	Number of Jobs	Percent
<b>Cities</b>		
Hartford <sup>a</sup> .....	8,248	13.3
West Bend .....	19,181	31.0
<b>Villages</b>		
Germantown .....	12,724	20.5
Jackson .....	3,392	5.5
Kewaskum .....	1,891	3.1
Newburg <sup>b</sup> .....	514	0.8
Slinger .....	2,453	4.0
<b>Towns</b>		
Addison .....	2,061	3.3
Barton .....	1,344	2.2
Erin .....	502	0.8
Farmington .....	513	0.8
Germantown .....	242	0.4
Hartford .....	995	1.6
Jackson .....	955	1.5
Kewaskum .....	502	0.8
Polk .....	1,557	2.5
Richfield .....	2,544	4.1
Trenton .....	432	0.7
Wayne .....	557	0.9
West Bend .....	1,339	2.2
Washington County <sup>c</sup>	61,946	100.0

<sup>a</sup>Includes entire City of Hartford.

<sup>b</sup>Includes entire Village of Newburg.

<sup>c</sup>Includes Washington County and the entire City of Hartford and Village of Newburg.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

Table 62 shows historic employment growth in Washington County between 1950 and 2000. In 1950, there were 10,200 jobs located in the County. Between 1950 and 2000, the number of jobs located in the County grew by 505 percent, which was significantly higher than the 113 percent job growth experienced in the Region over the same time period.

Table 63 sets forth the number of jobs in 2000 in the Town of Farmington and each community in the County. In 2000, the Town of Farmington had 513 jobs. Jobs were concentrated in the Cities of Hartford and West Bend and the Villages of Germantown, Jackson, Kewaskum, Newburg, and Slinger. These communities also have the largest populations and number of residents in the labor force.

Historical job levels by general industry group are summarized for the County and Region in Table 12 in Chapter III. The 1990's saw a continuation of a shift in the regional economy from manufacturing to service industry jobs. Manufacturing employment in the Region was virtually unchanged during the 1990's, following a 15 percent decrease during the 1980's, and a modest 4 percent increase during the 1970's. Conversely, service-related employment increased substantially during each of the past three decades, by 33 percent during the 1990's, 41 percent during the 1980's, and 53 percent during the 1970's. Due to these differential growth rates, the proportion of manufacturing jobs relative to total jobs in the Region decreased from 32 percent in 1970 to 18 percent in 2000, while service-related employment increased from 18 percent in 1970 to 33 percent in 2000. In comparison to the manufacturing and service industry groups, other major industry—such as wholesale trade, retail trade, government, and finance, insurance, and real estate—have been relatively stable in terms of their share of total employment in the Region over the last three decades. Agricultural jobs decreased by over 50 percent between 1970 and 2000, the only industry group other than manufacturing to lose employees.

Unlike the region and the rest of Wisconsin, Washington County has experienced an increase in manufacturing jobs. Manufacturing jobs in the County increased from 9,255 jobs to 17,307 jobs, or by almost 87 percent, between 1970 and 2000. The County also experienced growth in all other employment categories between 1970 and 2000, with the exception of agricultural jobs. Agricultural jobs decreased about 37 percent, from 2,002 jobs to 1,255 jobs.



Table 64

## PRIVATE AND GOVERNMENT EMPLOYMENT BY INDUSTRY GROUP IN WASHINGTON COUNTY: 2004

Industry Group (NAICS) <sup>a</sup>	Former SIC Industry Group <sup>b</sup>	Number	Percent
Private Employment			
Forestry, fishing, related activities, and other.....	Agricultural, forestry, and fishing	44	0.1
Mining.....	Mining	77	0.1
Utilities.....	Transportation, communication, electric, gas, and sanitary services	-- <sup>c</sup>	-- <sup>c</sup>
Construction.....	Construction	4,404	6.8
Manufacturing.....	Manufacturing	14,178	22.0
Wholesale trade.....	Wholesale trade	3,232	5.0
Retail trade.....	Retail trade	7,848	12.2
Transportation and warehousing.....	Transportation, communication, electric, gas, and sanitary services	-- <sup>c</sup>	-- <sup>c</sup>
Information.....	Services	641	1.0
Finance and insurance.....	Finance, insurance, and real estate	2,669	4.2
Real estate and rental and leasing.....	Finance, insurance, and real estate	1,618	2.5
Professional and technical services.....	Services	2,338	3.6
Management of companies and enterprises.....	Services	97	0.2
Administrative and waste services.....	Services	2,650	4.1
Educational services <sup>d</sup> .....	Services	613	1.0
Health care and social assistance.....	Services	5,349	8.3
Arts, entertainment, and recreation.....	Services	1,186	1.9
Accommodation and food services.....	Services; Retail trade	4,297	6.7
Other services, except public administration.....	Services	3,951	6.1
Farm employment.....	Agricultural, forestry, and fishing	1,230	1.9
Subtotal <sup>e</sup>	--	58,586	91.0
Government and Government Enterprises			
Federal, civilian.....	Public Administration; Transportation, communication, electric, gas, and sanitary services	258	0.4
Military.....	Public Administration	404	0.6
State government.....	Public Administration	261	0.4
Local government.....	Public Administration	4,873	7.6
Subtotal	--	5,853	9.0
Total	--	64,362 <sup>f</sup>	100.0

<sup>a</sup>American Industry Classification System.

<sup>b</sup>Standard Industry Classification system.

<sup>c</sup>Detailed data is not available at the County level; however, the utilities and transportation and warehousing industry groups combined total 2,164 jobs and 3.3 percent of the total jobs located in the County.

<sup>d</sup>The educational service category includes those employed by private schools and colleges. Public school employees are included in the local government category.

<sup>e</sup>Subtotal includes the sum of forestry, mining, utilities, and transportation and warehouse industry jobs.

<sup>f</sup>Includes Washington County only.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

There were 64,362 jobs located in the County in 2004, which is an increase of 4 percent from the 2000 level. Table 64 sets forth the number of jobs by industry group in the County as of 2004. The two industry groups listed on Table 64 include the Standard Industry Classification (SIC) system and the North American Industry Classification System (NAICS). The two industry groups provide different industry group classifications. In 1997, the U.S. government started using the NAICS to categorize employment data. The NAICS was developed jointly by the U.S., Canada, and Mexico to provide improved comparability in statistics about business activity across North America.

### Major Employment Types<sup>7</sup>

The manufacturing industry led Washington County in number of jobs in 2004, despite the drop in the number of manufacturing jobs from 17,307 in 2000 to 14,178 in 2004. The next five largest private employment categories were:

- Retail trade – 7,848 jobs
- Health care and social assistance – 5,349 jobs
- Construction – 4,404 jobs
- Accommodation and food services – 4,297 jobs
- Other services, except public administration – 3,951 jobs

The largest government employer in the County was local government, which consisted of 4,853 jobs.

### Location Quotient Analysis

The Washington County location quotient, set forth in Table 65, is a ratio comparing the concentration of jobs in the County by industry type to the concentration of jobs in the State and Nation by industry type. If the location quotient is one, the County has an equal concentration of jobs by that industry type compared to the State or Nation. If the location quotient is less than one, the County has a lower concentration of jobs by that industry type compared to the State or Nation. If the location quotient is greater than one, the County has a higher concentration of jobs by that industry type compared to the State or Nation. Compared to the State and Nation, Washington County has a very high concentration of manufacturing, wholesale trade, and, construction jobs. In addition, the County has a high concentration of retail trade and other services, except public administration jobs. By contrast, the County has a low concentration of information technology, finance and insurance, professional and technical services, management, administrative and waste services, educational services, health care and social assistance, farm employment, and government related jobs.

### Major Employment Locations

Major employment locations (those with 100 or more employees) in Washington County in 2007 are listed by community on Table 66. Ranges are given rather than a specific number of employees for privacy reasons. No major employer was located in the Town. Large employers in the Town include the Kewaskum School District (Farmington Elementary School), with 50-99 employees; Country Catering and the Town of Farmington, both with 10-19 employees; and U.S. Cylinders, with 5-9 employees. The largest employers in the County were Serigraph Inc., Washington County, West Bend Mutual Insurance Co., and the West Bend School District in the City of West Bend; Broan-Nutone LLC, Quad/Graphics Inc., and Signicast Corporation in the City of Hartford; Techstar MFG Company in the Village of Germantown; St. Joseph's Hospital in the Town of Polk; Benevolent Corporation Cedar Community in the Town of West Bend; and Sysco Food Services in the Village of Jackson. The largest employers in participating local governments without a major employer (100 or more employees) are listed in Table 67.

Table 65

### WASHINGTON COUNTY EMPLOYMENT LOCATION QUOTIENT: 2004<sup>a</sup>

Industry (NAICS)	Comparison with State	Comparison with Nation
Private Employment		
Forestry, fishing, related activities, and other.....	-- <sup>b</sup>	-- <sup>b</sup>
Mining.....	-- <sup>b</sup>	-- <sup>b</sup>
Utilities.....	-- <sup>b</sup>	-- <sup>b</sup>
Construction.....	1.26	1.13
Manufacturing.....	1.47	2.53
Wholesale trade.....	1.39	1.39
Retail trade.....	1.05	1.11
Transportation and warehousing.....	-- <sup>b</sup>	-- <sup>b</sup>
Information.....	0.63	0.48
Finance and insurance.....	0.85	0.87
Real estate and rental and leasing.....	1.00	0.68
Professional and technical services.....	0.86	0.56
Management of companies and enterprises.....	0.17	0.20
Administrative and waste services.....	0.91	0.68
Educational services.....	0.59	0.50
Health care and social assistance.....	0.78	0.84
Arts, entertainment, and recreation.....	1.00	0.90
Accommodation and food services.....	0.97	1.00
Other services, except public administration.....	1.17	1.07
Farm employment.....	0.66	1.12
Government and Government Enterprises		
Federal, civilian.....	0.50	0.25
Military.....	1.20	0.50
State government.....	0.14	0.13
Local government.....	0.94	0.93

<sup>a</sup>Includes Washington County only.

<sup>b</sup>Detailed data is not available at the County level.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

<sup>7</sup>This data is only available at the County level.

Table 66

MAJOR EMPLOYERS IN WASHINGTON COUNTY: 2007<sup>a,b</sup>

Name	Location	Number of Employees <sup>c</sup>	Name	Location	Number of Employees <sup>c</sup>
City of Hartford			Village of Germantown		
Broan-Nutone, LLC .....	926 West State Street	500-999	Techstar MFG Company .....	W190 N11701 Moldmakers Way	500-999
Quad/Graphics, Inc. <sup>d</sup> .....	1900 West Sumner Street	500-999	Airgas Safety, Inc. ....	W185 N11300 Whitney Drive	250-499
Signicast Corporation <sup>d</sup> .....	1800 Innovation Way	500-999	David J. Frank Landscape Contracting, Inc. ....	N120 W21350 Freistadt Road	250-499
API Software, Inc. ....	310 North Wilson Avenue	250-499	GKN Sinter Metals, Inc. ....	N112 W18700 Mequon Road	250-499
Aurora Medical Center of Washington County, Inc. ....	1032 East Sumner Street	250-499	Gehl Guernsey Farms, Inc. ....	N116 W15970 Main Street	100-249
Aurora Medical Group, Inc. ....	1004 East Sumner Street	100-249	Germantown Public High School .....	W180 N11501 River Lane	100-249
Hartford Finishing, Inc. ....	844 West State Street	100-249	Germantown Public School (Kennedy Middle) .....	W160 N11836 Crusader Court	100-249
K-MART Corporation .....	1275 Bell Avenue	100-249	J.W. Speaker Corporation .....	W185 N11315 Whitney Drive	100-249
Mineshaft Restaurant .....	22 North Main Street	100-249	L.T. Hampel Corporation .....	W194 N11551 McCormick Drive	100-249
Menasha Packaging Company .....	621 Wacker Drive	100-249	Smurfit-Stone Container Enterprises, Inc. ....	11900 North River Lane	100-249
Steel Craft Corporation of Hartford .....	105 Steelcraft Drive	100-249	Virginia Highlands Health and Rehabilitation Center .....	N173 N10915 Bernies Way	100-249
THI of Wisconsin at Hartford, LLC .....	1202 East Sumner Street	100-249	Ultra Mart Foods, LLC .....	N112 W16200 Mequon Road	100-249
Triton Corporation .....	857 West State Street	100-249	Village of Germantown .....	N112 W17001 Mequon Road	100-249
City of West Bend			Village of Jackson		
Washington County .....	432 East Washington Street	500-999	Sysco Food Services of Eastern Wisconsin, LLC .....	1 Sysco Drive	500-999
Serigraph, Inc. ....	3801 East Decorah Road	500-999	Village of Kewaskum		
West Bend Mutual Insurance Co. ....	1900 South 18th Avenue	500-999	Regal Ware Inc. ....	1675 Reigle Drive	100-249
West Bend School District .....	735 South Main Street	500-999	Kewaskum School District	1675 Reigle Drive #100	100-249
City of West Bend [AC] .....	1115 South Main Street	250-499	Village of Richfield		
Kettle Moraine YMCA, Inc. ....	1111 West Washington Street	250-499	Cabela's .....	3049 STH 145	250-499
Regal Ware, Inc. ....	1100 Schmidt Road	250-499	W.G. Strohwig Tool/Die, Inc. ....	3285 Industrial Road	100-249
Serigraph, Inc. ....	3701 East Decorah Road	250-499	Town of Addison		
WAL-MART Associates, Inc. ....	1515 West Paradise Drive	250-499	Kreilkamp Trucking Inc. ....	6487 STH 175	250-499
Amity Rolfs, Inc. ....	820 East Washington Street	100-249	Maysteel, LLC .....	6199 CTH W	250-499
Aurora Medical Group, Inc. ....	205 Valley Avenue	100-249	Town of Barton		
Fleet & Farm Supply Co of West Bend, Inc. ....	1637 West Wash Street	100-249	Weasler Engineering, Inc. ....	7801 North USH 45	250-499
Gehl Co. ....	143 Water Street	100-249	Town of Germantown		
Kohl's Department Stores, Inc. ....	1400 South Main Street	100-249	Riteway Bus Service, Inc. ....	W201 N13900 Fond Du Lac Avenue	100-249
Menard, Inc. ....	575 West Paradise Drive	100-249	Town of Jackson		
REM Wisconsin .....	505 Meadowbrook Drive	100-249	Schreiber Foods .....	807 Pleasant Valley	100-249
Moore Wallace North America, Inc. ....	201 East Progress Drive	100-249	Town of Kewaskum		
Serigraph, Inc. ....	603 Hi Mount Road	100-249	Summit Ski Corporation .....	8355 Prospect	250-499
The Threshold Inc. ....	600 Rolfs Avenue	100-249	Town of Polk		
Ultra Mart Foods, LLC .....	2380 West Washington Street	100-249	St. Joseph's Hospital .....	3200 Pleasant Valley Road	500-999
Ultra Mart Foods, LLC .....	1719 South Main Street	100-249	Town of West Bend		
			Benevolent Corp Cedar Community .....	5595 CTH Z	500-999

<sup>a</sup>Major employers include those with 100 or more employees at a single location.

<sup>b</sup>Includes Washington County, that portion of the City of Hartford located in Dodge County, and that portion of the Village of Newburg located in Ozaukee County.

<sup>c</sup>The exact number of employees is confidential.

<sup>d</sup>Partially located in that portion of Hartford in Dodge County.

Source: Wisconsin Department of Workforce Development and SEWRPC.

Table 67

**LARGEST EMPLOYERS IN WASHINGTON COUNTY COMMUNITIES WITHOUT A MAJOR<sup>a</sup> EMPLOYER: 2007**

Name	Location	Number of Employees <sup>b</sup>
<b>Village of Newburg</b>		
No-No's Restaurant LLC .....	3498 STH 33 East	35 – 99
Dehling – Voigt Inc. ....	4229 CTH Y	35 – 99
Central United Corporation.....	6789 Camody Court	35 – 99
<b>Village of Slinger<sup>c</sup></b>		
Slinger School District .....	207 E. Polk Street	50 – 99
Slinger School District (Slinger Elementary School).....	203 E. Polk Street	50 – 99
Slinger School District (Slinger Middle School) .....	521 Olympic Drive	50 – 99
Slinger School District (Slinger High School) .....	209 E. Polk Street	50 – 99
Hanke Trucking, Inc. ....	765 Hilldale Road	50 – 99
Jacob L. Hansen Foods, Inc. (Hansen Supermarket).....	1100 E. Commerce Street	50 – 99
MBW, Inc. ....	250 Hartford Road	50 – 99
Uptown Motorcars .....	1101 E. Commerce Boulevard	50 – 99
<b>Town of Erin</b>		
Erin School District .....	6901 CTH O	50 – 99
Basilica of Holy Hill .....	1525 Carmel Road	10 – 19
Erin Construction, Inc. ....	7116 Roosevelt Road	10 – 19
Heiliger Huegel Ski Club .....	5482 STH 167	10 – 19
Tally Corp .....	1855 STH 83	10 – 19
Town of Erin .....	1846 STH 83 South	5 – 9
<b>Town of Farmington</b>		
Kewaskum School District (Farmington Elementary School) .....	8736 Boltonville Road	20 – 49
Country Catering .....	1848 CTH H	10 – 19
Town of Farmington .....	9422 STH 144	10 – 19
U.S. Cylinders .....	7960 Indian Lore Road	5 – 9
<b>Town of Hartford</b>		
Lee Precision, Inc. ....	4275 CTH U	50 – 99
Hahn True Value Hardware.....	2945 STH 83	20 – 49
The Hartford Golf Club, Inc. ....	7072 Lee Road	20 – 49
Timlin's Furniture of Hartford, Inc. ....	5980 STH 60 E	20 – 49
Washington County Golf Club, Inc. ....	6439 Clover Road	20 – 49
Hartford Animal Clinic.....	2962 STH 83	10 – 19
Town of Hartford.....	3360 CTH K	10 – 19
<b>Town of Trenton</b>		
Walden's Supper Club.....	2472 Wallace Lake Road	20 – 49
Unique Services, Inc. ....	4915 C Drive	20 – 49
Phase II Mold & Die, Inc. ....	6417 Stockhausen Road	10 – 19
R & K Excavating, Inc. ....	4971 Cal Drive	10 – 19
Stocky's Fast Track, LLC .....	6405 Stockhausen Lane	10 – 19
USW Local 2-00369 .....	363 Speedway Court	10 – 19
Master Electric .....	1682 Maple Dale Road	5 – 9
<b>Town of Wayne</b>		
Brooks Stevens, Inc. ....	7741 Commercial Lane	20 – 49
Kewaskum School District (Wayne Elementary School) .....	5760 Mohawk Road	20 – 49
Spiros Industries, Inc. ....	7666 CTH WW	20 – 49
Clean "N" Brite, Inc. ....	9575 Lake Bernice Drive	10 – 19
The Learning Garden .....	5760 Mohawk Road	5 – 9
E S Service, Inc. ....	CTH W	5 – 9
Special Souvenirs, Inc. ....	9284 Skyline Drive	5 – 9
Town of Wayne .....	6030 Mohawk Road	5 – 9

<sup>a</sup>Major employers are those with 100 or more employees.

<sup>b</sup>Employers listed in this table have a minimum of five employees. The number of employees includes seasonal and part-time workers.

<sup>c</sup>Only those employers in the Village of Slinger with 50 to 99 employees are listed in this table. The Village also has 17 employers that have between 20 and 49 employees.

Source: Wisconsin Department of Workforce Development, Washington County, and SEWRPC.

### ***Annual Wages<sup>8</sup>***

Table 68 sets forth the average annual wages by industry in Washington County, the Region, and the State in 2005. The average annual wage paid to workers employed in Washington County was \$33,398 per year. This figure was about 94 percent of the State average of \$35,547 per year. Jobs in financial activities provided the highest average annual wage in the County at \$43,800, with jobs in manufacturing second at \$42,355. Jobs in construction provided the third highest average annual wage in the County at \$38,478. Jobs in leisure and hospitality provided the lowest annual wage at \$9,587. Table 68 shows that annual wages by industry were generally lower in Washington County than surrounding counties, the Southeastern Wisconsin Region, and the State.

### **Personal Income**

Personal income is another primary indicator of the overall economic well being of an area. Household income is one of the primary measurements of personal income. Annual household income in the Town and each community in the County is documented in Table 8 in Chapter III. The median household income in the Town was \$61,677 in 1999, which was \$4,644 more than the median household income in the County (\$57,033), \$15,090 more than the median household income in the Region (\$46,587), \$17,886 more than the median household income in the State (\$43,791), and \$19,683 more than the household income in the Nation (\$41,994).

Table 69 sets forth historic median household income levels in the Town and each community from 1979 to 1999 in dollars reported and constant (1999) dollars. Reported household income in the Town has increased from \$22,593 in 1979 to \$61,677 in 1999, which is an increase of about 173 percent. When expressed in constant dollars, 1979 reported income adjusted for inflation to express that income in 1999 dollars, household income in the Town increased from \$52,238 to \$61,677, which is an increase of about 18 percent. Adjusted median household income increased in the County by about 12 percent, the State by about 7 percent, and the Nation by about 8 percent, but decreased in the Region by one-third of one percent between 1979 and 1999.

Overall, households in the Town have experienced economic prosperity over the last two decades; however, a number of households in the Town had annual incomes under the poverty level in 1999. There were 31 households, or about 3 percent of all households, with incomes below the poverty level in the Town in 2000, and 18 households were family households and 13 were non-family households. Poverty thresholds are determined on a National basis and do not change by geographic region. Poverty thresholds ranged between \$8,501 for a one person household and \$34,417 for a nine person household in 1999.<sup>9</sup>

### **Commercial and Industrial Areas**

The Town of Farmington and Washington County have a strong economic base, as indicated by labor force and household income characteristics. In addition to positive labor force characteristics, the Town and County must ensure that an adequate number of sites for business creation, retention, expansion, and attraction are identified to maintain the strong economic base. The Town land use plan map (Map 14 in Chapter VI) designates an additional 105 acres for commercial and industrial use in 2035, compared to the 49 acres developed for such uses in 2008.

### ***Business/Industrial Parks***

Existing business parks located in the County are listed in Table 70. Business parks are defined as having each of the following characteristics:

- A planned and publicly-owned internal street system
- Sanitary sewer service and public water service or availability
- Single ownership at the time the park was subdivided

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<sup>8</sup>*This data is only available at the County level.*

<sup>9</sup>*The poverty thresholds above are weighted averages. Thresholds vary depending on the number of related children under 18 present in the household and the age of the householder.*

Table 68

**AVERAGE ANNUAL WAGES BY INDUSTRY GROUP IN WASHINGTON COUNTY AND ITS  
ADJACENT COUNTIES, SOUTHEASTERN WISCONSIN, AND THE STATE OF WISCONSIN: 2005**

County and Industry Group (NAICS)	Average Annual Wage	Percent of Region	Percent of State
<b>Dodge County<sup>a</sup></b>			
All Industries.....	\$32,861	90.6	92.4
Natural Resources .....	\$31,115	97.0	112.1
Construction .....	\$46,064	99.2	107.4
Manufacturing .....	\$39,335	78.1	88.5
Trade, Transportation, Utilities .....	\$25,055	75.1	80.6
Information .....	- <sup>b</sup>	- <sup>b</sup>	- <sup>b</sup>
Financial Activities.....	\$28,101	51.6	60.7
Professional and Business Services .....	\$45,800	104.9	113.2
Education and Health.....	\$31,773	81.7	85.3
Leisure and Hospitality .....	\$8,277	58.9	66.4
Other Services .....	\$15,386	69.7	74.7
Public Administration.....	\$33,719	79.4	90.5
<b>Fond Du Lac County<sup>a</sup></b>			
All Industries.....	\$32,649	90.0	91.8
Natural Resources .....	\$25,487	79.4	91.8
Construction .....	\$44,787	96.5	104.4
Manufacturing .....	\$46,307	91.9	104.2
Trade, Transportation, Utilities .....	\$25,819	77.4	83.1
Information .....	\$27,773	- <sup>b</sup>	63.9
Financial Activities.....	\$35,194	64.6	76.1
Professional and Business Services .....	\$28,106	64.4	69.5
Education and Health.....	\$35,770	92.0	96.1
Leisure and Hospitality .....	\$9,332	66.4	74.8
Other Services .....	\$18,103	82.0	87.9
Public Administration.....	\$34,712	81.8	93.2
<b>Milwaukee County</b>			
All Industries.....	\$40,979	112.9	115.3
Natural Resources .....	\$42,726	133.1	153.9
Construction .....	\$48,256	103.9	112.5
Manufacturing .....	\$51,581	102.4	116.1
Trade, Transportation, Utilities .....	\$34,107	102.3	109.7
Information .....	\$54,923	- <sup>b</sup>	126.4
Financial Activities.....	\$58,019	106.5	125.4
Professional and Business Services .....	\$45,047	103.2	111.3
Education and Health.....	\$40,270	103.6	108.2
Leisure and Hospitality .....	\$16,862	120.1	135.2
Other Services .....	\$21,951	99.5	106.5
Public Administration.....	\$48,312	113.8	129.7
<b>Ozaukee County</b>			
All Industries.....	\$37,381	103.0	105.2
Natural Resources .....	\$31,810	99.1	114.6
Construction .....	\$43,089	92.8	100.5
Manufacturing .....	\$48,772	96.8	109.8
Trade, Transportation, Utilities .....	\$31,101	93.3	100.1
Information .....	- <sup>b</sup>	- <sup>b</sup>	- <sup>b</sup>
Financial Activities.....	\$48,836	89.7	105.6
Professional and Business Services .....	\$40,453	92.7	99.9
Education and Health.....	\$39,676	102.0	106.6
Leisure and Hospitality .....	\$11,663	83.0	93.5
Other Services .....	\$18,748	85.0	91.0
Public Administration.....	\$31,313	73.8	84.1
<b>Sheboygan County<sup>a</sup></b>			
All Industries.....	\$35,095	96.7	98.7
Natural Resources .....	\$21,422	66.8	77.2
Construction .....	\$39,765	85.6	92.7
Manufacturing .....	\$43,948	87.2	98.9
Trade, Transportation, Utilities .....	\$26,597	79.8	85.6
Information .....	\$32,044	- <sup>b</sup>	73.8
<b>Sheboygan County (continued)<sup>a</sup></b>			
Financial Activities.....	\$42,007	77.1	90.8
Professional and Business Services .....	\$29,748	68.2	73.5
Education and Health .....	\$36,927	95.0	99.2
Leisure and Hospitality .....	\$10,781	76.8	86.5
Other Services .....	\$14,067	63.8	68.3
Public Administration .....	\$37,410	88.1	100.4
<b>Washington County</b>			
All Industries .....	\$33,398	92.0	94.0
Natural Resources.....	\$29,164	90.9	105.0
Construction .....	\$38,478	82.9	89.7
Manufacturing.....	\$42,355	84.1	95.3
Trade, Transportation, Utilities .....	\$30,751	92.2	98.9
Information .....	\$23,865	- <sup>b</sup>	54.9
Financial Activities .....	\$43,800	80.4	94.7
Professional and Business Services .....	\$35,557	81.5	87.9
Education and Health .....	\$35,153	90.4	94.4
Leisure and Hospitality .....	\$9,587	68.3	76.9
Other Services .....	\$18,526	84.0	89.9
Public Administration .....	\$33,150	78.1	89.0
<b>Waukesha County</b>			
All Industries.....	\$40,708	112.2	114.5
Natural Resources.....	\$37,674	117.4	135.7
Construction .....	\$49,152	105.9	114.6
Manufacturing.....	\$49,634	98.5	111.7
Trade, Transportation, Utilities .....	\$36,010	108.0	115.8
Information .....	- <sup>b</sup>	- <sup>b</sup>	- <sup>b</sup>
Financial Activities .....	\$54,843	100.7	118.5
Professional and Business Services .....	\$47,783	109.5	118.1
Education and Health .....	\$37,807	97.2	101.6
Leisure and Hospitality .....	\$12,046	85.8	96.6
Other Services .....	\$24,860	112.7	120.7
Public Administration .....	\$35,978	84.8	96.6
<b>Southeastern Wisconsin Region</b>			
All Industries.....	\$36,286	100.0	102.1
Natural Resources.....	\$32,089	100.0	115.6
Construction .....	\$46,434	100.0	108.3
Manufacturing.....	\$50,372	100.0	113.4
Trade, Transportation, Utilities .....	\$33,347	100.0	107.3
Information .....	- <sup>b</sup>	- <sup>b</sup>	- <sup>b</sup>
Financial Activities .....	\$54,454	100.0	117.7
Professional and Business Services .....	\$43,646	100.0	107.9
Education and Health .....	\$38,881	100.0	104.4
Leisure and Hospitality .....	\$14,044	100.0	112.6
Other Services .....	\$22,065	100.0	107.1
Public Administration .....	\$42,446	100.0	114.0
<b>State of Wisconsin</b>			
All Industries .....	\$35,547	98.0	100.0
Natural Resources.....	\$27,765	86.5	100.0
Construction .....	\$42,891	92.4	100.0
Manufacturing.....	\$44,430	88.2	100.0
Trade, Transportation, Utilities .....	\$31,088	93.2	100.0
Information .....	\$43,439	- <sup>b</sup>	100.0
Financial Activities .....	\$46,267	85.0	100.0
Professional and Business Services .....	\$40,462	92.7	100.0
Education and Health .....	\$37,228	95.7	100.0
Leisure and Hospitality .....	\$12,468	88.8	100.0
Other Services .....	\$20,604	93.4	100.0
Public Administration .....	\$37,244	87.7	100.0

<sup>a</sup>County is not part of the Southeastern Wisconsin Region.

<sup>b</sup>Data not available.

Source: Wisconsin Department of Workforce Development and SEWRPC.

Table 69

## MEDIAN HOUSEHOLD INCOME IN WASHINGTON COUNTY COMMUNITIES: 1979 - 1999

Community	1979	1989	1999	Percent Change 1979 - 1999
City of Hartford				
Reported Dollars .....	17,986	28,092	46,553	158.8
Constant 1999 Dollars .....	41,586	38,068	46,553	11.9
City of West Bend				
Reported Dollars .....	19,732	34,337	48,315	144.9
Constant 1999 Dollars .....	45,623	46,531	48,315	5.9
Village of Germantown				
Reported Dollars .....	25,313	42,083	60,742	140.0
Constant 1999 Dollars .....	58,527	57,028	60,742	3.8
Village of Jackson				
Reported Dollars .....	18,986	30,858	53,990	184.4
Constant 1999 Dollars .....	43,898	41,817	53,990	23.0
Village of Kewaskum				
Reported Dollars .....	20,948	33,306	49,861	138.0
Constant 1999 Dollars .....	48,435	45,134	49,861	2.9
Village of Newburg				
Reported Dollars .....	19,803	33,500	57,024	188.0
Constant 1999 Dollars .....	45,787	45,397	57,024	24.5
Village of Slinger				
Reported Dollars .....	18,670	30,965	47,125	152.4
Constant 1999 Dollars .....	43,168	41,962	47,125	9.2
Town of Addison				
Reported Dollars .....	23,125	39,707	56,875	145.9
Constant 1999 Dollars .....	53,468	53,808	56,875	6.4
Town of Barton				
Reported Dollars .....	22,800	41,675	64,861	184.5
Constant 1999 Dollars .....	52,717	56,475	64,861	23.0
Town of Erin				
Reported Dollars .....	26,210	47,439	74,875	185.7
Constant 1999 Dollars .....	60,601	64,286	74,875	23.6
Town of Farmington				
Reported Dollars .....	22,593	40,685	61,667	172.9
Constant 1999 Dollars .....	52,238	55,134	61,667	18.1
Town of Germantown				
Reported Dollars .....	25,314	43,486	75,000	196.3
Constant 1999 Dollars .....	58,530	58,929	75,000	28.1
Town of Hartford				
Reported Dollars .....	23,491	42,437	69,896	197.5
Constant 1999 Dollars .....	54,315	57,508	69,896	28.7
Town of Jackson				
Reported Dollars .....	26,925	48,504	64,070	138.0
Constant 1999 Dollars .....	62,255	65,729	64,070	2.9
Town of Kewaskum				
Reported Dollars .....	19,732	36,771	59,500	201.5
Constant 1999 Dollars .....	45,623	49,830	59,500	30.4
Town of Polk				
Reported Dollars .....	24,844	42,425	62,933	153.3
Constant 1999 Dollars .....	57,443	57,491	62,933	9.6
Town of Richfield				
Reported Dollars .....	27,099	51,143	72,809	168.7
Constant 1999 Dollars .....	62,657	69,306	72,809	16.2
Town of Trenton				
Reported Dollars .....	23,671	41,448	66,213	179.7
Constant 1999 Dollars .....	54,731	56,168	66,213	21.0
Town of Wayne				
Reported Dollars .....	22,029	36,136	61,033	177.1
Constant 1999 Dollars .....	50,934	48,969	61,033	19.8
Town of West Bend				
Reported Dollars .....	22,617	35,000	73,333	224.2
Constant 1999 Dollars .....	52,294	47,430	73,333	40.2
Washington County				
Reported Dollars .....	21,989	38,431	57,033	159.4
Constant 1999 Dollars .....	50,842	52,079	57,033	12.2
Southeastern Wisconsin Region				
Reported Dollars .....	20,096	32,146	46,308	130.6
Constant 1999 Dollars .....	46,465	43,562	46,308	-0.3
Wisconsin				
Reported Dollars .....	17,680	29,442	43,791	147.7
Constant 1999 Dollars .....	40,879	39,898	43,791	7.1
United States				
Reported Dollars .....	16,841	30,056	41,994	149.4
Constant 1999 Dollars .....	38,939	40,730	41,994	7.8

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

- Land that is available and on the market
- A minimum of 10 acres for brownfield sites and 40 acres for greenfield sites
- Land that was platted or divided by certified survey map, except for brownfield sites

There were 27 business parks located in the County, in 2008. Total acreage encompassed by business parks in the County was 3,520 acres. About 75 percent of the land, or 2,630 acres, has been developed or is committed to development. About 25 percent of the land, or 890 acres, is currently available for development. Business parks are located in the Cities of Hartford and West Bend; Villages of Germantown, Jackson, Kewaskum, Richfield, and Slinger; and the Town of Polk. There were no business parks located in the Town. Existing business parks

Table 70

**BUSINESS/INDUSTRIAL PARKS IN WASHINGTON COUNTY: 2008<sup>a</sup>**

Park Name	Location <sup>b</sup>	Total Site Area (Acres)	Area Developed/ Committed for Business/Industrial Uses (Acres)	Remaining Available Developable Area (Acres)
City of Hartford				
Dodge Industrial Park <sup>c</sup> .....	T10N, R17E Section 12-4 and Section 13-1 and 4; T10N, R18E Section 7-3 and Section 18-2 and 3	540.0	507.0	33.0
Hartford Industrial Park .....	T10N, R18E Section 17-2 and 3 and Section 20-1 and 2	106.0	106.0	--
Western Industrial Park .....	T10N, R18E Section 17-3 and Section 18-1 and 4	66.0	66.0	--
City of West Bend				
River Road Industrial Park .....	T11N, R19E Section 36-4	57.0	35.5	21.5
West Bend Corporate Center .....	T11N, R19E Section 26-2 and 3	234.0	113.0	121.0
West Bend Industrial Park – East .....	T11N, R20E Section 7-3	67.0	67.0	--
West Bend Industrial Park – South .....	T11N, R19E Section 25-1, 2, 3, and 4	204.0	195.5	8.5
Wingate Creek Business Center .....	T11N, R20E Section 27-3 and 4	70.0	36.0	34.0
Village of Germantown				
Germantown Business Park (Donges Bay Industrial Park) .....	T9N, R20E Section 32-3	350.0	233.0	117.0
Germantown Industrial Park (Maple Road Industrial Park) .....	T9N, R20E Section 20-1 and 4 and Section 21-2 and 3	474.0	474.0	--
Stonewood Business Park .....	T9N, R20E Section 28-1	18.0	18.0	--
Village of Jackson				
Cedar Creek Business Park .....	T10N, R19E Section 13-4 and Section 14-1	110.0	110.0	--
Jackson Northwest Business Park .....	T10N, R20E Section 18-1, 2, 3, and 4	290.0	210.0	80.0
Village of Kewaskum				
Trading Post Center Business Park .....	T12N, R19E Section 15-3	57.0	17.0	40.0
Village of Richfield				
Beechwood Industrial Park .....	T9N, R19E Section 24-1	44.0	44.0	--
Endeavor Industrial Park .....	T9N, R19E Section 1-2	133.0	20.0	113.0
Strohwig Industrial Park .....	T9N, R19E Section 12-2 and 3	150.0	100.0	50.0
Village of Slinger				
Industrial Site #1 .....	T10N, R19E Section 16-3	23.0	--	23.0
Industrial Site #2 .....	T10N, R19E Section 16-4	49.0	--	49.0
Industrial Site #3 .....	T10N, R19E Section 6-3	13.0	--	13.0
Industrial Sites #4 and #7 .....	T10N, R19E Section 17-4 and Section 20-1	100.0	97.5	2.5
Industrial Sites #5 and #10 .....	T10N, R19E Section 7-4 and Section 8-3	19.0	--	19.0
Industrial Site #6 .....	T10N, R19E Section 21-1	27.0	--	27.0
Industrial Site #8 .....	T10N, R19E Section 18-2	16.0	--	16.0
Industrial Site #9 .....	T10N, R19E Section 7-3 and Section 18-2	34.0	34.0	--
Town of Addison				
St. Lawrence Industrial Park .....	T11N, R18E Section 34-4	230.0	110.0 <sup>d</sup>	120.0
Town of Polk				
Helsan Business Park <sup>e</sup> .....	T10N, R19E Section 36-4	39.0	36.5	2.5
<b>Total – 27 Sites</b>	<b>--</b>	<b>3,520.0</b>	<b>2,630.0</b>	<b>890.0</b>

<sup>a</sup>Business/Industrial Parks in Washington County were identified based on the following characteristics: the presence of a planned publicly-owned internal street system, single ownership at the time the park was created, having buildable sites, and created by plat or by certified survey map.

<sup>b</sup>The location represents the U.S. Public Land Survey Township, Range, and Section in which the site is located. The last number indicates the quarter section location. A “1” indicates the northeast quarter, a “2” indicates the northwest quarter, a “3” indicates the southwest quarter, and a “4” indicates the southeast quarter.

<sup>c</sup>The Dodge Industrial Park is partially located in that portion of the City of Hartford in Dodge County.

<sup>d</sup>Includes an existing nonmetallic mining site.

<sup>e</sup>The Helsan Business Park was annexed by the Village of Richfield in late 2008.

Source: Washington County, Local Governments, and SEWRPC.

are generally located adjacent to a highway or arterial street. Uses located in business parks are traditionally manufacturing, warehousing, or office uses; however, commercial retail and service uses may also be appropriate for business parks. The most compatible commercial retail and service uses for business parks are those that provide goods and services catering to the needs of employees who work in the business parks, such as child care centers, restaurants, and banks or credit unions. Health care clinics are also increasingly being located in business parks.



### ***Environmentally Contaminated Sites***

Section 66.1001 of the *Wisconsin Statutes* requires the economic development element of a comprehensive plan to promote environmentally contaminated sites for commercial and industrial use. Environmentally contaminated sites in the Town of Farmington are listed in Table 29 in Chapter VI. The site in the Town is currently developed with urban uses, and no redevelopment is planned or recommended.

## **PART 2: ECONOMIC PROJECTIONS AND DESIRABLE BUSINESSES**

### **Employment Projections**

Future employment levels in the County are expected to be strongly influenced by the strength of the regional economy relative to the rest of the State and Nation. The Southeastern Wisconsin Regional Planning Commission's (SEWRPC) economic study, *The Economy of Southeastern Wisconsin*<sup>10</sup>, which was prepared as part of the regional land use planning program, concluded that the regional economy is unlikely to significantly increase or decrease in strength relative to the State or Nation over the projection period of 2000 to 2035.

Projections of total employment for Washington County were prepared within the framework of the regional employment projection largely on the basis of trend analysis. The number of jobs by industry group in 2000 and the projected number of jobs in 2035 are shown on Table 71. The total number of jobs in the County is projected to increase by 17,170 jobs, or by about 28 percent. Most of the job growth in the County is expected to occur in the "General" category, which includes service jobs and jobs in finance, insurance, and real estate. Retail and industrial jobs are expected to increase, while the number of transportation and utility jobs, government jobs, and agricultural and natural-resource related jobs are expected to remain the same or to decrease.

The Town land use plan map designates an additional 90 acres for commercial development and 15 acres for industrial development between 2008 and 2035. Based on standards developed by SEWRPC, which were developed as part of the regional land use plan based on existing commercial and industrial development in the region, 1,619 additional jobs,<sup>11</sup> for a total of 2,132 jobs, could be accommodated in the commercial and industrial areas shown on the Town land use plan map. A continuation of recent employment trends (1980 through 2005) would result in 825 jobs in the Town by 2035, compared to 513 jobs in the Town in 2000, or a 61 percent increase. If all of the land designated for commercial and industrial use were to be developed at the intensity observed for the Region as a whole, the number of jobs in the Town would increase by more than four times, from 513 jobs in 2000 to 2,132 jobs in 2035. Such an increase is unlikely, because the lack of sanitary sewer and water services in most areas of the Town will limit the types and intensity of commercial and industrial uses. Typical industrial uses in areas without public sewer and water include warehousing, storage units, and contractors' offices and yards.

Based on consideration of the range of employment projections described in the preceding paragraph, the Town of Farmington selected an employment projection of 825 jobs in the year 2035, which reflects a continuation of recent trends.

### **Desired Businesses**

Section 66.1001 of the *Wisconsin Statutes* requires that an assessment of categories or particular types of new businesses and industries desired by the Town of Farmington be identified in the economic development element of the comprehensive plan. This section includes a list of businesses and industries the Town would like to create, attract, retain, or expand.

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<sup>10</sup>Documented in SEWRPC Technical Report No. 10 (4<sup>th</sup> Edition), *The Economy of Southeastern Wisconsin*, July 2004.

<sup>11</sup>Based on an average of 16.6 workers for each acre of retail and service development and 8.3 workers per acre of industrial development.

Table 71

**EMPLOYMENT PROJECTIONS FOR WASHINGTON COUNTY UNDER THE REGIONAL LAND USE PLAN: 2000-2035**

Industry Group	Existing Number of Jobs 2000	Projected Number of Jobs 2035	2000-2035 Number Change in Employment	2000 Percent of Total Employment	2035 Percent of Total Employment
Industrial <sup>a</sup> .....	23,999	24,062	63	38.9	30.5
Retail .....	10,152	12,674	2,522	16.5	16.1
General <sup>b</sup> .....	16,890	31,758	14,868	27.4	40.3
Transportation, Communications, and Utilities.....	2,313	2,186	-127	3.7	2.8
Government.....	6,018	6,018	0	9.8	7.6
Other <sup>c</sup> .....	2,319	2,163	-156	3.7	2.7
<b>Total</b>	<b>61,691</b>	<b>78,861</b>	<b>17,170</b>	<b>100.0</b>	<b>100.0</b>

<sup>a</sup>Industrial includes construction, manufacturing, and wholesale trade categories.

<sup>b</sup>Includes finance, insurance, and real estate (FIRE), and service categories.

<sup>c</sup>Includes agricultural, agricultural services, forestry, mining, and unclassified jobs.

Source: U.S. Bureau of Economic Analysis and SEWRPC.

Desired business and industries for the Town include the following:

- Information systems, including software development and data processing
  - 5182, Data Processing, Hosting, and Related Services
  - 5112, Software Publishers
  - 5415, Computer Systems Design and Related Services
- Entrepreneurial companies and independent businesses led by visionaries that will attract venture capital to the County
  - No specific codes, would apply to virtually all
- Advanced technology manufacturing and niche manufacturing, such as plastics, military, defense, and medical industries; and manufacturing that requires high precision and low product volume
  - 326, Plastic and Rubber Products Manufacturing
  - 331, Primary Metal Manufacturing
  - 332, Fabricated Metal Product Manufacturing
  - 333, Machinery Manufacturing
  - 334, Computer and Electronic Product Manufacturing
  - 335, Electrical Equipment, Appliance, and Component Manufacturing
  - 336, Transportation Equipment Manufacturing
  - 339, Miscellaneous Manufacturing
  - No specific codes provided for military/defense industries
- Financial and insurance services, including financial planning, banking, online support facilities, and processing facilities
  - 52, Finance and Insurance
- Business incubators for small businesses that may grow into larger businesses and expand
  - No specific codes, would apply to virtually all

- Small businesses and home-based businesses
  - No specific codes, would apply to virtually all
- Niche agriculture, including organic farming; food production for local restaurants, micro-breweries, and other niches; and crop production for the bio-fuel industry
  - No specific codes provided for these businesses
- Continuation of dairy farming and other existing types of agriculture
  - 11212, Dairy Cattle and Milk Production
- Professional/engineering/technical offices
  - 54, Professional, Scientific, and Technical Services
- Logistics/freight/trucking on parcels adjacent to State or County highways
  - 48-49, Transportation and Warehousing
    - 484, Truck Transportation
    - 488, Support Activities for Transportation
      - 4885, Freight Transportation Arrangement
    - 493, Warehousing and Storage
- Nonmetallic mining
  - 2123, Nonmetallic Mineral Mining and Quarrying
  - 327, Nonmetallic Mineral Product Manufacturing
- Aerospace manufacturing
  - 3364, Aerospace Product and Parts Manufacturing
- Food processing
  - 311, Food Manufacturing
- Conservation industries
  - No specific codes provided; see codes under “Advanced technology, manufacturing, and niche manufacturing” above.

### **Economic Development Strengths and Weaknesses**

Section 66.1001 of the *Wisconsin Statutes* also requires that an assessment of strengths and weaknesses with respect to attracting and retaining businesses and industries in the Town be completed as part of the economic development element. The Town Plan Commission identified the following strengths and weaknesses, which are based on strengths and weaknesses identified during the Town SWOT analysis summarized in Chapter IV and the strengths and weaknesses identified as part of the Washington County comprehensive planning process:

The Town of Farmington’s perceived strengths regarding attracting and retaining desirable businesses and industries include:

- Strong regional cooperation and promotion through the Milwaukee 7 economic development initiative
- Proximity to Moraine Park Technical College, UWWC, and Milwaukee area universities and colleges, including Milwaukee Area Technical College (MATC)
- High quality of life, including good healthcare; recreational and open space amenities; rural character; high quality public services; low crime rate; cultural opportunities; and location in the Milwaukee Metropolitan Area
- Proximity and accessibility to highway system; STH 28, STH 33, STH 144, USH 41, and USH 45, and good access to Milwaukee and Waukesha

- Educated and skilled workforce
- Good school system and youth programs
- County and local governments that are receptive to business needs
- Presence of farms
- Police, fire, and emergency services
- Consistent population growth
- Fair Park (meeting, convention, and exhibition facilities that operate year-round to showcase area businesses)
- Access to transportation and/or shipping through rail, local airports, General Mitchell International Airport, and the Port of Milwaukee

The Town of Farmington’s perceived weaknesses regarding attracting and retaining desirable businesses and industries include:

- Lack of affordable workforce housing
- Too many educated young people leaving the Town and County
- Aging of the workforce population
- Prejudice towards technical education and employment in “trade jobs”
- Lack of workers with skills suited to trade jobs and manufacturing jobs
- High land costs
- Lack of availability of business services
- Disconnect between the education system and the business sector – students are not necessarily learning the skills employers covet
- Lack of public transportation options
- Town residents may be reluctant to change and fearful of new business ideas
- “NIMBY” (Not In My Back Yard) attitude
- Lack existing manufacturing buildings with ample electric power to run manufacturing equipment
- Lack of technical and trade programs in local high schools
- Tax base needs to be diversified with more industrial and business uses

### **PART 3: ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND PROGRAMS**

#### **Goal:**

- Provide suitable locations for commercial and industrial development.

#### **Objectives (Actions):**

- Be open to the approval of additional areas for commercial and industrial development on the Town’s land use plan map, provided a preliminary site plan accompanies an application for such an amendment that illustrates how affected neighboring parcels will be buffered, environmental issues are addressed, and access to lesser traveled roadways is shown.
- Develop site plan review requirements for commercial and industrial uses.

- Make the Town's vision statement, comprehensive plan, and future land use map available to developers with potential business proposals.
- The Town prefers small-scale economic development with limited impacts on the Town's rural character and natural resources.
- Require buffers to help screen industrial uses from adjacent residential development and review buffering requirements for commercial uses on a case-by-case basis.
- Encourage traditional and alternative forms of agriculture.
- Monitor the impacts (noise, traffic, etc.) of home-based businesses.

**Programs:**

- Continue to require home occupations, professional home offices, and home industry businesses to comply with zoning ordinance requirements.
- Require site plan approval for all new commercial and industrial development.

## **SUMMARY**

Part 1 of this chapter presents information on historical and existing labor force, employment, and income characteristics of the Town of Farmington. Employment projections for the year 2035 and an assessment of desirable new businesses and industries, and an assessment of the Town's strengths and weaknesses with respect to attracting those businesses and industries are included in Part 2. The planning recommendations set forth in Part 3 of this chapter are directly related to the following findings:

- There were 1,867 employed persons residing in the Town and 1,930 Town residents in the labor force in 2000. Employed persons comprised about 58 percent of the total population of the Town in 2000. There were 63 unemployed persons age 16 or older, or about 3 percent of the labor force.
- In 2000, about 57 percent of Town of Farmington workers were employed in Washington County, including about 30 percent in the City of West Bend. Of the 43 percent of Town residents who traveled outside the County for employment, about 16 percent worked in Milwaukee County and about 13 percent worked in Ozaukee County.
- Town residents employed in management, professional, and related occupations comprised the largest percentage of the employed labor force at about 28 percent, or 519 workers. Production, transportation, and material moving occupations and sales and office occupations ranked second and third respectively, with about 26 percent, or 480 workers, and about 21 percent, or 396 workers, of the employed Town residents. Construction, extraction, and maintenance occupations (12 percent); service occupations (11 percent); and farming, fishing, and forestry occupations (2 percent) represent the remaining 25 percent of the employed Town workforce.
- About 88 percent of Town residents at least 25 years of age and 89 percent of County residents at least 25 years of age had attained a high school or higher level of education in 2000. About 45 percent of Town of Farmington residents age 25 and older, and 54 percent of residents in Washington County, had attended some college or earned either an associate, bachelor, or graduate degree.
- The percentage of the population under 20 years old and ages 20 to 44 is expected to decrease by 4 percent and 8 percent, respectively, from 2000 to 2035. However, the percentage of the population ages 45 to 65 will remain stable, while the percentage of the population 65 years of age and older will increase by 13 percent. The result will be a smaller working age percentage of the population, and a population that may demand an increase in certain products and services, such as those provided by the health care industry.

- Assuming the Town population projection and the County age composition projection will apply within the Town, about 3,600 Town residents will be of working age (age 16 or older). If current labor force participation trends hold constant and the same methodology for calculation is used as above, about 2,681 Town residents could be participating in the labor force in 2035.
- Unlike the region and the rest of Wisconsin, Washington County has experienced an increase in manufacturing jobs. Manufacturing jobs in the County increased from 9,255 jobs to 17,307 jobs, or by almost 87 percent, between 1970 and 2000. The County also experienced growth in all other employment categories between 1970 and 2000, with the exception of agricultural jobs. Agricultural jobs decreased about 37 percent, from 2,002 jobs to 1,255 jobs.
- There were 64,362 jobs located in the County in 2004, which is an increase of about 4 percent from the 2000 level.
- Large employers in the Town include the Kewaskum School District (Farmington Elementary School), with 50-99 employees; Country Catering and the Town of Farmington, both with 10-19 employees; and U.S. Cylinders, with 5-9 employees.
- The 1999 median annual household income for Town of Farmington households was \$61,677, about 8 percent higher than that of Washington County households as a whole.
- A continuation of recent employment trends (1980 through 2005) would result in 825 jobs in the Town by 2035, compared to 513 jobs in the Town in 2000, or a 61 percent increase. If all of the land designated for commercial and industrial use were to be developed at the intensity observed for the Region as a whole, the number of jobs in the Town would increase by more than four times, from 513 jobs in 2000 to 2,132 jobs in 2035. Such an increase is unlikely, because the lack of sanitary sewer and water services in most areas of the Town will limit the types and intensity of commercial and industrial uses. The Town of Farmington selected an employment projection of 825 jobs in the year 2035, which reflects a continuation of recent trends.

## Chapter XI

# INTERGOVERNMENTAL COOPERATION ELEMENT

### INTRODUCTION

The intergovernmental cooperation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(g) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps for joint planning and decision making between the Town and other jurisdictions, including school districts and local governments, for the siting and building of public facilities and for sharing public services. The *Statutes* also requires this element to:

- Analyze the relationship of the Town to school districts, drainage districts,<sup>1</sup> adjacent local governments, Washington County, the Region, the State, and to other governmental units (such as sanitary districts and library boards)
- Incorporate any plans or agreements to which the Town is a party under Sections 66.0301, 66.0307, or 66.0309 of the *Statutes*
- Identify existing or potential conflicts between the Town, other local governments, the County, or the regional planning commission, and to describe the processes to resolve such conflicts.

Some of the benefits of Intergovernmental Cooperation include:

- **Cost Savings**  
Coordination can save money by increasing efficiency and avoiding unnecessary duplication. Coordination can enable some communities to provide their residents with services that would otherwise be too costly. Examples include shared library services, police and fire protection, and recycling of household hazardous waste.
- **Address Regional Issues**  
By communicating and coordinating their actions, and working with County, regional, and State agencies, local communities are able to address and resolve issues which are regional in nature. Examples include the construction and maintenance of highways and planning and construction of facilities for stormwater management.

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<sup>1</sup>There are no drainage districts in the Town of Farmington. The only drainage district in Washington County is located in the Towns of Addison and Hartford.

- **Early Identification of Issues**

Coordination enables County and local governments and other agencies to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.

- **Reduced Litigation**

Communities that cooperate may be able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.

- **Understanding**

As communities communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.

- **Trust**

Coordination can lead to positive experiences and results that build trust and good working relationships between communities.

- **History of Success**

When communities cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.

## **PART 1: ANALYSIS OF INTERGOVERNMENTAL RELATIONSHIPS**

### **Washington County**

Washington County provides a number of services to the Town and Town residents. This section briefly highlights a few of the County departments that provide services to local governments:

#### ***Planning and Parks Department***

The Planning and Parks Department provides a number of services, including coordination of the multi-jurisdictional comprehensive planning process, administration of the dispute resolution process described in Part 4 of this chapter, GIS mapping services, maintenance of GIS mapping data on the County website, and administration of a bridge inspection program for the County and all local governments. The County also administers and enforces nonmetallic mining reclamation and stormwater management and erosion control ordinances for towns on request, regulations for private onsite waste treatment systems (POWTS) throughout the County; and shoreland and floodplain and land division regulations within all towns in the County. The department is also responsible for the acquisition, development, and management of County parks and trails.

#### ***Highway Department***

The Washington County Highway Department constructs and maintains the County Trunk Highway system and helps maintain and plow highways under State jurisdiction, which includes State Trunk Highways and U. S. Numbered Highways (such as U.S. Highway 41). The department will also provide assistance to the Town with construction and maintenance of Town roads, on a fee for service (contract) basis. The department also works with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to plan and program construction and improvement projects on the County highway system, and oversees engineering and construction of improvement projects. The department also cooperates with SEWRPC, the Wisconsin Department of Transportation (WisDOT), the Federal Highway Administration, and local governments in the County to prepare, implement, and periodically update the County jurisdictional highway system plan.

#### ***Sheriff's Department***

The Washington County Sheriff's Department provides police protection for all towns in the County and to the Villages of Newburg and Richfield, and also provides emergency dispatch services. Service to the Town of Trenton and Village of Newburg is limited to specified periods when municipal police departments are not operating. The department maintains a DIVE team that serves all communities in the County, including the Town of Farmington.



### ***Emergency Management Department***

The Washington County Emergency Management Department prepares and updates county emergency operation plans; coordinates emergency training exercises; communicates to the public about emergency preparedness; and responds to incidents throughout Washington County, including those involving hazardous materials.

### **School Districts**

The Town of Farmington is located entirely within the Kewaskum School District. All of the public and private schools and public high school districts in Washington County, including the Town of Farmington, are shown on Map 19 and listed in Table 60 in Chapter IX. Chapter IX also describes facilities planning by school districts to determine and provide for future needs. The Kewaskum School District operates the Farmington Elementary School in the Town.

School districts should work with the Town when proposing to construct new facilities or additions to existing facilities, or when proposing to abandon a school district facility. Schools and other district facilities are subject to local zoning regulations. Washington County or SEWRPC can assist school districts and UW-Washington County, if requested, by providing information on projected population levels to assist in facilities planning, and by offering comments on proposed school locations.

### **Libraries**

Washington County is served by five public libraries, which are part of the Mid-Wisconsin Federated Library System.<sup>2</sup> The Town of Farmington does not have a public library. The nearest libraries are the Kewaskum Public Library in the Village of Kewaskum and the West Bend Community Memorial Library in the City of West Bend. Washington County contracts with each library to provide library services to County residents living in communities without a municipal library, such as the Town of Farmington.

### **Adjacent Local Governments**

The Town has an agreement with the Towns of Barton and Trenton for maintenance of roads on the Town line that are not under County or State jurisdiction. The Town also has a service agreement with Kewaskum Rescue for emergency rescue services.

### **Regional Organizations**

#### ***SEWRPC***

Washington County and local governments in the County are served by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Washington County contracted with SEWRPC to assist the County and 11 participating local governments to help prepare the County and local comprehensive plans. SEWRPC helped the Town prepare this comprehensive plan as part of that multi-jurisdictional planning process.

SEWRPC also prepares a regional land use plan, which includes population, employment, and household projections to assist in local and county planning efforts, and is the Federally-designated transportation planning and programming agency for the seven-county region.<sup>3</sup> SEWRPC is also the regional water quality management agency for the region, and is involved in many other aspects of land use planning and development, including the County jurisdictional highway system plan, the regional water supply plan, and the regional telecommunications plan.

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<sup>2</sup>*The Mid-Wisconsin Federated Library System includes 27 public libraries located in Washington, Dodge, and Jefferson Counties.*

<sup>3</sup>*The seven Counties in the SEWRPC region are Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha.*

## ***Milwaukee 7***

The Milwaukee 7 is a council of representatives from the seven Southeastern Wisconsin counties (same seven counties within the SEWRPC area). The council, made up of about 35 civic and business leaders, was formed with the idea that a regional approach is key to fostering economic growth. Additional information about the Milwaukee 7 is provided in Appendix E.

## **State of Wisconsin**

### ***Wisconsin Department of Transportation (WisDOT)***

In partnership with local governments, the County, and SEWRPC, WisDOT administers a variety of State and Federal programs to complete projects that enhance the transportation network within Washington County and the Town. Grant programs include the Surface Transportation Program, Congestion Mitigation and Air Quality, Local Transportation Enhancements, and a number of other programs that collectively provide funding for streets and highways, transit, bicycle and pedestrian improvements, and funding for railroad improvements.

WisDOT also administers the General Transportation Aids program, which returns a portion of the money collected through fuel taxes and vehicle registration fees to County and local governments to help offset County and local road construction and maintenance costs. WisDOT maintains the Wisconsin Information System for Local Roads (WISLR), which is an extensive map-based database, accessible to local and County officials and staff, of road conditions such as right-of-way and pavement width, shoulder width, number of driving and parking lanes, pavement condition, and other information.

### ***Wisconsin Department of Natural Resources (DNR)***

The Wisconsin Department of Natural Resources (DNR) is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the State and, in some cases, the laws of the Federal government that protect and enhance the natural resources of the State, including wetlands, shorelands, floodplains, woodlands, and water quality. The DNR is charged with coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities.

The DNR makes grants available to County and local units of government for park acquisition and development. A County or local government must prepare and adopt a park plan to be eligible to receive recreational grant funds from the DNR. The Town has not yet adopted such a plan.

The DNR is also working with the Federal Emergency Management Agency (FEMA) and Washington County to update floodplain mapping within the County. The floodplain update is expected to be completed in 2010. Floodplains within the Town are regulated by the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance (Chapter 23 of the *Washington County Code of Ordinances*).

### ***Department of Commerce***

The Wisconsin Department of Commerce administers regulations for POWTS in the State of Wisconsin. The Washington County Planning and Parks Department works closely with the Department of Commerce to implement the regulations. The Planning and Parks Department enforces POWTS regulations in all local governments in the County, including the Town.

## **Private Organizations**

### ***Fire Protection and Ambulance Services***

Fire protection in the Town is provided by two fire departments. The Boltonville Fire Department, operated privately and consisting of 40 volunteer firefighters, serves the north and western portions of the Town. The Fillmore Fire Department, operated privately and consisting of 35 volunteer firefighters, serves the south and eastern portions of the Town. Fire departments and fire protection service areas in Washington County, including the Town of Farmington, are listed in Table 58 in Chapter IX. Fire protection in the Town may also be provided, under a mutual aid agreement, by all Washington County fire departments; the Fredonia Fire Department and Waubeka Volunteer Fire Department, both in Ozaukee County; and the Batavia, Beechwood, Random Lake, and

Silver Creek volunteer fire departments, all in Sheboygan County. Emergency medical service units associated with the Boltonville, Fillmore, Kewaskum, and Newburg fire departments provide emergency rescue services in the Town.

Volunteer Fire Departments serving the Town of Farmington may need to consider options during the planning period that would address increasing costs and declining numbers of daytime volunteers.

## **PART 2: EXAMPLES OF EXISTING SERVICE AND OTHER AGREEMENTS IN THE TOWN OF FARMINGTON**

The *Statutes* require that this element incorporate any plans or agreements to which the Town is a party under the following:

- **Section 66.0301 – Intergovernmental Cooperation:** This section of the *Statutes* authorizes cooperation and coordination between local, County, and State government agencies and/or special purpose units of government for the receipt or furnishing of services or for the joint exercise of powers or duties required or authorized by law. The agreement is a contract between the cooperating or coordinating entities and specifies the responsibilities of each, and the time period for which the contract is in effect. This *Statute* may also be used for boundary agreements between communities. The parties either commit to maintain existing boundaries or to allow the city or village to grow to the boundary specified in the agreement.

The Town of Farmington is a party to the following intergovernmental agreements:

- An intergovernmental agreement among Washington County, SEWRPC, and the Town for development of the County and Town comprehensive plans.
  - An intergovernmental agreement between the Town and Washington County for administration of the Town’s erosion control and stormwater management ordinance.
  - Service agreement with Kewaskum Rescue for emergency rescue services.
  - Agreement with the Towns of Barton and Trenton for maintenance of roads on the Town line that are not under County or State jurisdiction.
- **Section 66.0307 – Boundary Change Pursuant to Approved Cooperative Plan:** A cooperative plan may change boundaries between local governments. The cooperative plan must be approved by the Wisconsin Department of Administration (DOA). The plan may establish ultimate city or village boundaries, zoning for the areas included in the agreement, and provide for revenue sharing. The major difference between a boundary agreement established under Section 66.0301 and one established under Section 66.0307 is that the latter supersedes the annexation *Statute* for attachment and/or detachment of property from one local government to another, provided the attachment or detachment is called for by the agreement. The Town of Farmington is not a party to any agreements established under Section 66.0307.
  - **Section 66.0225 – Stipulated Boundary Agreement in Contested Boundary Actions:** Boundary agreements may also be established by a judicial order as part of a settlement of annexation litigation between a town and adjacent city or village. Boundaries are determined by mutual agreement of the parties. The Town of Farmington is not a party to any agreements established under Section 66.0225.
  - **Section 66.0309 – Creation, Organization, Powers, and Duties of Regional Planning Commissions:** This section of the *Statutes* authorizes the Governor to establish regional planning commissions in response to petitions from County and local governments. A regional planning commission is charged by the *Statutes* to prepare and adopt a master plan for development of the region. Washington County and the Town of Farmington are part of the SEWRPC region, which serves the seven counties and 147 cities, towns, and villages in the southeastern corner of Wisconsin. SEWRPC was established by then-Governor Gaylord Nelson in 1960 and is governed by a 21-member Commission. Chapter II includes a summary of recent plans conducted by SEWRPC that affect the Town. SEWRPC also assisted the Town in the preparation of this comprehensive plan.

### PART 3: MULTI-JURISDICTIONAL COMPREHENSIVE PLANNING PROCESS

This Town comprehensive plan was prepared as part of the Washington County multi-jurisdictional comprehensive planning process. As part of that process, comprehensive plans to meet the requirements of the Wisconsin comprehensive planning law (Section 66.1001 of the *Statutes*) were prepared for the County, the Town of Farmington, and nine other towns and one village in Washington County.

#### **Inclusion of City, Town, and Village Plans in the County Plan**

Section 59.69(3)(b) of the *Wisconsin Statutes* explicitly requires that a county development (comprehensive) plan include, without change, the master (comprehensive) plan of a city or village adopted under Section 62.23(2) or (3), and the official map adopted by a city or village under Section 62.23(6) of the *Statutes*. Section 59.69(3)(e) of the *Statutes* further provides that a master plan or official map adopted by a city or village under Section 62.23 “shall control” in unincorporated areas of a county; however, Section 59.69(3)(e) does not specifically require that city and village plans for their extraterritorial areas be included in the County comprehensive plan. There is no *Statute* requiring a county to incorporate town plans into the county comprehensive plan. In addition, the comprehensive planning law did not alter any existing town, village, city, or county authorities or responsibilities with regard to planning, zoning, plat approval, extraterritorial authorities, annexations, or any other *Statutes* or regulations that affect land use in Wisconsin. There has been no apparent attempt by the proponents of the comprehensive planning law or any State officials or agencies to address the many ambiguities between the comprehensive planning law and pre-existing *Statutes*.

The *Statutes* provide clear guidance that a county plan need not include city and village plans for extraterritorial areas where a county has established a regional planning department. In that case, Section 62.23(2) provides “that in any county where a regional planning department has been established, areas outside the boundaries of a city may not be included in the (city) master plan without the consent of the county board of supervisors.” The County Attorney has determined that the Washington County Planning and Parks Department is a “regional planning department.” Based on that determination, the County land use plan map does not include city and village land use plan designations for areas outside city or village boundaries. The only exception is areas identified in the boundary agreement between the Town of West Bend and City of West Bend as areas that will be annexed over time into the City. Land use designations from the City of West Bend land use plan map are included on the County plan map for those areas.

On August 10, 2004, the Washington County Board of Supervisors adopted 2004 Resolution 35, which established criteria regarding the incorporation of town land use plans into the County land use element, including the land use plan map, of the Washington County comprehensive plan. The resolution states that the County will accept a Town land use plan if the plan is in “substantial agreement” with the objectives, principles, and standards of the regional land use plan prepared and adopted by SEWRPC. The Planning, Conservation, and Parks Committee (PCPC) of the County Board was assigned the responsibility for determining if each town plan was in substantial agreement with the regional land use plan, based on a recommendation from SEWRPC. In order to be in substantial agreement with the regional land use plan, each Town land use plan map was reviewed to determine if it met the following key recommendations of the regional plan:

- Primary environmental corridors should be preserved in accordance with the guidelines set forth in the regional plan (see Table 25 in Chapter V). The regional plan recommends the preservation of primary environmental corridors throughout the seven-county region. The regional plan recommends that county and local governments consider protecting secondary environmental corridors and isolated natural resource areas as well, exercising the discretion of the county or local governing body in so doing. The Town of Farmington has identified primary and secondary environmental corridors and isolated natural resource areas on the Town land use plan map (Map 14 in Chapter VI). The Agricultural, Natural, and Cultural Resources Element and the Land Use Element (Chapters V and VI, respectively) set forth measures to protect natural resources within environmental corridors.

- Urban-density development should occur within and adjacent to the urban service areas identified in the regional plan. Urban development proposed within one-half mile of a planned sanitary sewer service area was considered to be in substantial agreement with the regional plan. This flexibility is consistent with a recognition in the regional plan that sewer service areas may be adjusted from time-to-time to meet urban land market and other conditions.
- Development outside planned urban service areas should be limited to agricultural uses, rural residential uses at a density of no more than one home per five acres, and limited areas of highway-related services and commercial and industrial development to serve farmers, rural residents, and the traveling public. A town plan was considered to be in substantial agreement with the regional land use plan if the average proposed residential density of the town outside the expanded urban service area was no more than one home per five acres, or if no more than about 20 percent of the town outside the expanded urban service area is proposed to be developed for urban uses. The “expanded urban service area” refers to the planned sanitary sewer service area plus a one-half mile buffer.

The regional land use plan also recommends the preservation of prime agricultural lands outside planned urban service areas. The regional plan recommends that each county, in cooperation with local units of government, carry out planning programs to identify prime agricultural land. The regional plan holds out the preservation of the most productive soils—soils in U.S. Natural Resources Conservation Service Agricultural Capability Class I and Class II—as a key consideration in efforts to identify prime farmland, recognizing, however, that other factors, such as farm size and the overall size of the farming area, should also be considered. Most county planning in this regard was carried out more than 20 years ago and needs to be reviewed and updated. Washington County staff has recommended that the County Farmland Preservation Plan, which was adopted in 1981, be updated following adoption of the County comprehensive plan. Until that update is completed, town plans were considered to be in substantial agreement with the regional plan if they met the three criteria listed above.

The Town of Farmington plan was found to be in substantial agreement with the regional land use plan, and was therefore incorporated into the County land use plan map. The Washington County Board of Supervisors adopted the Washington County Comprehensive Plan on April 15, 2008.<sup>4</sup>

## **PART 4: INTERGOVERNMENTAL CONFLICTS AND DISPUTE RESOLUTION**

### **Dispute Resolution Process<sup>5</sup>**

Section 66.1001(2)(g) of the *Wisconsin Statutes* requires that the Intergovernmental Cooperation Element identify existing or potential conflicts between the Town and other governmental units, including school districts, and describe processes to resolve such conflicts.

A dispute resolution process was developed as part of the Washington County multi-jurisdictional comprehensive planning process. This process is intended to provide an alternative way of resolving disputes between adjacent local governments, or local governments and the County, that arise from implementation of adopted comprehensive plans. The dispute resolution process is a **voluntary** process administered by the Washington County Planning and Parks Department.

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<sup>4</sup>*Documented in SEWRPC Community Assistance Planning Report No. 287, A Multi-Jurisdictional Comprehensive Plan for Washington County: 2035, April 2008.*

<sup>5</sup>*Sources for this section include the publications Intergovernmental Cooperation, A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan, prepared by the Wisconsin Department of Administration, and Practices and Procedures for Dispute Review Boards, Dispute Resolution Boards, and Dispute Adjudication Boards, prepared by the Dispute Resolution Board Foundation.*

Washington County encourages towns, villages, and cities to coordinate with each other and the County on planning efforts. The intergovernmental cooperation element is intended to avoid and minimize potential conflicts, but nevertheless, conflicts will continue to occur at the local and County levels. There are several techniques available for dispute resolution. Dispute resolution techniques can be broken into the following two categories:

- Alternative dispute resolution techniques such as negotiation and mediation.
- Judicial and quasi-judicial dispute resolution techniques such as litigation and arbitration.

In the event that a conflict does occur, utilization of an alternative dispute resolution process will be encouraged in an effort to avoid costly and lengthy litigation.

The alternative dispute resolution process is intended to provide a low-cost, flexible approach to resolving disputes between governmental entities arising from the adoption of the comprehensive plan. This process works to resolve actual and potential conflicts between governmental entities through open dialog and cooperative initiatives and is not intended to be used by parties dissatisfied with the appropriate application of local rules and regulations within a County or local government.

The principal benefits of government entities utilizing an alternative dispute resolution process to resolve conflicts include:

- Saving time and legal expenses
- Having greater control over the dispute resolution process
- Resolving conflicts in a more creative way than might be possible if it were left to a decision by a judge or jury
- Greater privacy in resolving disputes than is afforded in a courtroom
- Responding to conflict in a rational and courteous manner can increase communication, foster positive intergovernmental relationships, provide an opportunity for learning, and broaden perspectives and solutions.

The dispute resolution process involves multiple stages if a conflict is not immediately resolved. The process begins with alternative dispute resolution techniques, including informal negotiations among and between the disputing parties. If these efforts are unsuccessful, facilitated negotiation utilizing the Washington County Multi-jurisdictional Dispute Resolution Panel may be used, followed by mediation. Arbitration and litigation, more traditional dispute resolution techniques, are the remaining stages and tend to be slower and more costly than the foregoing stages. See Figure 3 for an illustration of dispute resolution stages.

Additional information regarding the dispute resolution process is available from the Washington County Planning and Parks Department.

### ***Negotiation***

The first stage of the dispute resolution process is negotiation. Negotiation is a process involving an exchange of offers and counteroffers by the parties or a discussion of the strengths and weaknesses or the merits of the parties' positions without the assistance of an impartial third party. Negotiation can be conducted directly between the parties.

There are two basic elements involved with negotiation: the process and the substance. The process refers to how the parties negotiate: the context of the negotiations, the parties to the negotiations, the relationships among these parties, the communication between these parties, the tactics used by the parties, and the sequence and stages in which all of these play out. The substance refers to the subject matter of the issue in dispute or the agenda, the issues, the options, and the agreement(s) reached at the end.

### ***Facilitated Negotiation – Washington County Multi-jurisdictional Dispute Resolution Panel***

At the request of local governments, the Washington County Board of Supervisors adopted 2004 Resolution 35 on August 10, 2004, which provided for the establishment of a fair and just quasi-judicial, multi-jurisdictional dispute resolution forum to resolve multi-jurisdictional conflicts regarding adopted comprehensive plans. Interested County and local governments would enter into an appropriate intergovernmental agreement to voluntarily participate in this dispute resolution process in an effort to reduce or avoid expenditures of valuable taxpayer dollars.

In 2007, a Dispute Resolution Forum Subcommittee (DRFS) was formed by the Multi-Jurisdictional Advisory Committee to develop the procedures and bylaws for the Multi-jurisdictional Dispute Resolution Panel. At this stage of dispute resolution, the DRFS concluded that if negotiation was unsuccessful, the disputing parties would have an opportunity to voluntarily present the disputed issue to a six-member panel of appointed or elected officials from other County or local governments. The Panel would engage the parties in a discussion and negotiation of the dispute openly in an effort to reach a mutually agreeable solution. The DRFS named this stage “facilitated negotiation” to clearly differentiate it from the negotiation and mediation stages. The bylaws governing the Washington County Multi-jurisdictional Dispute Resolution Panel are included in Appendix F.

### ***Mediation***

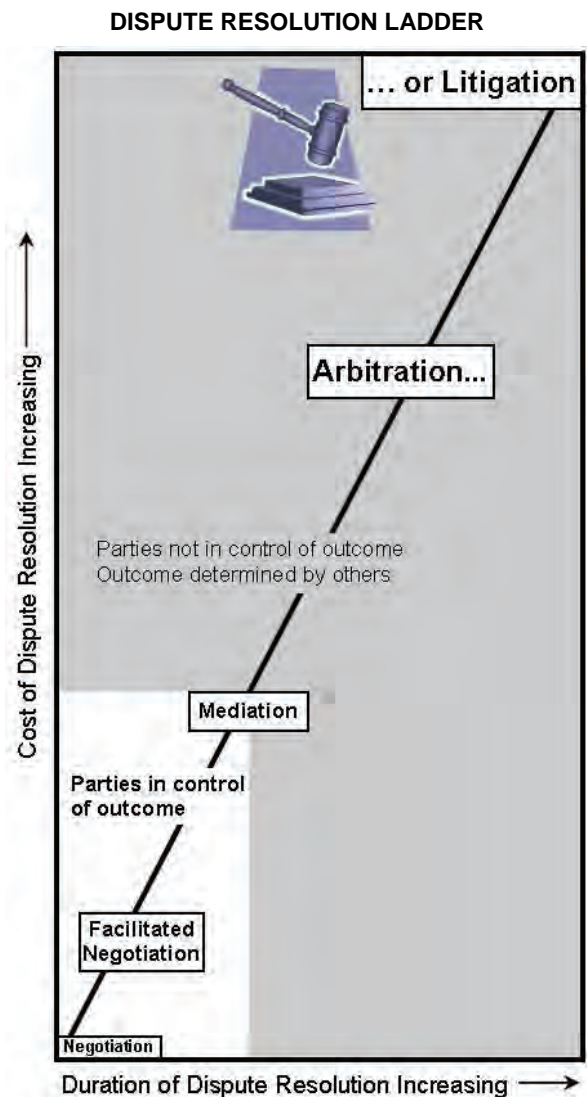
If facilitated negotiation is unsuccessful, the disputing parties can enter the mediation stage. During mediation, the disputing parties meet in a “mediation session” to discuss ways to resolve their dispute, assisted by an impartial third party called a mediator. The mediator listens to each party’s side of the dispute and then helps them to communicate with each other to identify the issues that need to be decided and to reach a settlement that is satisfactory to each of them. Mediation is a confidential process. Statements made during a mediation session generally are not allowed to be revealed in any later court proceeding between the parties.

Although participating in mediation is voluntary, if a settlement results, it may be binding on all parties. Mediators are expected to be impartial and should neither advise the parties, who often are represented by their own lawyers, nor make any decision for them. Individuals who serve as mediators may or may not be lawyers, but may be specially trained to provide assistance in resolving disputes. Mediation can be structured to meet the needs of a specific dispute.

### ***Arbitration***

If the dispute is not resolved after the mediation stage, the arbitration process is available for the disputing parties. Arbitration is the stage most closely related to a lawsuit. In arbitration, a neutral decision maker, known as an “arbitrator,” is selected by the parties or by a neutral dispute resolution service provider. Sometimes arbitration takes place with a panel of three arbitrators, rather than a single arbitrator. Evidence is presented to the

Figure 3



Source: The Dispute Resolution Board Foundation and Washington County.

arbitrator(s) at a formal hearing similar to the presentation of evidence in a lawsuit, although the rules that apply in court are somewhat relaxed. Parties in arbitration may be represented by lawyers, who present evidence and legal arguments to the arbitrator(s) on behalf of their clients. The arbitrator(s) then make a decision, most often called an “award”. An arbitration award generally is a final decision, subject only to limited review by a court as allowed by law.

### ***Litigation***

In the event that a dispute is not resolved to the satisfaction of the parties involved, legal action can be pursued. Litigation is the final stage in which a dispute can be resolved. This is typically the slowest and most costly form of resolving disputes. This stage includes the dispute being heard and decided by a judge or jury in a court. Results of this stage are fully binding, although there are appeal rights that may be pursued. Any party wishing to pursue legal action against the other party should bring such action to the Circuit Court of Washington County, State of Wisconsin.

### **Intergovernmental Conflicts**

The potential for land use conflicts is greatest in city and village planning areas that overlap with the towns. In accordance with Section 62.23 of the *Statutes*, a city or village planning area can include areas outside its corporate limits, including any unincorporated land outside of the city or village boundaries that, in the plan commission’s judgment, relates to the development of the city or village. Potential land use conflicts can arise in these areas because they may be planned for in both the town comprehensive plan and the city or village comprehensive plan, with different or conflicting land uses recommended by each plan.

In cases where a conflict exists between a city or village plan and a town plan, there is also a conflict between the city or village plan and the county land use plan, since the county land use plan included town land use plan recommendations for areas outside city and village limits. Neither the City of West Bend nor the Village of Newburg includes any part of the Town of Farmington within the planning area used to prepare the City or Village comprehensive plan. As a result, no conflicts have been identified between the Town of Farmington land use plan and the land use plans adopted by adjacent local governments.

Maps 16 and 17 in Chapter VIII summarize the recommendations of the Washington County Jurisdictional Highway System Plan. Local government concerns are noted on the maps. The Town of Farmington has not expressed any opposition to the recommendations presented in the jurisdictional highway system plan.

The dispute resolution process established as part of this comprehensive planning process can be used to resolve conflicts between the comprehensive plans adopted by adjacent local governments, and conflicts between local governments and Washington County, if conflicts cannot be resolved using more informal means. Boundary agreements between towns and the adjacent city and village offer another means of resolving conflicts between local governments, particularly when disputes are based on conflicting recommendations for future land uses or residential densities within a city or village’s extraterritorial area and/or sanitary sewer service area.

There are no known or anticipated conflicts between the Town and the Kewaskum School District serving the Town.

## **PART 5: INTERGOVERNMENTAL COOPERATION GOALS AND OBJECTIVES**

### **Goals:**

- Coordinate with other units and agencies of government, where appropriate, to provide cost-effective government services.
- Work cooperatively with neighboring communities when possible.
- Coordinate with school districts as they plan and locate facilities.



**Objectives (Actions):**

- Initiate contacts with Washington County and adjacent communities prior to constructing new public facilities or initiating or expanding Town services to determine if there are opportunities for joint facilities or services.
- Work with Washington County to complete the procedure necessary for Town participation in the Washington County Multi-Jurisdictional Dispute Resolution Panel.
- Work with school district officials, on request, to explain the type of permits required from the Town before selecting and buying a site; the recommendations of the Town land use plan map; and other information that would assist the district in planning for future school facilities.
- Encourage shared services with neighboring communities.
- Recognize the need to cooperate with entities sharing legal jurisdiction in the Town, such as the State and County agencies and special-purpose districts.
- Encourage intergovernmental cooperation when selecting sites for locating public facilities such as schools, fire stations, and libraries.
- Provide land use-related information to help school and other special-purpose districts plan for the future.
- Consult neighboring communities and appropriate organizations on the Town's Comprehensive Plan, with the understanding that the adopted Plan reflects what the residents of the Town of Farmington have decided is best for the Town.
- Work with other units and agencies of government and private entities, where appropriate, to construct and/or operate community facilities in a cost-effective and efficient way through joint service agreements.
- Consider voluntary participation in the Washington County Multi-Jurisdictional Dispute Resolution Panel.
- Work with the Kewaskum School District, if requested, to provide information regarding proposed residential developments to help the district prepare accurate facilities plans. Public and private schools and school districts are shown on Map 19 in Chapter IX.
- Continue to cooperate with Washington County to protect public health and safety.

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## Chapter XII

# IMPLEMENTATION ELEMENT

### INTRODUCTION

The implementation element is the last of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(i) of the *Statutes* requires this element to include a compilation of programs, in a specified sequence, to implement the recommendations set forth in the preceding eight elements. The *Statute* also requires this element to:

- Identify proposed changes to applicable zoning ordinances, subdivision ordinances, and official maps.
- Describe how each of the other eight elements of the comprehensive plan will be integrated and made consistent with other elements of the plan.
- Include a mechanism to measure the Town's progress towards achieving the recommendations of the plan.
- Include a process for amending and updating the plan. The *Statutes* require that a comprehensive plan be updated no less than once every 10 years.

Section 66.1001(4) of the *Statutes* sets forth the required procedure for adoption or amendment of a comprehensive plan, which includes:

- Adoption of a written public participation plan designed to foster public participation in the development of a comprehensive plan or a plan amendment.
- Approval of a recommended plan by a resolution approved by a majority of the full membership of the plan commission.
- Distribution of the draft plan for review and comment to:<sup>1</sup>
  - Every governmental body located in whole or in part within the Town.
  - The clerk of each adjacent local government and the Washington County Clerk.
  - The Wisconsin Department of Administration (DOA).
  - The Southeastern Wisconsin Regional Planning Commission (SEWRPC).

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<sup>1</sup>The Wisconsin Department of Administration (DOA) has stated that both draft and adopted plan reports may be distributed in digital format, provided a paper copy of the report is available for review at the public library and at the Town Hall.

- The public library serving the Town (the Kewaskum Public Library and the West Bend Community Memorial Library).

The parties listed above must also be provided with a copy of the adopted comprehensive plan and the adopting ordinance.

- Adoption of the plan by an ordinance adopted by a majority of the full membership of the Town Board. Adoption of the plan by the Town Board must be preceded by at least one public hearing. A Class 1 notice of the hearing must be published at least 30 days before the hearing. Written notice must also be provided to persons who have applied for or been issued a permit for a nonmetallic mining reclamation plan, registered a nonmetallic mining site under Chapter NR 135 of the *Wisconsin Administrative Code*, or to owners or leaseholders of lands with nonmetallic resources who have requested notice of the hearing in writing, and to property owners that have filed a request for written notice under Section 66.1001 (6) of the *Statutes*.

## PLAN REVIEW AND ADOPTION

For any planning process, it is good practice to hold public informational meetings and hearings on recommended plans before their adoption. Such actions provide an additional opportunity to acquaint residents and landowners with the recommended plan and to solicit public reactions to plan recommendations. The plan should then be modified to reflect any pertinent new information and to incorporate any sound and desirable new ideas advanced at these meetings. Accordingly, a public open house for the Town comprehensive plan was held on March 11, 2009. The Town Plan Commission approved the plan on April 28, 2009. The Plan Commission resolution approving the comprehensive plan and recommending adoption of the plan by the Town Board is included in Appendix G.

A public hearing was held before the Town Board on May 12, 2009, which was preceded by a Class 1 public notice. Following the May 12 hearing, the Town Board tabled adoption of the plan. The plan was revised to address concerns raised by the Town Board, and the proposed changes were distributed to adjacent local governments and the other parties specified in the comprehensive planning law in November 2009. A second public hearing on the plan was held on January 19, 2010. The Town provided public notice of the hearing in accordance with the requirements of the comprehensive planning law.

An important step in plan implementation is the formal adoption of the recommended plan by the Town Board. Upon such adoption, the plan becomes the official guide to be used by Town officials in making development or redevelopment decisions. The plan should serve as the basis on which all development proposals, such as rezoning requests, subdivision plats, and certified survey maps, are reviewed. As required by Section 66.1001(3) of the *Statutes*, only those zoning actions or land divisions that are consistent with the plan should be approved. The Farmington Town Board adopted this comprehensive plan on January 19, 2010, following the second public hearing on the plan. A copy of the adopting ordinance is included in Appendix H.

A public participation plan for development of this comprehensive plan was prepared in 2004, and adopted by the Town Board on October 5, 2004 (see Appendix B).

## PLAN AMENDMENTS AND UPDATES

A comprehensive plan is a dynamic document created to guide future development decisions based on a future vision of the community, with consideration of past trends. From time to time there will be both internal and external changes that may require the Town to amend the adopted plan. The comprehensive plan should be reviewed periodically to determine if the plan accurately reflects current conditions and whether the plan is achieving its intended goals. If, through this process, it is determined that the text, maps, or other features of this plan are unsatisfactory, the Town Board may amend the plan.

This plan should be amended in a manner similar to its original development, with citizen participation prior to any change. Indeed, the comprehensive planning law requires that any plan amendment follow the same

procedure as that followed for the adoption of this plan, including adoption of a public participation plan, a public hearing, approval of the plan amendment by a resolution of the Plan Commission, adoption of the amendment by an ordinance of the Town Board, and distribution of the plan amendment and adopting ordinance to the parties listed in Section 66.1001(4) of the *Statutes*. The Town may consider adopting an “umbrella” public participation plan to be used for all plan amendments.

The Town Board, upon recommendation of the Town Plan Commission, may consider (but is not obligated to approve) amendments to the Land Use Plan Map (Map 14 in Chapter VI). The Town Plan Commission and the Town Board will consider the following questions when considering approval of a land use plan map amendment:

- Is the proposed amendment consistent with the vision, goals, objectives, policies, and programs of this plan?
- Will the proposed amendment benefit the Town?
- Is the proposed amendment compatible with surrounding land uses?
- Are public streets and other necessary public services available, or planned to be available in the near future, to serve the proposed amendment?

A more comprehensive review and update of the plan is recommended at least once every 10 years (Section 66.1001(2)(i) of the *Statutes* requires that comprehensive plans be updated at least once every 10 years). The 10-year update should use, to the extent practicable, an up-to-date data base. Each 10-year update should also include an extension of this plan for an additional 10 years to continually accommodate 20 to 25 years of Town growth.

## **CONSISTENCY BETWEEN THE COMPREHENSIVE PLAN AND TOWN ORDINANCES**

Section 66.1001(3) of the *Statutes* requires that the following ordinances be consistent with a unit of government’s comprehensive plan by January 1, 2010:

- Official mapping established or amended under Section 62.23(6) of the *Statutes*.
- County or local subdivision regulations under Section 236.45 or 236.46 of the *Statutes*.
- County zoning ordinances enacted or amended under Section 59.69 of the *Statutes*.
- City or village zoning ordinances enacted or amended under Section 62.23(7) of the *Statutes*.
- Town zoning ordinances enacted or amended under Section 60.61 or 60.62 of the *Statutes*.
- Zoning of shorelands or wetlands in shorelands under Section 59.692 (for counties), 61.351 (for villages), or 62.231 (for cities) of the *Statutes* (shorelands in the Town of Farmington are regulated under the Washington County shoreland zoning ordinance).

Following adoption of this plan, the plan will serve as a guide to ensure that any future rezonings or other zoning actions (approval of a conditional use permit or planned unit development, for example) and approval of land divisions are consistent with the plan. Beginning on January 1, 2010, the Town will need to use this comprehensive plan as a guide to be sure that implementation of the Town zoning and subdivision ordinances will not conflict with the recommendations of the plan. If a conflict is found or would result from a proposed action, the Town has the option of amending the comprehensive plan; however, plan amendments should follow the guidelines presented in this chapter and not be made arbitrarily.

The *Statutes* do not provide any guidance about how to determine if zoning and subdivision ordinance decisions are consistent with a comprehensive plan. Specific guidance on how to apply the Statutory requirement for consistency will, unfortunately, likely be provided over time through court decisions in lawsuits challenging the implementation of comprehensive plans by County and local units of government after the consistency requirement takes effect in 2010.

Although there have not been any Wisconsin court decisions regarding the interpretation of the consistency provision in the comprehensive planning law, in the case *Lake City Corp. v. City of Mequon*, 207 Wis. 2d 155, 558 N.W.2d 100 (1997), the Wisconsin Supreme Court needed to interpret what was meant by “consistent with” as used in Section 236.13(1)(c) of the *Wisconsin Statutes* (the *Statute* governing land divisions). According to the Wisconsin Supreme Court, “[t]he word ‘consistent,’ according to common and approved usage, means ‘in agreement; compatible.’ The American Heritage Dictionary 402 (3d ed. 1992). In other words, ‘consistent’ means ‘not contradictory.’”

## **Zoning Ordinance and Zoning Map Amendments**

### ***Zoning Ordinance Text Amendments***

It is the Town's intent that the Town zoning ordinance be one of the primary implementing tools of this plan. As such, it should substantially reflect and promote the achievement of plan goals, objectives, policies, and programs. A zoning ordinance is a legal means for both guiding and controlling development in the Town, so that an orderly and desirable pattern of land use can be achieved which is consistent with the plan and balances individual property rights with community interests and goals. A comprehensive update of the Town zoning ordinance was adopted in October 2005. The ordinance contains provisions for regulating the use of property, the size of lots, site planning, and land suitability for development. A summary of zoning districts is included on Table 1 in Chapter II.

The Town land use plan map (Map 14) includes primary environmental corridors, secondary environmental corridors, and isolated natural resource areas. Table 25 in Chapter V provides guidelines on uses that are considered compatible with environmental corridors and isolated natural resource areas. The Town will consider adding the following districts to the zoning ordinance in order to help implement the guidelines in Table 25:

- The Town will consider adding a Lowland Conservancy (LC) zoning district to protect lowland portions of environmental corridors and isolated natural resource areas. Lowland areas include wetlands, lakes, ponds, streams, floodplains, and shoreland areas. Floodplains and shoreland areas, including wetlands of two acres or more within the shoreland, are protected under the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance.<sup>2</sup> The Town will consider applying the LC district to wetlands that are not currently being farmed and to surface waters. An example of potential LC zoning regulations is included in Appendix I.
- Upland corridors are those portions of environmental corridors outside wetlands, floodplains, and surface waters, and include woodlands, steep slopes, and wildlife habitat areas. An example of upland conservancy zoning regulations is provided in Appendix I. The regulations would implement the guidelines set forth in Table 25 in Chapter V. A new policy was approved by the Regional Planning Commission when it adopted the year 2035 Regional Land Use Plan in June 2006. Prior to that date, it was recommended that development within the upland portions of primary environmental corridors be limited to rural residential development at a density of no more than one home for each five acres of upland corridor, with conservation subdivision design strongly encouraged. Under the new policy, up to 10 percent of the upland corridor area may be disturbed in order to accommodate urban-density residential, commercial, industrial, or other urban development. Rural residential development continues to be considered a compatible use. The potential UCO zoning regulations in Appendix I would implement the “10 percent disturbance” policy and would accommodate a limited amount of urban development in upland portions of primary environmental corridors.

### **Zoning Map Amendments**

Parcels will be rezoned over time to bring the zoning map into conformance with the land use plan map. Rezoning to achieve consistency between the zoning map and the comprehensive plan will be considered if requested by the property owner. The Town may also initiate a rezoning to achieve consistency, subject to available funding. The following changes will be considered by the Town Plan Commission and Town Board:

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<sup>2</sup>Areas regulated under the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance in 2007 are shown on Map 6 in Chapter V.

- The Town zoning map is several years old. The Town will consider preparing an updated map, using parcel lines as a base.
- Parcels developed for residential or commercial uses and located in a Hamlet Growth Area on Map 14 should be placed in the RD or CD zoning district, respectively. Parks and institutional uses in a Hamlet Growth Area may be zoned RD, which allows public parks as a permitted use and public buildings as a conditional use. Parcels in the Hamlet Growth Area that are currently zoned AG and farmed may remain in agricultural zoning as long as the parcel remains in agricultural use or is not developed for urban use. Rezoning to the RD district will be considered when a property owner submits a request for rezoning. Rezonings to the CD district requested by a property owner to allow commercial uses will be considered on a case-by-case basis by the Plan Commission and Town Board.
- Parcels developed for residential use and located in a Country Estates Growth Area on Map 14 should be placed in the CE zoning district. Parcels developed with parks or recreational uses should remain or be placed in the AG district, which allows public parks as a permitted use. Parcels currently developed with industrial uses and zoned ID may remain in the ID district. Parcels in a Country Estates Growth Area that are currently zoned AG and farmed may remain in agricultural zoning as long as the parcel remains in agricultural use or is not developed for urban use. Rezoning to the CE district will be considered when a property owner submits a request for rezoning.
- Parcels developed with commercial or industrial uses and located in the Future Commercial Area shown on Map 14 should be placed in the CD or ID zoning district, respectively. Parcels developed with institutional uses should be placed in the RD or ID district. Parcels developed with residential uses that are currently zoned RD may remain in the RD district until the property owner requests a rezoning to CD to allow a conversion or redevelopment to commercial use. Parcels that are currently zoned AG and farmed may remain in agricultural zoning as long as the parcel remains in agricultural use or is not developed for urban use. Rezoning to the CD district will be considered when a property owner submits a request for rezoning.
- Parcels located in the Future Industrial Area shown on Map 14 should remain in the ID zoning district.
- Primary environmental corridors, secondary environmental corridors, and isolated natural resource areas shown on the land use plan map should be placed in the LC district or the UCO overlay zoning district at the time a development permit or plat is approved by the Town Board. Wetlands and surface waters should be placed in the LC district, and “upland” portions of environmental corridors and isolated natural resource areas (woodlands, steep slopes, and wildlife habitat areas) should be placed in the UCO overlay district.
- The Wisconsin Wetlands Inventory, a map of existing wetlands maintained by the Wisconsin Department of Natural Resources (DNR), was recently updated in Washington County. A comparison of wetlands identified in the Town by the SEWRPC year 2000 land use inventory<sup>3</sup> and the year 2005 DNR wetland inventory is shown on Map 20. The new DNR wetland inventory includes a “farmed wetland” category. “Farmed wetlands” are defined by the Natural Resources Conservation Service (NRCS) as “land that is partially altered but because of wetness, cannot be farmed every year.”<sup>4</sup> The Wetland Conservation provisions of the 1985 Farm Bill, as amended, require agricultural producers to protect the wetlands on the farms they own or operate if they want to remain eligible for farm program benefits. Normal farming practices, including plowing, harrowing, planting, cropping, fertilizing, and grazing, can be conducted on farmed wetlands; however, there may be restrictions on drainage improvements in farmed wetlands. Farmers should consult with the NRCS before making any drainage improvements. Farmed wetlands should remain in the AG zoning district as long as the parcel remains in agricultural use.

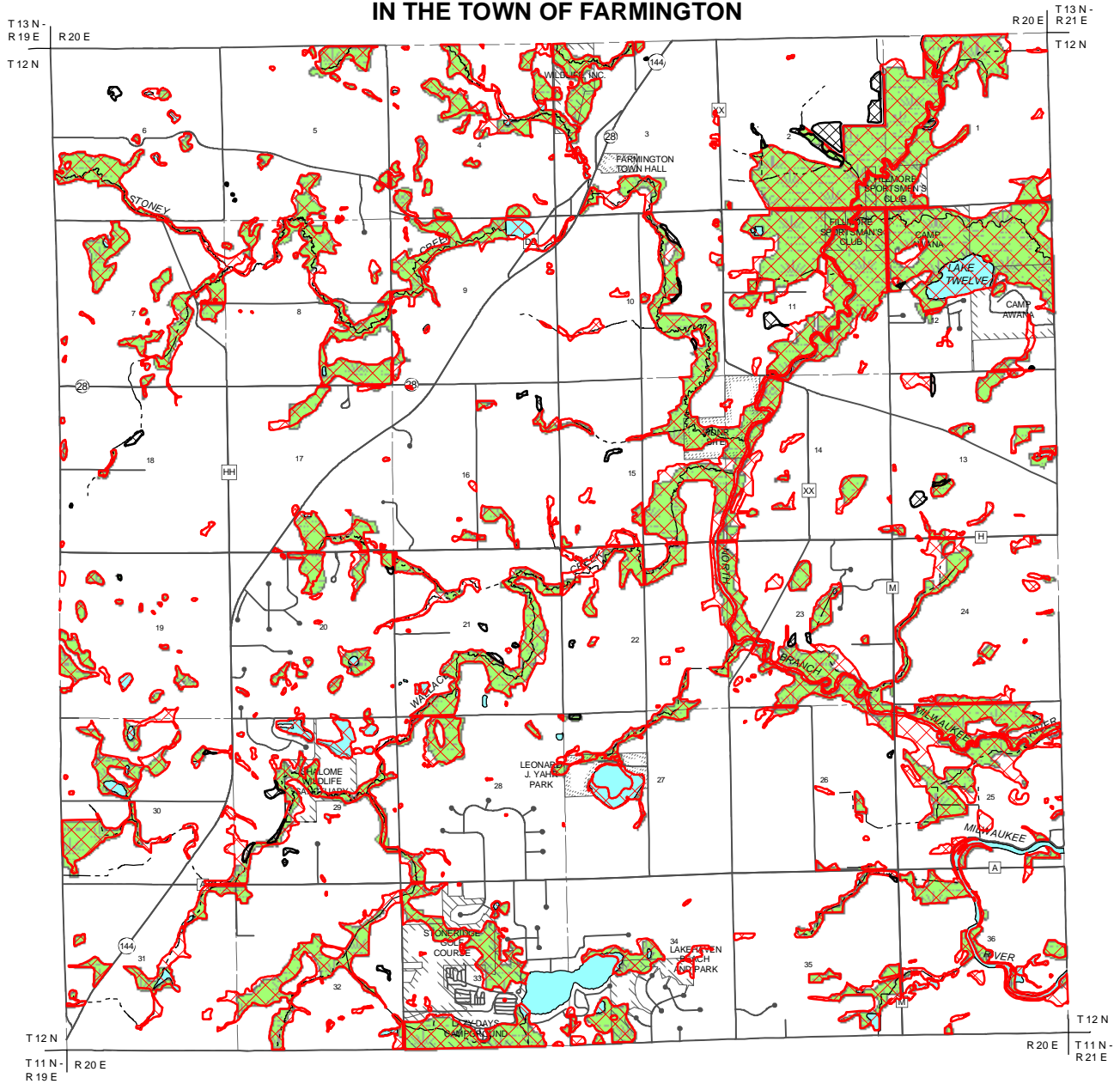
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<sup>3</sup>The year 2000 SEWRPC land use inventory was used as the basis for identifying the environmental corridors, isolated natural resource areas, and other wetlands shown on the Town land use plan map (Map 14 in Chapter VI).

<sup>4</sup>Definition taken from the “Wetland Restoration Handbook for Wisconsin Landowners, 2<sup>nd</sup> edition, written by Alice L. Thompson and Charles S. Luthin, DNR Publication No. PUB-SS-989, 2004.

# Map 20

## COMPARISON OF 2000 AND 2005 WETLAND INVENTORIES IN THE TOWN OF FARMINGTON



-  FARMED WETLANDS (2005 WETLAND INVENTORY)
-  NON-FARMED WETLANDS (2005 WETLAND INVENTORY)
-  WETLANDS (2000 LAND USE INVENTORY)
-  SURFACE WATER (2000 LAND USE INVENTORY)

Source: Wisconsin Department of Natural Resources and SEWRPC.



0 0.25 0.5 1 MILE



- Parcels outside the Hamlet Growth Area, Country Estates Growth Area, Future Commercial Area, and Future Industrial Area should be placed in the AG district, with the exception of existing commercial uses. Existing commercial uses may continue as nonconforming uses in the AG district or be placed in the CD district, at the Town's discretion.

All rezoning applications should be carefully reviewed relative to the land use plan map and the remainder of this comprehensive plan. If a proposed rezoning is not consistent with the plan, the rezoning should be denied. As an alternative, the Town Board may consider amending this plan. Plan amendments and rezonings may be reviewed concurrently, but a plan amendment should be approved prior to approval of the rezoning.

### **Subdivision Ordinance and Official Mapping Ordinance**

No needed changes to the Town Land Division Ordinance have been identified. The Town of Farmington has not adopted an official mapping ordinance.

## **IMPLEMENTATION GOALS, OBJECTIVES, AND POLICIES**

This plan will provide a framework to help guide the day-to-day decisions of Town officials and staff, particularly with regard to decisions on zoning and subdivision applications. The Town has developed the following goals, objectives, and policies regarding implementation of this plan:

### **Goals:**

- Ensure the Town of Farmington's comprehensive plan remains relevant.
- The Plan Commission and Town Board are proactive in requesting citizen input, ensuring that Town residents are comfortable giving input and have confidence in their comments being heard.
- Provide access to the plan and implementing ordinances.

### **Objectives (Actions):**

- Regularly review the Town's Comprehensive Plan and related ordinances, discuss the development pressures in the Town, and strive to stay current with new land use controls and techniques.
- Routinely consult the comprehensive plan when carrying out Town government functions and developing the Town budget.

### **Policies:**

- Encourage all applicants for a rezoning to set up a meeting with neighboring property owners to discuss the rezoning prior to formally submitting the application to the Town.
- Properly publicize agendas and minutes of meetings at which land use and zoning are discussed.
- Provide a structured format for citizens to make their opinions known at meetings where land use changes are being discussed.
- The Plan Commission and Town Board will focus on how proposed land uses are or are not consistent with the comprehensive plan and zoning ordinance. Findings will be included in the minutes of Plan Commission and Town Board meetings where comprehensive plan amendments or rezoning are considered. Section 66.1001 (3) of the *Statutes* requires that zoning actions be consistent with the Town's comprehensive plan beginning on January 1, 2010.
- Provide copies of the plan to public libraries and post a copy on the SEWRPC website ([www.sewrpc.org](http://www.sewrpc.org)).
- Post zoning and subdivision ordinances on the Town website ([www.town.farmington.wi.us](http://www.town.farmington.wi.us)) and provide paper copies of the ordinances on request.

## PRIORITIZATION OF OBJECTIVES (ACTIONS), POLICIES, AND PROGRAMS

The comprehensive planning law requires the Implementation Element to include a compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs in the other eight elements. The Town of Farmington Plan Commission reviewed the objectives (actions) developed in the previous eight elements and developed a relative priority ranking for their implementation. Recommended priorities for implementing actions are as follows:

**Action:** Create Hamlet Growth areas on the Town land use plan map that will preserve agricultural uses while providing for future development needs near, or adjacent to, existing development and where there is increasing development pressure. (1.17)

**Action:** Apply the Town zoning and subdivision ordinances to maintain a 1.5-acre residential density in the Hamlet areas and a three-acre residential density in the Country Estates areas designated on the land use plan map. (1.17)

**Action:** Lay out streets so that all vehicles, especially emergency vehicles, can travel in a safe and efficient manner. (1.17)

**Action:** Determine buffering requirements for commercial uses on a case-by-case basis as conditional use permit or other applications for development are reviewed. (1.33)

**Action:** Continue to enforce the Town Uniform Dwelling Code to ensure adequate insulation, heating, and plumbing. (1.33)

**Action:** The Town will strive to ensure local street connectivity and the proper location of new streets during the review of all site plans, certified survey maps, condominium plats, and subdivision plats as new development is proposed. (1.33)

**Action:** As required by State law, continue to use the Wisconsin Information System for Local Roads (WISLR); continue to update road ratings, as required. (1.40)

**Action:** Conform to existing topography, if possible, when constructing new streets. (1.50)

**Action:** Continue to coordinate with Washington County in the implementation of Chapter 25, Sanitary Code, of the *Washington County Code of Ordinances*, which includes the regulation of private onsite wastewater treatment systems (POWTS) in the Town. (1.50)

**Action:** Initiate contacts with Washington County and adjacent communities prior to constructing new public facilities or initiating or expanding Town services to determine if there are opportunities for joint facilities or services. (1.50)

**Action:** Consider the recommendations set forth in Table 25 when reviewing development proposals on parcels that include primary or secondary environmental corridors and isolated natural resource areas. Comply with DNR regulations and Washington County ordinances to protect wetlands, floodplains, and surface waters. (1.67)

**Action:** Consider proposals by government agencies and developers to implement creative ideas for providing low- and moderate-income housing in the Town while maintaining appropriate rural densities. (1.67)

**Action:** Continue to cooperate with Washington County to ensure the County has reviewed proposed land divisions for compliance with the County Land Division and Sanitary Ordinances relating to land suitability, wastewater treatment and disposal, and other applicable requirements. (1.67)

**Action:** Continue to participate in the annual bridge inspection program conducted by Washington County. (1.67)

**Action:** Explore a partnership with Washington County for recycling programs and facilities, including establishment of household hazardous waste collection sites and facilities. (1.67)

**Action:** Be open to the approval of additional areas for commercial and industrial development on the Town's land use plan map, provided a preliminary site plan accompanies an application for such an amendment that illustrates how affected neighboring parcels will be buffered, environmental issues are addressed, and access to lesser traveled roadways is shown. (1.67)

**Action:** Develop site plan review requirements for commercial and industrial uses. (1.67)

**Action:** Continue to require home occupations, professional home offices, and home industry businesses to comply with zoning ordinance requirements. (1.67)

**Action:** Work with school district officials, on request, to explain the type of permits required from the Town before selecting and buying a site; the recommendations of the Town land use plan map; and other information that would assist the district in planning for future school facilities. (1.67)

**Action:** Continue to work with Washington County and SEWRPC to implement desired recommendations from the Washington County Jurisdictional Highway System Plan (Maps 16 and 17) and the Transportation Improvement Program. (1.80)

**Action:** Continue to work with Washington County to regulate nonmetallic mineral extraction in accordance with the County's nonmetallic mining reclamation ordinance. (1.83)

**Action:** Work with the State Historical Society of Wisconsin and the Washington County Landmarks Commission as those agencies conduct historical surveys to identify historically significant structures and districts in the Town and methods to protect them. (1.83)

**Action:** Upon request, forward appropriate Town records of historical value to interested organizations. (1.83)

**Action:** Work with the Washington County Health Department to enforce State public health *Statutes* and County ordinances concerning dilapidated, unsafe, or unsanitary housing that poses a human health hazard. (1.83)

**Action:** Notify Washington County when a certified survey map is submitted for a land division adjacent to a County highway, and request County input regarding the appropriate right-of-way for and access to the highway. (1.83)

**Action:** Work with Washington County and private service providers, where appropriate, to improve public transportation for persons with disabilities to increase access to jobs and community activities. (1.83)

**Action:** Work with Washington County to complete the procedure necessary for voluntary Town participation in the Washington County Multi-Jurisdictional Dispute Resolution Panel. (1.83)

**Action:** Support the DNR's easement program for the Milwaukee River Watershed Streambank corridor for streambank protection. (2.00)

**Action:** Cooperate with the DNR to identify additional lands that the DNR may acquire for the North Branch Milwaukee River Wildlife and Farming Heritage Area. (2.00)

**Action:** Allocate sufficient area for residential development on the Town land use plan map to accommodate anticipated growth by 2035. (2.00)

**Action:** Work with existing housing agencies to identify programs and potential funding sources to assist homeowners with making needed repairs, including improvements to meet State and Federal lead-safe standards. (2.00)

**Action:** Work with Washington County to determine if there is a need for additional Washington County Commuter Express Bus System routes and park-ride lots to serve Town residents. (2.00)

**Action:** As a way of preserving agricultural and open space lands, consider adoption of Development Impact Fees, Property Transfer Rights, Purchase of Development Rights, and conservation easements. (2.17)

**Action:** Work with OWLT and other Nonprofit Conservation Organizations to protect primary and secondary environmental corridors, natural areas, critical species habitat sites, and other endangered species habitat areas. (2.17)

**Action:** Encourage Town residents to utilize the DNR's Managed Forest Land program, where applicable. (2.17)

**Action:** Continue to maintain Town parks and develop additional parks and recreational facilities as needs are identified and funding becomes available. (2.17)

**Action:** Support the park and outdoor recreation element of the Washington County Park and Open Space Plan. (2.17)

**Action:** Consider preparing and adopting a Park and Open Space Plan to identify parks and recreational facilities needed to serve residential development in the Town. (2.17)

**Action:** Consider incorporating desired policies from State long-range transportation planning efforts, including *Connections 2030*, into Town of Farmington plans. (2.50)

Priorities were determined by the Town Plan Commission and reviewed and approved by the Town Board. Each action was rated on a scale of 1 to 3, with 1 being the highest score possible and 3 being the lowest score. The average score for each action is noted in parenthesis at the end of the action.

## **CONSISTENCY AMONG PLAN ELEMENTS**

The comprehensive planning law requires that the Implementation Element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the plan.” All elements of this comprehensive plan were prepared simultaneously with care given to ensure internal consistency among the various elements. All element chapters were reviewed by the Town of Farmington Plan Commission and Town Board. There are no known inconsistencies among plan elements.

## **PROGRESS IN IMPLEMENTING THE PLAN**

### **Annual Report on Plan Implementation**

A meeting will be held annually to discuss the Town of Farmington Comprehensive Plan and the Zoning Ordinance, to talk about changes in development pressures, and to learn about new land use controls and techniques that will help guide and encourage growth consistent with the comprehensive plan. An outside facilitator may be used to help guide the discussion so that Town residents and elected and appointed officials are equals in discussing the issues and ideas.

### **Comprehensive Update of the Plan and Maintenance of Inventory Data**

The Town will conduct a formal review of the plan at least once every 10 years.<sup>5</sup> Based on this review, changes or updates should be made to sections of the plan that are found to be out of date and goals, objectives, policies, or

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<sup>5</sup>The Town is required to update the comprehensive plan at least once every 10 years by the State comprehensive planning law.

programs that are not serving their intended purpose. Any changes or updates should follow the process for plan amendments required by the *Statutes*. The Town may choose to work with the Washington County Planning and Parks Department and/or SEWRPC to maintain and update inventory data compiled as part of the multi-jurisdictional comprehensive planning process.

### **Coordination With Washington County Comprehensive Plan**

Washington County has also adopted a comprehensive plan. The comprehensive planning law does not require that town, city, or village comprehensive plans be consistent with the County plan. The law does require, however, that County shoreland zoning and subdivision ordinances be implemented in a way that is consistent with the County comprehensive plan and that Town zoning and subdivision ordinances be implemented in a way that is consistent with the Town comprehensive plan. Because Washington County must review subdivision plats within the Town under the County subdivision ordinance, and ensure that a proposed plat is consistent with the County comprehensive plan, as a practical matter it benefits the Town if the Town plan is consistent with the County plan.

On August 10, 2004, the Washington County Board of Supervisors adopted 2004 Resolution 35, which established criteria regarding the incorporation of town land use plan maps into the land use plan map adopted as part of the Washington County comprehensive plan. The resolution states that the County will accept a Town land use plan if the plan is in “substantial agreement” with the objectives, principles, and standards of the regional land use plan prepared and adopted by SEWRPC. The Planning, Conservation, and Parks Committee (PCPC) of the County Board was assigned the responsibility for determining if each town plan was in substantial agreement with the regional land use plan, based on a recommendation from SEWRPC. The Town of Farmington plan was found to be in substantial agreement with the regional land use plan, and was therefore incorporated into the County land use plan map. The Washington County Board of Supervisors adopted the Washington County Comprehensive Plan on April 15, 2008.

The Implementation Element of the Washington County plan provides that amendments to Town land use plan maps will be incorporated into the County plan, through an amendment process, if the Town plan continues to be in substantial agreement with the regional land use plan. Section 66.1001(4)(b) of the *Statutes* requires that the Town provide a copy of all plan amendments to Washington County. The County will be responsible for determining if the amendment is in substantial agreement with the regional plan, based on a recommendation from SEWRPC. If determined to be in agreement, the County will amend its plan to incorporate the Town plan amendment into the County plan.

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**GLOSSARY  
AND  
LIST OF ACRONYMS**

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## GLOSSARY

Accessory Dwelling Unit. A secondary dwelling unit established in conjunction with and clearly subordinate to a principal dwelling unit, which may be part of the same structure as the principal dwelling unit or a detached dwelling unit on the same lot. An accessory dwelling unit is self-contained and includes a separate outside entrance, sleeping facilities, kitchen facilities, bathroom facilities, and parking. Accessory dwelling units are typically smaller than the principal dwelling unit, and are also referred to as “mother-in-law” units.

Affordable Housing. Affordable housing is defined by the U.S. Department of Housing and Urban Development (HUD) as access to decent and safe housing that costs no more than 30 percent of a household’s gross monthly income. Housing costs for homeowners include the sum of mortgage payments or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; and utilities (heat and light). For renters, monthly housing costs include rent and utilities (heat and light).

Aquifer. Groundwater that can be economically used as a water source.

Aquifer Recharge. The natural process of infiltration and percolation of rainwater from the land surface to underground porous layers of soil or rock, where it becomes part of the groundwater supply (or aquifer).

Backhaul Network. A backhaul network is designed to convey wireless communications data from multiple users in a relatively small service area to a centralized access point. Multiple access points in a larger service area in turn transmit wireless data to a cable Internet connection (gateway) maintained by a local exchange company. Information is also disseminated from the Internet to the access network, then to local users through the backhaul network.

Basin, Bioretention. A subsurface stormwater management basin designed to infiltrate and/or treat runoff. A bioretention basin has a layer of specially designed soil that removes pollutants from runoff. In cases where there is an inadequate separation distance between the soil layer and the groundwater table, the bioretention basin is designed to treat runoff in the soil layer and then discharge the treated runoff through an underdrain. Where the separation distance is adequate, the basin is designed to infiltrate runoff to the groundwater following treatment in the soil layer.

Basin, Detention. A stormwater management facility designed to temporarily store water before discharging it, at a controlled rate, to surface water (a stream or lake). Detention basins are classified as:

- Dry Detention Basins: Basins that drain completely between large rainstorms or snow melt events. Dry basins are not effective at removing pollutants.
- Wet Detention Basins: Basins that contain a permanent pool of water that gradually release stormwater runoff, and also trap pollutants found in runoff.

Basin, Infiltration (or Retention). A stormwater management facility designed to capture, store, and infiltrate runoff. Such a facility is generally designed to completely infiltrate runoff from more-frequent storms while runoff from larger storms is passed over a spillway. An infiltration basin removes pollutants through filtering and absorption by the underlying soil. The primary function of an infiltration basin is to reduce the total runoff volume from a site and re-direct some of the runoff to help recharge groundwater. (Also see definition of Trench, Infiltration).

Best Management Practices (BMPs). Structural or non-structural measures, practices, techniques, or devices used to avoid or minimize soil, sediment, or pollutants being carried in runoff to surface waters. Examples include the use of silt fences or hay bales to control runoff on a construction site.

Blighted Area. Any area, including a slum area, in which a majority of the structures are residential or in which there is a predominance of buildings or improvements, whether residential or nonresidential, and which, by reason of dilapidation, deterioration, age, or obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, or the existence of conditions which endanger life or property by fire and other causes, or any combination of these factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency and crime, and is detrimental to the public health, safety, morals or welfare.

Brownfield Site. Abandoned, idle, or underused industrial or commercial properties where redevelopment is hindered by known or suspected environmental contamination.

Business Cluster. Groups of companies located in a county or region and engaged in similar or related activities. The concept behind using clusters for economic development lies in the concept that by cooperating, large and small companies in similar or related industries will achieve and gain much more by collaborating together than they would operating individually.

City. An incorporated local unit of government. Although there are many statutory provisions that deal with city powers and responsibilities, most of the requirements are set forth in the following chapters of the *Wisconsin Statutes*: Chapter 62, “Cities”; Chapter 64, “Other Forms of City Government”; and Chapter 66, “General Municipality Law.” Section 62.05 of the *Statutes* classifies cities by ranges of population. Cities of the first class are those with a population of at least 150,000 residents; cities of the second class are those with a population of 39,000 to 150,000 residents; cities of the third class are those with a population of 10,000 to 39,000 residents; and fourth class cities have a population of less than 10,000 residents. Cities are typically governed by a common council made up of alderpersons who are elected to represent specific districts within the city. A mayor serves as the chief elected official.

Composting Facility. A commercial or public solid waste processing facility where yard or garden waste is transformed into soil or fertilizer by biological decomposition.

Comprehensive Plan. The Wisconsin comprehensive planning law was enacted in 1999, and is sometimes referred to as the “Smart Growth” law. The requirements of the law are set forth in Section 66.1001 of the *Wisconsin Statutes*. The law is very prescriptive in terms of plan content, requiring nine specific plan elements: issues and opportunities; land use; housing; transportation; utilities and community facilities; agricultural, natural, and cultural resources; economic development; intergovernmental cooperation; and implementation. The law also includes requirements for public participation and plan distribution and adoption procedures. Beginning on January 1, 2010, zoning, subdivision, and official mapping ordinances adopted or enforced by a county or local unit of government must be consistent with the comprehensive plan adopted by the governing body of the county, town, village, or city.

Conservation Subdivision. A form of development in which dwelling units are concentrated and/or clustered in specific areas on relatively small lots in order to allow other portions of the development site to be preserved for common open space, including restoration and management of historic, agricultural, or environmentally sensitive features.

Critical Species Habitat Sites. Critical species habitat sites in Washington County were identified as part of the regional natural areas and critical species habitat plan prepared by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in 1995, and are described in Chapter V. Critical species habitat sites consist of areas outside natural areas that are important for their ability to support rare, threatened, or endangered plant or animal species. Such areas constitute “critical” habitat considered to be important to the survival of a particular species or group of species of special concern. Critical species habitat sites include the aquatic habitat sites described in Chapter V (also see definition of natural area).

Detached Dwelling Unit. A dwelling unit surrounded by freestanding walls (not attached to any other dwelling unit).

Dispute Resolution Forum Subcommittee. The Multi-jurisdictional Advisory Committee established a Dispute Resolution Forum Subcommittee to develop the procedures and by-laws to guide the Washington County Multi-jurisdictional Dispute Panel. The by-laws developed by the Subcommittee and approved by the County Board are included in Appendix F. Information about the dispute resolution process is provided in Chapter XI.

Economic Development. The process of creating wealth through the mobilization of human, financial, capital, physical, and natural resources to generate marketable goods and services.

Environmental Corridor. A generic term that includes “Primary Environmental Corridors,” “Secondary Environmental Corridors,” and “Isolated Natural Resource Areas,” which are defined below.

- **Primary Environmental Corridor:** A concentration of significant natural resources, such as woodlands, wetlands, prairies, and important plant and wildlife habitat. Primary environmental corridors are at least 400 acres in area, at least two miles in length, and at least 200 feet in width, and are delineated and mapped by SEWRPC.
- **Secondary Environmental Corridor:** A concentration of significant natural resources, such as woodlands, wetlands, prairies, and important plant and wildlife habitat. Secondary environmental corridors are at least 100 acres in area and at least one mile in length, except where such corridors serve to link primary environmental corridors, in which case no minimum area or length criteria apply. Secondary environmental corridors are delineated and mapped by SEWRPC.
- **Isolated Natural Resource Area:** An area containing significant remnant natural resources, such as woodlands, wetlands, prairies, and important plant and wildlife habitat. Isolated natural resource areas are between five and 100 acres in area and are at least 200 feet in width, and are delineated and mapped by SEWRPC.

Environmental Repair Sites (ERP). Sites other than Leaking Underground Storage Tanks (LUST) that have contaminated soil and/or groundwater, as determined by the Wisconsin Department of Natural Resources (DNR). Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination. ERP sites include those contaminated by petroleum from above-ground (but not from underground) storage tanks.

Environmentally Sensitive Lands. The Wisconsin comprehensive planning law requires the Land Use Element of the plan to include a map of “floodplains, wetlands, and other environmentally sensitive lands.” Environmentally sensitive lands identified by the Town are shown on Map 11 in Chapter VI, and include primary environmental corridors, secondary environmental corridors, isolated natural resource areas, and surface water.

Equalized Value. The estimated value of all taxable real and personal property in each taxation district, by class, as of January 1 and certified by the Wisconsin Department of Revenue on August 15 of each year. The value represents market value (most probable selling price), except for agricultural property, which is based on its use (ability to generate agricultural income) and agricultural forest and undeveloped lands, which are based on 50 percent of their full (fair market) value. Classes include residential, commercial, manufacturing, agricultural, undeveloped, agricultural forest, forest, and other (agricultural buildings and improvements and the land necessary for their location and convenience).

Eutrophication. The process by which a body of water becomes enriched in dissolved nutrients, such as phosphates, that stimulate the growth of aquatic plant life. This often results in the depletion of dissolved oxygen in the water body (pond or lake), which has a negative impact on fish and other aquatic animals.

Exceptional Water Resources. State designated surface waters that provide outstanding recreational opportunities, support valuable fisheries, and have unique hydrologic or geologic features and unique environmental settings that are not significantly impacted by human activities. The East Branch of the Milwaukee River is the only State-designated exceptional water resource in Washington County.

Flood. A general and temporary condition of inundation of normally dry land areas caused by the overflow or rise of lakes, rivers, or streams; the rapid accumulation or runoff of surface waters from any source; or the sudden increase caused by an unusually high water level in a lake, river, or stream, accompanied by a severe storm or an unanticipated force of nature.

Floodfringe. That portion of the floodplain, outside the floodway, that is subject to inundation (standing water) by the 100-year recurrence interval flood.

Floodplain. Floodplains are the wide, gently sloping areas usually lying on both sides of a river or stream channel, and include the river or stream channel. For planning and regulatory purposes, floodplains are defined as those areas subject to inundation by the 100-year recurrence interval flood event. This event has a 1 percent chance of being equaled or exceeded in any given year.

Floodway. That portion of the 100-year floodplain that carries moving water during a flood.

Goal. A broad and general expression of a community's aspirations, towards which the planning effort is directed. Goals tend to be ends rather than means.

Greenfield Site. Farmland and open space areas where there has been no prior industrial or commercial activity, and therefore where the threat of contamination is much lower than in urbanized areas.

Hamlet. An unincorporated area with compact development, predominantly residential, but also typically including limited commercial and/or institutional uses such as churches, fire stations, and small businesses. Most hamlets in Washington County were first settled in the 1800's or early 1900's.

Household. A household includes all of the people who occupy a housing unit. A housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room occupied (or if vacant, intended for occupancy) as separate living quarters.

Household, Elderly Family. A household consisting of at least two related persons with at least one person 62 years of age or older.

Household, Elderly Non-Family. A household consisting of one or two persons, non-related, with either person 62 years of age or older.

Household, Large Family. A household consisting of five or more people.

Household, Non-Family. A household consisting of unrelated persons that are less than 62 years of age.

Household, Small Family. A household consisting of two related people, neither person 62 years of age or older, or three or four related people.

Impervious Surface. An area that releases as runoff all or a large portion of the precipitation that falls on it, except for frozen soil. Rooftops, sidewalks, driveways, parking lots, and streets are examples of surfaces that are typically impervious, unless specifically designed to be pervious (for example, using paving blocks for driveways rather than concrete or asphalt).

In-fill Development. Development of an undeveloped parcel or small area that is surrounded by existing development.

Infiltration. The entry and movement of rain or runoff into or through the soil.

Infrastructure. Facilities used for transportation, communications, and utility delivery.

Labor Force. Persons 16 years of age and older who are employed, or are unemployed and actively seeking employment, or are in the armed forces.

Land Evaluation and Site Assessment (LESA). A method developed by the USDA—Natural Resources Conservation Service (NRCS) for identifying farmland that should be protected. LESA is a numeric system for rating potential farmland protection areas by evaluating soil quality (LE or land evaluation) and geographic variables (SA or site assessment). The LESA system was used to identify potential farmland protection areas. Results of the analysis were simplified by classifying analyzed lands into two tiers:

- Tier I Agricultural Lands: Agricultural lands that should be considered by County and local officials as the best suited for long-term farmland protection. Farmlands designated as Tier I scored 6.8 or higher in the Washington County LESA analysis.
- Tier II Agricultural Lands: Agricultural lands that should be considered by County and local officials for farmland protection on a case-by-case basis. Farmlands designated as Tier II scored below 6.8 in the Washington County LESA analysis.

The land evaluation (LE) component of the LESA process rates each soil by type, slope, agricultural capability class, and soil productivity. The NRCS developed the LE ratings for all soils in Wisconsin, and those ratings were used in the Washington County LESA analysis. The site assessment (SA) component of the LESA process rates non-soil factors affecting a parcel's relative importance for agricultural use, and is separated into three classifications; SA-1 – agricultural productivity; SA-2 – development pressures impacting a parcel's continued agricultural use; and SA-3 – other public values of a parcel supporting retention in agriculture. Nine site assessment factors were selected by the LESA subcommittee for use in the Washington County LESA analysis. See Chapter V for a description of the County's LESA analysis and a list of the SA factors used.

Leaking Underground Storage Tank (LUST). A LUST site has soil and/or groundwater that has been contaminated by petroleum, which includes toxic and cancer causing substances. However, given time, petroleum contamination naturally breaks down in the environment (biodegradation). Some LUST sites may emit potentially explosive vapors. The DNR identifies and monitors LUST sites.

Local Governmental Unit. City, village, town, county or regional planning commission that may adopt, prepare or amend a comprehensive plan.

Location Quotient. The location quotient is a measure, or calculated ratio, of an industry's concentration in an area relative to some reference area (i.e. nation or state). It compares an industry's share of local employment with its share of employment in that reference area. If a location quotient is equal to 1.0, then the industry has the same share of its area employment as the reference area. A location quotient greater than 1.0 indicates an industry with a greater share of the local area employment than the reference area.

Lot. A parcel of land having frontage on a public street, occupied or intended to be occupied by a principal structure or use and sufficient in size to meet lot width, lot frontage, lot area, setback, yard, parking, and other requirements of the town, village, or city zoning ordinance.

Mitigation. Measures taken to avoid, reduce, eliminate, or compensate for the adverse environmental effects of a proposed action. Examples of mitigation include the use of best management practices for erosion control, creating new areas for the storage of floodwaters if a portion of a floodplain is developed, or improving an off-site wetland when a wetland is filled.

Monthly Owner Costs. Selected monthly owner costs are the sum of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property (including payments for the first mortgage, second mortgage, home equity loans, and other junior mortgages); real estate taxes; fire, hazard, and flood insurance on

the property; utilities (electricity, gas, and water and sewer); and fuels (oil, coal, kerosene, wood, etc.). It also includes, where appropriate, the monthly condominium fees or mobile home costs (installment loan payments, personal property taxes, site rent, registration fees, and license fees).

**Municipality.** A city or village. Although this term is often commonly used to include cities, villages, and towns, and sometimes counties, this report consistently uses the term “municipality” to refer to cities and villages (in accordance with Section 236.02(6) of the *Wisconsin Statutes*) and the term “local government” to refer to cities, villages, and towns.

**Natural Area.** Natural areas were identified as part of the regional natural areas and critical species habitat plan prepared by SEWRPC in 1995, and are described in Chapter V. Natural areas 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 native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one of three categories: natural areas of statewide or greater significance (NA-1), natural areas of countywide or regional significance (NA-2), and natural areas of local significance (NA-3). Classification of an area into one of these three categories is based on consideration of the diversity of plant and animal species and community type present, the structure and integrity of the native plant or animal community, the uniqueness of the natural features, the size of the site, and the educational value. Although the terms are often confused, a “natural area” is different from an “isolated natural resource area.”

**Natural Limitations for Building Site Development.** The Wisconsin comprehensive planning law requires the Land Use Element of the plan to include a map of “natural limitations for building site development.” Natural limitation to building site development identified by the Town are shown on Map 12 in Chapter VI, and include 100-year floodplains, wetlands, slopes ranging from 12 to 20 percent, slopes 20 percent or greater, contaminated sites, former landfills, conservation easement sites, and surface water.

**Navigable Waters.** Lake Michigan, all natural inland lakes, and all rivers, streams, ponds, sloughs, flowages, and other waters which are navigable under the laws of the State of Wisconsin. The Wisconsin Supreme Court has declared navigable all bodies of water with a bed differentiated from adjacent uplands and with levels of flow sufficient to support navigation by a recreational craft of the shallowest draft on an annually recurring basis. The DNR is responsible for determining if a waterbody is navigable.

**Nonmetallic Mining.** The extraction of resources which include, but are not limited to, crushed stone (gravel), dimension stone, peat, clay or topsoil, asbestos, beryl, diamond, coal, feldspar, talc, and sand.

**Objective.** A more specific target, derived from a goal and necessary to achieve that goal. While still general in nature, an objective is more precise, concrete, and measurable than a goal.

**Official Map.** A document prepared and adopted pursuant to Section 62.23(6) of the *Wisconsin Statutes*, which shows the location of existing and planned streets, parkways, parks, playgrounds, railway rights-of-way, waterways, and public transit facilities. Generally, a local government that has adopted an official map will require a subdivider to identify planned public improvements on the subdivision plat, and dedicate the land needed for such improvements to the local government. Cities and villages, and towns that have adopted village powers, are authorized by the *Statutes* to adopt an official map. Although the terms are often confused, an official map is different than a zoning map.

**Open Space.** Areas in a natural condition (such as woodlands, wetlands, prairie, or surface water), or land in non-structural agricultural use (such as row crops or grazing).

**Open Space Preservation.** Land and water areas retained in an essentially undeveloped state for recreational use, to protect farmland, or to protect natural resources such as woodlands, wetlands, prairies, stream corridors, or floodplains.

Outdoor Recreation Element. The element of a county or local park and open space plan that recommends a system of trails, parks, and other areas and facilities for active recreation (baseball diamonds and soccer fields, for example).

Parcel. A single piece of land separately owned, either publicly or privately, and capable of being conveyed separately.

Planned Unit Development (PUD). A development that is planned, developed, and maintained as a unified project. The PUD must have a minimum size, as specified in the city, town, or village zoning ordinance, and may consist of one or more buildings and accessory uses and structures.

Policy. A rule or course of action necessary to achieve the goal and objective from which it was derived. It is more precise and measurable.

Primary Farmlands. Defined by the Washington County Farmland Preservation Plan adopted in 1981 as the best remaining farmlands in Washington County. These are the farmlands that contain the most productive soils and that form large agricultural blocks uninterrupted by potentially conflicting land uses. As a general rule, farms with highest investments in agricultural improvements, such as buildings, equipment, conservation improvements, fall within the Primary Farmland Area. Many farm operations in this area have become intensive or industrial in nature and have operational requirements that would present nuisances to non-farm residences. Most of the farms in Washington County that are over 500 acres in size are designated Primary Farmland. Farm units within the Primary Farmland Area generally contain a low percentage of non-tillable lands.

The following criteria were used County-wide to designate Primary Farmlands.

- Farmlands that make up farming blocks of at least 640 acres relatively uninterrupted by conflicting uses.
- Farms where at least 50 percent of the soil would be described by the USDA - Soil Conservation Service (now known as the Natural Resources Conservation Service (NRCS)) as “Prime Farmland” or “Farmland of Statewide Importance.”

Private Sewage System. A sewage treatment and disposal system serving a single structure with a septic tank and soil absorption field located on the same parcel as the structure. This term also means an alternative sewage system approved by the Wisconsin Department of Commerce, including a substitute for the septic tank or soil absorption field, a holding tank, a system serving more than one structure, or a system located on a different parcel than the structure. A private sewage system may be owned by the property owner or by a special purpose district (such as a sanitary district). A private sewage system is also referred to as a “private onsite wastewater treatment system,” or “POWTS.” POWTS are regulated under Chapter Comm 83 of the *Wisconsin Administrative Code*. Washington County regulates POWTS under Chapter 25 of the County Code of Ordinances. Types of POWTS include:

- At-Grade System: Consists of a septic tank, pump chamber, pressure distribution system, and a soil absorption bed at the ground surface.
- Conventional System: Consists of a septic tank and subsurface soil absorption bed. The conventional system is a passive system that relies on gravity flow.
- Constructed Wetland System: Consists of a septic tank, one or more wetland treatment cells, and a subsurface soil absorption bed.
- Drip-Line Dispersal System: Consists of a septic tank, pump chamber, and drip-line tubing. A pump chamber delivers effluent to the drip lines in timed pressurized doses through a distribution network that contains a series of filters.
- In-Ground Pressure System: Consists of a septic tank, pump chamber, and subsurface soil absorption bed.

- **Mound System:** Consists of a septic tank and soil absorption bed that consists of an above-ground sand layer.
- **Holding Tank System:** Consists of a tank for temporary storage of sewage, which is periodically pumped out for off-site disposal.

**Program.** A system of projects or services necessary to achieve plan goals, objectives, and policies.

**Purchase of Development Rights (PDR).** PDR programs are intended to ensure the long-term preservation of agricultural or open space lands. Under a PDR program, the owner of farmland or undeveloped land receives a payment for relinquishing rights to development. Deed restrictions are used to ensure that the lands concerned remain in agricultural or other open use. Such restrictions are attached to the land and remain in effect regardless of future sale or other transfer of the land. PDR programs may be administered and funded by State, County, or local units of government, land trusts, or other private organizations having an interest in preserving agricultural and other open space lands. The amounts paid to landowners under PDR programs are generally based on the difference between the market value of the land for development and its value for agricultural purposes.

PDR programs can provide assurance that farmland will be permanently retained in agriculture or open space use. Landowners receive a potentially substantial cash payment while retaining all other rights to the land, including the right to continue farming. Land included in a PDR program remains on the tax roll and continues to generate property taxes.

**Recycling Facility.** A facility that accepts recyclable materials and may perform some processing activities. The principal function is to separate and store materials that are ready for shipment to end-use markets, such as paper mills, aluminum smelters, or plastic remanufacturing plants. The presence of power-driven processing equipment distinguishes a processing facility from a collection facility. The facility receives and processes only residential and commercial recyclables such as food and beverage containers and paper.

**Region.** The area served by SEWRPC, which includes all city, town, village, and county units of government in Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha counties. SEWRPC is a “Regional Planning Commission” created in accordance with Section 66.0309 of the *Wisconsin Statutes*.

**Riparian.** Land located adjacent to a lake, river, or stream. Several chapters of the *Wisconsin Administrative Code* use the term “riparian” to describe an owner of land abutting a lake, river, or stream.

**Rural Character.** A term used to describe areas where open space, farmland, and natural landscapes predominate over the built environment. Rural character includes expansive views of open space and dark skies at night. Typical rural uses include farming, forestry, resource extraction, and natural landscapes such as woodlands, wetlands, prairies, and pasture. Urban uses (including residential, commercial, industrial, and institutional) are limited to farmhouses, scattered residential development surrounded by large tracts of farmland or natural resource areas, agriculturally-related industries such as implement dealers, and small hamlet areas that provide services to surrounding farms and rural residents (such as small stores, service and repair stations, town offices and fire stations, and small restaurants and taverns).

**Rural Vistas.** Views of open space, farmland, and natural landscapes. (See “rural character”)

**Sanitary District.** Formation of a sanitary district provides landowners outside a city or village an opportunity to form a special-purpose unit of government to provide certain urban services. A town sanitary district has authority to plan, construct, and maintain systems for garbage removal, water supply, sewage disposal, and stormwater drainage. Sanitary districts may be formed by a town board, upon a request from affected landowners, under Section 60.71 of the *Wisconsin Statutes*. Each district is governed by a commission. At the time a district is established, the town board determines whether commissioners will be appointed by the town board or elected. The town board may choose to appoint itself as the commission.



Secondary Farmlands. Defined by the Washington County Farmland Preservation Plan adopted in 1981 as areas that contain soils with a somewhat lower productivity and/or are farmlands affected by conflicting uses that may interfere with some types of agricultural expansion. These farmlands often border residential development and, in some cases, may act as a buffer between Primary Farmland and developed areas.

As a general rule, farms in the Secondary Farmland Area have larger amounts of uncultivated lands, such as woodlands and rolling land, making them well-suited for the less intensive farming operations. Secondary Farmlands often border developed residential areas, public recreation areas, primary environmental areas and other sensitive areas that will require careful management of farm operations.

The following criteria were used to map Secondary Farmlands.

- Farmlands not a part of a larger farm block of at least 640 acres.
- Farms with less than 50 percent of soil cover falling in the USDA - Soil Conservation Service (now known as the Natural Resources Conservation Service (NRCS)) classes of “Prime Farmland” or “Farmland of Statewide Significance.”
- Farmlands where production would be limited due to adjoining conflicting uses.

Service Industry Jobs. Jobs related to establishments providing customers with lodging and/or preparing meals, snacks, and beverages for immediate consumption. The sector includes both accommodation and food services establishments because the two activities are often combined at the same establishment.

Sewer Service Area. Those areas that are currently served by public sewers, and additional contiguous areas that are planned to be served by public sewers within a 20-year period. Sewers cannot be extended to areas outside the sewer service area identified in an adopted sewer service area plan. Each sewer service area is associated with a sewage treatment plant. In the southeastern part of Wisconsin, sewer service area plans are prepared by SEWRPC as a component of the regional water quality management plan, and are approved by the affected local government and by the DNR.

Shorelands. Those lands lying within the following distances from the ordinary high water mark of navigable waters: 300 feet from a river or stream, or to the landward side of the floodplain, whichever distance is greater; or 1,000 feet from a lake, pond or flowage.

Site Assessment Component and Factors. (See Land Evaluation and Site Assessment (LESA) definition).

Slum. Any area where dwellings predominate which, by reason of dilapidation, overcrowding, faulty arrangement or design, lack of ventilation, light or sanitary facilities, or any combination of these factors, are detrimental to safety, health, and morals.

Smart Growth. A term often used to refer to the Wisconsin comprehensive planning law (see definition of Comprehensive Plan).

Smart Growth Area. An area that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental, and utility costs. (Definition from Section 16.965(1)(b) of the *Wisconsin Statutes*).

Soil. The portion of the earth’s surface consisting of a combination of disintegrated rock and organic matter.

Soil Capability Classes. Soil capability classes were developed by the USDA – Soil Conservation Service (now known as the Natural Resources Conservation Service (NRCS)) to group soils to show, in a general way, their

suitability for most kinds of farming. It is a practical classification based on limitations of the soils, the risk of damage when they are used, and the way they respond to treatment. Capability classes are designated by Roman numerals, I through VIII. The numerals indicate progressively greater limitations and narrower choices for agricultural use, as follows:

- Class I Soils: Soils that have few limitations that restrict their use. Class I soils are considered prime farmland.
- Class II Soils: Soils that have some limitations that reduce the choice of plants or require moderate conservation practices. Class II soils are also considered prime farmland.
- Class III Soils: Soils that have severe limitations that reduce the choice of plants, require special conservation practices, or both. Class III soils are considered farmlands of Statewide significance.
- Class IV Soils: Soils that have very severe limitations that restrict the choice of plants, require very careful management, or both.
- Class V Soils: Soils that are subject to little or no erosion but have other limitations, impractical to remove, that limit their use largely to pasture, range, woodland, or wildlife food and cover.
- Class VI: Soils that have severe limitations that make them generally unsuited to cultivation and limit their use largely to pasture or range, woodland, or wildlife food and cover.
- Class VII: Soils that have very severe limitations that make them unsuited to cultivation and that restrict their use largely to grazing, woodland, or wildlife.
- Class VIII: Soils and landforms that have limitations that preclude their use for commercial plant production and restrict their use to recreation, wildlife, or water supply, or to aesthetic purposes.

Solid Waste Processing Facility. Solid waste processing facilities are operations that physically or chemically alter solid waste, generally to facilitate transport, further processing, utilization, or disposal.

Stewardship Plan. A comprehensive management plan for the long-term maintenance of common open space areas in conservation subdivisions. Ideally, local governments should require the preparation and submittal of a Stewardship Plan for any subdivision or planned unit development that will include common open space. The Stewardship Plan should include management goals, implementation and monitoring schedules, and an identification of the measures that will be taken to protect, maintain, and enhance natural resources within common open space (such as the control of invasive species, re-establishment of prairie areas, and the development and maintenance of trails, for example).

Street, Arterial. A public street or highway used or intended to be used primarily for fast or heavy through traffic, whose function is to convey traffic between activity centers and municipalities. Arterial streets and highways include freeways, state trunk and county trunk highways, and other heavily traveled streets.

Street, Collector. A public street that conducts and distributes traffic between land access and arterial streets.

Street, Land Access. A public street that is designed to carry traffic at a slow speed and provide frontage for access to private lots, and carries traffic having a destination or origin on the street itself.

Sustainable Development. The capacity to meet the needs of the present without compromising the ability of future generations to meet their own needs.

Swale. A component of a stormwater management system that is designed to convey, store, treat, and/or infiltrate runoff. To effectively manage stormwater for multiple purposes, swales should be lined with turf grass or native grasses. When a swale is intended to infiltrate runoff, special measures must be applied during construction to avoid compacting the underlying soil, or to enhance the infiltration capacity of that soil.

SWOT Analysis. An acronym for Strengths, Weaknesses, Opportunities, and Threats. An analysis that provides direction and often serves as a basis for the development of plans. It assesses a community's strengths (assets or what it can do) and weaknesses (internal limitations or what it cannot do) in addition to opportunities (potential favorable conditions) and threats (external limitations or unfavorable conditions).

Telecommunications. Any origination, creation, transmission, emission, storage-retrieval, or reception of signals, writing, images, sounds, or other information by wire, radio, television, or optical means.

- **Backhaul network:** A backhaul network is designed to convey wireless communication data from multiple users in a relatively small service area to a centralized access point. Multiple access points in a larger service area in turn transmit wireless data to a cable Internet connection (gateway) maintained by a local exchange company. Information is also disseminated from the Internet to the access network, then to local users through the backhaul network.
- **Broadband:** Digital video, voice, and data transmission over the Internet at speeds of 256 kilobits per second or faster.
- **3G (third generation wireless technology):** High-speed broadband service, including mobile phone service and voice, e-mail, and instant messaging transmissions. Current "state of the art" in Southeastern Wisconsin.
- **4G (fourth generation wireless technology):** Advanced broadband, high speed, digital technology.
- **Multi-media services:** "Bundled" services that include video (allowing downloading of CDs or DVDs), imaging (creation of images by scanning or digital cameras), and streaming video ("live" video).
- **Packet-based phone systems:** Systems that are designed to accommodate voice, data, and video over the same system.
- **POTS (Plain Old Telephone Service):** Single line phones designed for voice communication.

Town. Towns are "general purpose" local governments, which means that they provide basic services used daily by all residents (Wisconsin also has "special purpose" governments that offer more targeted services, such as school districts). The duties and powers of towns are set forth in Article IV, Section 23 of the Wisconsin Constitution, *Chapter 60 of the Wisconsin Statutes* (which pertains specifically to town governments), and *Chapter 66 of the Wisconsin Statutes* (which applies to towns, villages, and cities). Towns are created by the *Wisconsin Constitution* to provide basic municipal government services, such as elections, property tax administration (towns collect taxes for counties, schools and other governments, as well as for their own budgets), road construction and maintenance, recycling, emergency medical services and fire protection. Some towns also offer law enforcement, solid waste collection, zoning, and other services. Towns are governed by a Town Board, typically elected at-large, made up of Town Supervisors and a Town Chairperson. The Chief Elected Official is the Town Chairperson.

Township. Townships are normally a quadrangle approximately six miles on a side containing 36 sections or 36 square miles, and were first identified as part of the U.S. Public Land Survey of Wisconsin conducted in the 1830's. Although the terms "towns" and "townships" are often used interchangeably, they have separate and distinct meanings (see the preceding definition of "town").

Traditional Neighborhood Development (TND). A compact, mixed use neighborhood where residential, commercial, and civic buildings are within close proximity to each other.

Transfer of Development Rights. The conveyance by deed, easement, or other legal arrangement of the right to develop or build from one parcel to another, expressed in number of dwelling units, where such transfer is permitted by a local zoning ordinance.

**Trench, Infiltration.** A subsurface stormwater management facility designed to capture and infiltrate runoff. An infiltration trench, which is generally filled with stone, is designed to infiltrate runoff from more-frequent storms while runoff from larger storms is passed over a spillway. An infiltration trench removes pollutants through filtering. An infiltration trench is used to infiltrate runoff from smaller land areas than would be treated by an infiltration basin.

**Utility District.** A town board may establish utility districts under Sections 60.23 and 66.0827 of the *Wisconsin Statutes* to provide public services within the district. Public services may include sanitary sewer or public water services. The town board governs utility districts. Village boards and the common council of a third or fourth class city may also establish utility districts.

**Vector Control.** The control of pests such as rats, flies, mosquitoes, and cockroaches that act as carriers and transfer bacteria and viruses from one host to another.

**Village.** An incorporated local unit of government. Although there are many statutory provisions that deal with village powers and responsibilities, most of the requirements are set forth in Chapter 61, “Villages” and Chapter 66, “General Municipality Law” of the *Wisconsin Statutes*. Villages are typically governed by a village board made up of trustees who are elected at-large. A village president serves as the chief elected official.

**Village Powers.** Town residents may authorize a town board to exercise village powers at an annual or special town meeting. The town board so authorized may exercise village powers under Chapter 61 of the *Wisconsin Statutes*, except those village powers “which conflict with statutes relating to towns and town boards.” Under this authority, subject to applicable limitations, the town board may exercise various powers, including “police powers” to regulate for the public health, safety and welfare, and land use powers, such as establishing a plan commission to engage in master/comprehensive planning. Towns with village powers may also enact a subdivision or other land division ordinance, a town zoning ordinance, and a site plan review ordinance.

**Vision Statement.** An expression of words that helps to provide an overall framework for the development of local comprehensive plans. Visioning statements express the preferred future, key characteristics, and/or expectations for the future desired by each community.

**Waterbody.** A generic term for an area of open water, including lakes, ponds, rivers, and streams.

**Waterbody Classification.** Washington County has adopted three classes for waterbodies that are regulated under the County shoreland zoning ordinance (see Chapter 23 of the Washington County Code of Ordinances for complete information). The three classification groups are as follows:

- Class 1: Relatively pristine or undeveloped waterbodies to be preserved as high-quality resource waters. These waters are generally small, shallow lakes with a high-quality fishery.
- Class 2: Waterbodies that have limited development to be maintained in their current condition.
- Class 3: Waterbodies that have been historically heavily developed for residential and recreational use and are in need of restoration.
- Unclassified: A fourth class was created to accommodate all waterbodies that were not classified as Class 1, 2, or 3.

**Water Quality Management Area.** The area within 1,000 feet of the ordinary high water mark of a navigable lake, pond, or flowage; within 300 feet of the ordinary high water mark of a navigable river or stream, or a site that is susceptible to groundwater contamination or that has the potential to be a direct conduit for contamination to reach groundwater (from Section 281.16 of the *Wisconsin Statutes*).

**Watershed.** The area drained by a river and its tributaries.

Wellhead Protection Plan. A plan created to provide the basis for land use regulations to protect a public water supply or well fields. Wellhead protection regulations are typically included as an overlay district in a city, town, or village zoning ordinance.

Wetland. An area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation, and which has soils indicative of wet conditions.

Wisconsin Administrative Code. Regulations, commonly referred to as rules, written and promulgated by State agencies to supplement, implement, or interpret laws enacted by the Wisconsin Legislature. The rules are referred to based on the agency that is responsible for administering the rules. For example, “Comm” refers to rules administered by the Department of Commerce; “NR” refers to rules administered by the Department of Natural Resources, and “Trans” refers to rules administered by the Department of Transportation. Portions of the *Administrative Code* that particularly affect planning include Comm 83 (requirements for private onsite waste treatment systems); NR 115 (requirements for shoreland areas in towns and areas annexed to cities and villages after May 7, 1982); NR 116 (floodplain requirements); NR 117 (requirements for shoreland areas in cities and villages); and Trans 233 (requirements for subdivisions abutting State highways). The *Wisconsin Administrative Code* is available on the Legislature’s web page at [www.legis.state.wi.us/rsb/code/](http://www.legis.state.wi.us/rsb/code/).

Wisconsin Statutes. The body of law enacted by the Wisconsin State Legislature. Portions of the *Wisconsin Statutes* that particularly affect planning include Chapter 236 (subdivision requirements); Section 62.23 (zoning and master planning requirements for cities and villages, and towns that have adopted village powers); Section 66.1001 (comprehensive planning requirements); and Chapter 59 (zoning requirements for counties). The *Wisconsin Statutes* are available on the Legislature’s web page at <http://www.legis.state.wi.us/rsb/stats.html>.

Woodlands. Upland areas delineated and mapped by SEWRPC that are at least one acre in area and covered by deciduous or coniferous trees.

Zoning. Zoning is a law that regulates the use of property in the public interest. A zoning ordinance divides a community into districts for the purpose of regulating the use of land and structures; the height, size, and placement of structures; and the density of development. A zoning ordinance typically consists of two parts: a text setting forth regulations that apply to each of the various zoning districts, together with related procedural and administrative requirements; and a map delineating the boundaries of zoning districts.

“General zoning” refers to zoning that divides a local government into a variety of residential, commercial, industrial, and other zoning districts. General zoning authority is granted by Sections 62.23 and 61.35 of the *Statutes* for cities and villages, respectively; by Section 60.61 for towns without village powers; and by Section 60.62 for towns that have adopted village powers. “Shoreland zoning” refers to zoning along navigable waters carried out in accordance with Chapter NR 115 of the *Wisconsin Administrative Code* for county regulation of shorelands in towns, and city and village regulation of shoreland-wetlands under Chapter NR 117 of the *Administrative Code*.

## **LIST OF ACRONYMS**

BMP – Best Management Practices (see definition)  
CDBG – Community Development Block Grant  
CHIP – Community Health Improvement Plan  
CMOM – Capacity Management Operations and Maintenance (a Wisconsin Department of Natural Resources program for Sewage Treatment Plants)  
CRP – Conservation Reserve Program  
DATCP – Wisconsin Department of Agriculture, Trade, and Consumer Protection  
DNR – Wisconsin Department of Natural Resources  
DOA – Wisconsin Department of Administration  
DWD – Wisconsin Department of Workforce Development  
EDWC – Economic Development Washington County  
FEMA – Federal Emergency Management Agency  
LESA – Land Evaluation and Site Assessment (see definition)  
MMSD – Milwaukee Metropolitan Sewerage District  
NCO – Non-profit conservation organization  
NRCS – Natural Resources Conservation Service, which is an agency of the U.S. Department of Agriculture (USDA)  
OWLT – Ozaukee Washington Land Trust  
PDR – Purchase of Development Rights  
POWTS – Private onsite wastewater treatment system (see definition of “Private Sewage System”)  
PUD – Planned Unit Development (see definition)  
REP – Regional Economic Partnership  
RWQMP – Regional Water Quality Management Plan  
SEWRPC – Southeastern Wisconsin Regional Planning Commission  
TDR – Transfer of Development Rights (see definition)  
USDA – United States Department of Agriculture  
USEPA – United States Environmental Protection Agency  
WCCE – Washington County Commuter Express  
WisDOT – Wisconsin Department of Transportation  
WOW – Waukesha- Ozaukee- Washington Workforce Development Board  
WHEDA – Wisconsin Housing and Economic Development Agency  
WRP – Wetland Reserve Program

## APPENDICES

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**Appendix A**

**RESOLUTION TO PARTICIPATE  
IN THE MULTI-JURISDICTIONAL  
COMPREHENSIVE PLANNING PROCESS**

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**TOWN OF FARMINGTON  
WASHINGTON COUNTY  
RESOLUTION**

**AUTHORIZATION TO PARTICIPATE IN THE DEVELOPMENT OF A MULTI-JURISDICTIONAL COMPREHENSIVE PLAN AND TO SUPPORT WASHINGTON COUNTY'S APPLICATION FOR A COMPREHENSIVE PLANNING GRANT.**

**WHEREAS**, the Town Board of the Town of Farmington, in cooperation with Washington County and the Southeastern Wisconsin Regional Planning Commission (SEWRPC), acknowledges the benefits of cooperative comprehensive planning by the preparation of a Multi-jurisdictional Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development within Washington County and the Town of Farmington; and

**WHEREAS**, the Town Board of the Town of Farmington acknowledges the requirements of Wisconsin's Comprehensive Planning Law in accordance with §66.1001, and §16.965(4) of the Wisconsin Statutes, including the adoption of a comprehensive plan; and that funding is available from the Wisconsin Department of Administration to financially assist the County and participating local governments in preparing comprehensive plans; and

**WHEREAS**, Washington County will apply for Department of Administration funds to aid in the development of a Multi-jurisdictional Comprehensive Plan on behalf of the Town of Farmington, which is eligible to receive \$18,000 in grant funding; and

**WHEREAS**, an award of grant monies by the Wisconsin Department of Administration through this grant process will require matching grant funds from the County which will be fully satisfied by the in-kind services by the County and SEWRPC; and

**WHEREAS**, if a State grant is awarded, those grant monies will be used by Washington County and SEWRPC to prepare a Multi-jurisdictional Comprehensive Plan for Washington County that will contain sufficient detail to serve as a comprehensive plan for the County and for each participating Town and Village; and

**WHEREAS**, if a State grant is awarded, preparation of comprehensive plans for the Town and County will require a minimal out-of-pocket contribution from the Town, except for the cost of producing any local plan documents and any supplemental information desired by the Town; and

**WHEREAS**, any participating local government that does not adopt the multi-jurisdictional plan or a local plan by the end of the grant period in April 2009, or any local government that withdraws from the multi-jurisdictional planning effort after the grant agreement between the County and the Department of Administration has been signed, will be required to reimburse the County up to the full local government share of the grant award, depending on the stage of planning process at the time the local government withdraws from the process; and

**WHEREAS**, Washington County and local municipalities have established a Multi-jurisdictional Comprehensive Planning Work Group that has been meeting monthly to prepare a work program, public participation plan, and comprehensive planning grant application due November 1, 2004; and

**WHEREAS**, the Multi-jurisdictional Work Program developed by the Multi-jurisdictional Comprehensive Planning Work Group including partnering local municipalities, Washington County, the Southeastern Wisconsin Regional Planning Commission and the University of Wisconsin-Extension includes written details outlining the planning process, underlying assumptions, committee structure, report format, schedule and responsibilities of Washington County, SEWRPC and local government partners; and

**WHEREAS**, as part of participating in the Washington County multi-jurisdictional planning process, the Town has the option of contracting with SEWRPC to prepare an individual plan document based on the County plan for review and adoption by the Town Board, which will satisfy the requirements specified in Wisconsin's Comprehensive Planning Law.

**NOW, THEREFORE, BE IT RESOLVED** that the Town Board of the Town of Farmington hereby agrees to participate in the development of a Multi-jurisdictional Comprehensive Plan in cooperation with other communities in Washington County; the County; and SEWRPC pursuant to §66.1001, and §16.965(4) of the Wisconsin Statutes, provided the County is awarded a 2005 comprehensive planning grant by the State of Wisconsin;

**BE IT FURTHER RESOLVED** that the Town Board of the Town of Farmington hereby agrees to the procedures and responsibilities outlined in the Multi-jurisdictional Work Program, dated August 2004, developed by the Multi-jurisdictional Comprehensive Planning Work Group as its planning procedures, provided Washington County is awarded a 2005 comprehensive planning grant by the State of Wisconsin;



BE IT FURTHER RESOLVED that the Town Board of the Town of Farmington hereby agrees to authorize Washington County to apply for Department of Administration funds to aid in the development of a Multi-jurisdictional Comprehensive Plan on behalf of the Town of Farmington.

BE IT FURTHER RESOLVED that the Town Board of the Town of Farmington authorizes the Town Board Chair to execute the appropriate cooperative agreement and any and all documents to accomplish the proposal outlined herein for this multi-jurisdictional comprehensive planning process.

Dated this 5<sup>th</sup> day of October, 2004.

Motion for adoption moved by GARY SCHREIBER

Motion for adoption seconded by IKE ROELL

Voting Aye: 3 Nay: 0

APPROVED:

  
Town Chairman James Dieringer

ATTEST:

  
Town Clerk Joanne Oneska

*Prepared by the Planning Division of the Washington County  
Planning and Parks Department and the Southeastern  
Wisconsin Regional Planning Commission - August 30, 2004*

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**Appendix B**

**RESOLUTION ADOPTING THE  
PUBLIC PARTICIPATION PLAN**

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**TOWN OF FARMINGTON  
WASHINGTON COUNTY  
RESOLUTION**

**ESTABLISHING PUBLIC PARTICIPATION PROCEDURES  
FOR THE MULTI-JURISDICTIONAL COMPREHENSIVE PLANNING PROCESS**

**WHEREAS**, pursuant to §66.1001, Wis. Stats., all units of government which engage in zoning, subdivision, or official mapping must adopt a comprehensive plan by the year 2010; and

**WHEREAS**, the Town of Farmington has decided to prepare a comprehensive (master) plan under the authority of and procedures established by S62.23(3) and S66.1001(4), Wisconsin Statutes; and

**WHEREAS**, S66.1001(4)(a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation, and that such written procedures shall also provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

**WHEREAS**, Washington County and the Town of Farmington have established a Multi-Jurisdictional Comprehensive Planning Work Group that has been meeting monthly to prepare a public participation plan in preparation for a State of Wisconsin comprehensive planning grant application due November 1, 2004; and

**WHEREAS**, the Town of Farmington believes that regular, meaningful public involvement in the comprehensive plan process is important to assure that the resulting plans are based on public input; and

**WHEREAS**, the Public Participation Plan developed by the Multi-Jurisdictional Comprehensive Planning Work Group including the Town of Farmington, Washington County, the Southeastern Wisconsin Regional Planning Commission and the University of Wisconsin-Extension includes written procedures to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

**NOW, THEREFORE, BE IT RESOLVED** that the Board of Supervisors of the Town of Farmington hereby adopts the written procedures included in the Final Draft Public Participation Plan, dated July 2004, developed by the Multi-Jurisdictional Comprehensive Planning Work Group as its public participation procedures meeting the requirements of

S66.1001(4)(a), Wisconsin Statutes provided Washington County is awarded a 2005 comprehensive planning grant by the State of Wisconsin.

Resolution Adopted: 10-5-04

ATTEST:

  
Joanne Oneska, Town Clerk

  
Jim Dick, Chairman, Town of Farmington

## Appendix C

# SUMMARY OF LAND USE RELATED EXTRATERRITORIAL AUTHORITIES

### Introduction

Cities and villages in Wisconsin have several types of extraterritorial authority that may affect land development in adjacent towns. Under the *Wisconsin Statutes*, cities and villages have authority to exercise extraterritorial planning, platting (subdivision review), and official mapping by right. In order to exercise extraterritorial zoning, cities and villages must work cooperatively with the adjoining town to develop an extraterritorial zoning ordinance and map. Cities and villages also have extraterritorial authority over offensive industries and smoke emissions. Cities, villages, and towns have limited extraterritorial authority over navigational aids and uses surrounding airports owned by the city, village, or town. Each of these extraterritorial authorities is summarized below.

### Extraterritorial Planning

Under Section 62.23(2) of the *Statutes*, the plan commission of a city has “the function and duty” to “make and adopt a master plan for the physical development of the city, including any areas outside of its boundaries that in the commission's judgment bear relation to the development of the city.” Section 61.35 grants this same authority to village plan commissions. The *Statutes* do not specify the distance outside the city or village boundaries that may be included in the city or village master plan.

Because the comprehensive planning law (Section 66.1001 of the *Statutes*) defines a city or village comprehensive plan as a plan developed in accordance with Section 62.23(2) or (3), a city or village comprehensive plan presumably could also include areas outside the city or village corporate limits, including any areas outside the city or village boundaries that in the plan commission's judgment bear relation to the development of the city or village.

The comprehensive planning law defines a county comprehensive plan as a plan developed under Section 59.69(2) or (3) of the *Statutes*. Section 59.69(3) sets forth the requirements for preparing and adopting a county development plan. Section 59.69(3)(b) requires that a County development plan shall include, without change, the master plan of a city or village adopted under Section 62.23(2) or (3). It is unclear, however, if a county development plan must include a city or village plan for areas outside the limits of a city or village. Regardless of whether the recommendations of a city or village plan for areas outside its corporate limits are incorporated into a county development or comprehensive plan, Section 59.69(3)(e) of the *Statutes* states that “a master plan adopted under Section 62.23(2) and (3) and an official map that is established under Section 62.23(6) shall control in unincorporated territory in a county affected thereby, whether or not such action occurs before the adoption of a development plan.”

The language in Section 59.69(3)(e) of the *Statutes* appears to mean that, as of 2010, county actions and programs affecting land use in unincorporated areas included in a city or village master (or comprehensive) plan or official map must be consistent with the city or village plan or official map. It is unclear how this requirement would be applied in situations where a city or village plan recommendation for a specific property conflicted with a county responsibility under another statutory or regulatory requirement, such as shoreland zoning.

Town actions and programs (for example, zoning decisions) affecting land use in the extraterritorial area of a city or village must be consistent with the town comprehensive plan.

### **Extraterritorial Platting**

Under Section 236.10 of the *Statutes*, a city or village may review, and approve or reject, subdivision plats located within its extraterritorial area if it has adopted a subdivision ordinance or an official map. Section 236.02 of the *Statutes* defines the extraterritorial plat review jurisdiction as the unincorporated area within three miles of the corporate limits of a city of the first, second, or third class, or within 1.5 miles of the corporate limits of a city of the fourth class or a village.<sup>1</sup> The Cities of Hartford and West Bend are both third class cities. All cities and villages in Washington County exercise extraterritorial platting authority and review plats in adjacent towns.

In accordance with Section 66.0105 of the *Statutes*, in situations where the extraterritorial plat approval jurisdiction of two or more cities or villages would otherwise overlap, the extraterritorial jurisdiction between the municipalities is divided on a line, all points of which are equidistant from the boundaries of each municipality concerned, so that no more than one city or village exercises extraterritorial jurisdiction over any unincorporated area. City and village extraterritorial plat approval authority does not include the authority to require public improvements, such as streets or sanitary sewers, in plats outside city or village limits. Only the town board may require improvements in plats located within a town.

### **Official Mapping**

Official mapping authority, granted to cities and villages under Section 62.23(6) of the *Statutes*, is intended to prevent the construction of buildings or structures and their associated improvements on lands designated for future public use. An official map may identify the location and width of existing and proposed streets, highways, parkways, parks, playgrounds, railway rights-of-way, public transit facilities, airports, and airport affected areas (areas up to three miles from an airport). Waterways, which include streams, ditches, drainage channels, lakes, and storage basins, may also be shown on an official map if the waterway is included in a comprehensive surface water drainage plan. Official maps may be adopted by an ordinance or resolution of the village board or common council, and must be recorded with the county register of deeds immediately following their adoption.

A city or village official map may include the area within the city or village plus the area within the extraterritorial plat approval jurisdiction of the city or village.

Towns that have adopted village powers may adopt an official map for areas within the town.

As of 2007, the Cities of Hartford and West Bend and the Villages of Jackson and Kewaskum had adopted official maps.

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<sup>1</sup>*Cities of the first class are those with a population of at least 150,000 residents; cities of the second class are those with a population of 39,000 to 150,000 residents; cities of the third class are those with a population of 10,000 to 39,000 residents; and fourth class cities have a population of less than 10,000 residents. A city is not automatically reclassified based on changes in population. Under Section 62.05 of the Statutes, to change from one class to another a city must meet the required population based on the last Federal census, fulfill required governmental changes (generally, an amendment to the charter ordinance is required), and publish a mayoral proclamation.*

## **Extraterritorial Zoning**

Under Section 62.23(7a) of the *Statutes*, a city or village may enact an extraterritorial zoning ordinance and map for adjoining unincorporated areas lying within its extraterritorial area. The limits of extraterritorial zoning are the same as those specified in the *Statutes* for extraterritorial plat review. Unlike extraterritorial plat review authority, which is automatically granted by the *Statutes* to cities and villages, a city or village must follow a procedure that involves the adjoining town before enacting a permanent extraterritorial zoning ordinance and map, as summarized below:

1. The common council or village board must adopt a resolution stating its intent to adopt an extraterritorial zoning ordinance. The city or village must publish a public notice and send a copy of the resolution and a map showing the boundaries of the proposed extraterritorial zoning area to the county and to the clerk of each affected town within 15 days of adopting the resolution.
2. The common council or village board may also adopt an interim ordinance that “freezes” the existing zoning within the extraterritorial area while the extraterritorial zoning ordinance is being prepared. A public notice must be published and the county and affected towns must be notified. An ordinance freezing existing zoning can remain in effect for up to two years. The common council or village board may extend the moratorium for one additional year.
3. A joint zoning committee must be formed to develop recommendations for the extraterritorial zoning ordinance regulations and map. The committee is made up of three members from the city or village plan commission and three members from each town affected by the proposed extraterritorial zoning ordinance. The town members are appointed by the town board and must be town residents. If more than one town is affected, one committee is formed to develop the regulations, but the *Statutes* provide that “a separate vote shall be taken on the plan and regulations for each town and the town members of the joint committee shall vote only on matters affecting the particular town which they represent.”
4. The *Statutes* further provide that the common council or village board may not adopt the proposed extraterritorial zoning map and ordinance unless the map and ordinance receive a favorable vote of a majority of the six members of the joint committee.

There were no extraterritorial zoning ordinances in effect in Washington County in 2007. Extraterritorial zoning processes were underway between the City and Town of Hartford and the Village and Town of Kewaskum. Joint extraterritorial committees were formed and the minimum two-year process was initiated in 2006 in both cases.

## **Other Extraterritorial Authorities**

Other city and village extraterritorial authorities include the following:

- **Smoke:** Under Section 254.57 of the *Statutes*, a common council or village board may regulate or prohibit the emission of dense smoke into the open air within city or village limits and up to one mile from city or village limits.
- **Offensive Industry:** Under Section 66.0415 of the *Statutes*, a common council or village board may regulate, license, or prohibit the location, management, or construction of any industry, thing, or place where any nauseous, offensive, or unwholesome business is carried out. This authority extends to the area within the city or village and up to four miles beyond the city or village boundaries. The City of Milwaukee may regulate offensive industries along the Milwaukee, Menominee, and Kinnickinnic Rivers and their branches to the outer limits of Milwaukee County, including along all canals connecting with these rivers and the lands adjacent to these rivers and canals or within 100 yards of them. A town board has the same powers as cities and villages within that portion of the town not regulated by a city or village under this section.

Cities, villages, and towns have the following extraterritorial authorities:

- **Water Navigation Aids:** Under Section 30.745 of the *Statutes*, a common council, village board, or town board may regulate water navigation aids (moorings, markers, and buoys) within one-half mile of the city,

village, or town, provided the municipal ordinance does not conflict with a uniform navigations aids system established by the Wisconsin Department of Natural Resources or the County.

- **Aerial Approaches to Airports:** Under Section 114.136 of the *Statutes*, any city, village, or town (or county) that is the owner of an airport site may protect the aerial approaches to the airport through an ordinance regulating the use, location, height, and size of structures and objects of natural growth surrounding the airport. An ordinance adopted by a local government that owns an airport site applies in all local governments within the aerial approach area, and may be adopted and enforced without the consent of other affected governing bodies.

The City of West Bend regulates uses in the aerial approach zone in the Town of Trenton near the West Bend airport. Both the City of West Bend and the City of Hartford regulate the heights of buildings and structures near the West Bend and Hartford airports. Height limitations near the Hartford airport affect the Towns of Addison and Hartford. Height limitations near the West Bend airport affect the Towns of Barton, Farmington, Trenton, and West Bend.

## **Appendix D**

# **HOUSING PROGRAMS AVAILABLE IN THE TOWN OF FARMINGTON AND WASHINGTON COUNTY**

Government sponsored housing programs have been inventoried to assess government's potential to help the private sector meet housing needs. The full array of government sponsored programs and funding availability is almost continually changing, therefore, this section focuses on those programs that have the potential for increasing the availability of lower-cost housing and rehabilitation in the Town and Washington County. Many of the programs available in Washington County are administered through local and State agencies that receive funding from the Federal government. Agencies involved in administering housing programs include the HOME Consortium; the U.S. Department of Agriculture (USDA) Rural Development; the Wisconsin Housing and Economic Development Authority (WHEDA); and the U.S. Department of Housing and Urban Development (HUD).

### **Housing Program Administrators**

#### ***The HOME Consortium***

The HOME Consortium is a four-county governmental body, which includes Washington, Ozaukee, Waukesha, and Jefferson Counties, whose purpose is to advance homeownership opportunities and programs for households that earn 80 percent or less of the area's median income. Median incomes based on family size are developed annually by HUD (see Table 48 in Chapter VII). The area served by the Consortium receives an annual funding allocation from HUD. The Consortium's programs are administered by C-CAP LLC and the Community Housing Initiative, Inc., which are nonprofit organizations located in the City of Waukesha.

#### ***Wisconsin Housing and Economic Development Authority (WHEDA)***

WHEDA was created by the Wisconsin Legislature in 1972 as a nonprofit "public benefit corporation" to help meet the housing needs of lower-income households in the State. This purpose has expanded to include providing housing facilities to meet the needs of households with disabled or elderly members. The programs are financed through the sale of tax-exempt bonds and receive no State tax support. These programs involve the administration of several Federally-funded grants and housing tax credits.

#### ***U.S. Department of Housing and Urban Development (HUD)***

HUD provides funding for a number of housing programs, including the Section 8 Low-Income Rental Assistance Program and the Home Investment Partnership Act (HOME). In order for units or agencies of government to apply for and receive HUD housing grants or public housing funds, they must prepare a Comprehensive Housing Affordability Strategy (CHAS) and submit that strategy to HUD for approval. The purpose of the CHAS is to ensure that communities receiving funding from HUD have planned for the housing-related needs of low- and moderate-income households in a way that improves the availability and affordability of adequate housing. The

CHAS must also include consideration of persons needing supportive services, identify the manner in which private resources will be incorporated in addressing identified housing needs, and provide for both rental and homeownership options.

### ***The Federal Housing Administration (FHA)***

The FHA was established by Congress in 1934 and became part of HUD's Office of Housing in 1965. The FHA insures mortgage loans for single- and multi-family homes from FHA-approved lenders throughout the Nation, including Washington County. FHA mortgage insurance provides approved lenders with protection against losses as the result of default on a loan. The lender bears less risk because the FHA will pay a claim to the lender in the event of a homeowner default. This allows FHA insured loans to be made with less cash investment than other loans, which increases accessibility to lower-income households.

### ***U.S. Department of Agriculture (USDA) Rural Development***

The USDA administers the Federal Government's primary program addressing America's need for affordable rural housing. USDA Rural Development provides loans and grants to develop rural community facilities in cities, villages, and towns with populations less than 20,000 that are not part of an urban area. The USDA provides affordable housing opportunities for low- to moderate-income families in Washington County.

### ***Wisconsin Department of Commerce, Division of Community Development, Bureau of Housing***

The Bureau of Housing administers several Federal and State programs to provide low- and moderate-income households with housing assistance in many areas of Wisconsin. Washington County residents are not eligible for programs administered by the Bureau of Housing because the County is included in the HOME Consortium, which fills the role of the Bureau of Housing in administering State and Federal housing programs in Washington, Ozaukee, Waukesha, and Jefferson Counties.

### **Government Sponsored Housing Programs**

The following sections describe programs funded by the State and Federal governments for construction of single- and multi-family housing and programs that provide financial assistance for down payments, loan guarantees, or rental assistance.

### ***HOME Consortium Programs***

#### ***Home Buyer Counseling***

The Slinger Housing Authority provides home buyer counseling to the HOME Consortium Counties of Ozaukee and Washington. The Authority provides a complete package of supportive counseling services to enable participants to achieve home ownership. This assistance is provided throughout the home buying process with credit awareness, acquiring budget management skills, learning about mortgage products and guidelines, the selection of property and the post-purchase responsibilities of home ownership. The Authority provides monthly educational home buying seminars and provides ongoing one-on-one counseling with clients, as needed. The program meets the home buyer counseling requirements of the HOME Consortium Down Payment Assistance Program.

#### ***C-CAP Down Payment Assistance (DPA) Grant***

The purpose of the C-CAP DPA Grant Program is to assist homebuyers with the upfront costs of purchasing a home through a down payment assistance (DPA) grant. The HOME Consortium provides funding to C-CAP, which administers the grant program. The grant itself is offered through private lenders partnering with C-CAP. The DPA grant can help pay up to \$3,000 in customary closing costs and fees related to buying a home and/or a portion of a down payment. The C-CAP DPA grant is forgiven over the course of five years. A portion of the grant must be repaid if the home is sold within a five year period as long as the borrower continues to occupy the home.

- Buyer household income cannot exceed 80 percent of the HUD estimated median family income by size for the Milwaukee Metropolitan Statistical Area. The 2006 HUD estimated median income and 80 percent of the median income are listed on Table 48 in Chapter VII



- Eligible costs financed by the grant include the down payment, all closing costs, prepaid items, home inspection, and home buyer counseling
- The maximum home purchase price in Washington County is \$194,800
- Eligible units include owner-occupied single-family homes, condominiums, and certain manufactured homes

#### *American Dream Down Payment Initiative (ADDI) C-CAP Loan*

The ADDI offers 0 percent interest loans to buyers to use for either completion of home repairs immediately after closing or occupancy or as a form of down payment assistance. A buyer may be eligible for up to a \$5,000 deferred 0 percent interest loan to be used for down payment or closing costs, or a buyer may be eligible for up to a \$10,000 deferred 0 percent interest loan for home repairs only. The ADDI loan is deferred at 0 percent APR, which means there is no interest and the loan is not due until sale or transfer of the mortgaged property. The ADDI loan may also be combined with the C-CAP Down Payment Assistance grant. Eligibility criteria for Washington County are identical to those outlined in the C-CAP DPA grant program. This program is also administered by C-CAP with funds provided through the HOME Consortium.

#### **WHEDA Programs**

##### *Low-Income Housing Tax Credit Program (LIHTC)*

Created by the Tax Reform Act of 1986, the LIHTC program gives states the equivalent of nearly \$5 billion in annual budget authority to issue tax credits for the acquisition, rehabilitation, or new construction of rental housing targeted to lower-income households. The program provides an incentive by providing credit against Federal income tax liability. As a basic program requirement, rental property owners either make at least 20 percent of their housing units available to households with incomes not exceeding 50 percent of the area median family income as adjusted for family size or make at least 40 percent of their housing units available to households with incomes not exceeding 60 percent of an area's median family income as adjusted for family size. Property owners must agree to maintain these percentages for at least 30 years. The LIHTC program is administered by WHEDA in Wisconsin.

##### *Home Ownership Mortgage (HOME) Loan Program*

The HOME Loan Program, administered by WHEDA and funded by HUD, offers long-term, below-market, fixed-rate financing for low- to moderate-income, first-time homebuyers. Features and benefits of this program include a below-market, fixed interest rate with up to a 30-year term; a low down payment required with down-payment assistance available; lower mortgage insurance premiums; and Mortgage Guardian mortgage payment protection in the event of involuntary job loss. For Washington County, eligible properties include new or existing single-family detached dwellings; manufactured housing on land owned by the applicant and taxed as real estate; condominiums; and two, three, or four unit dwellings which are least five years old.

##### *Fixed-Interest Only Loan Program*

The Fixed-Interest Only Loan Program, administered by WHEDA and funded by HUD, offers below-market, fixed-rate financing with reduced payments during the first seven years for eligible first-time homebuyers. The home purchase price must be at least \$150,000 and cannot exceed the purchase price limits listed above for the HOME Loan Program.

##### *HOME Plus Loan Program*

The HOME Plus Loan Program, administered by WHEDA and funded by HUD, provides financing of up to \$10,000 for down payment and closing costs, and a line of credit for future home repairs. Borrowers must have less than \$4,500 in liquid assets to be eligible to draw HOME Plus funds for down payment and closing costs. Those with liquid assets exceeding \$4,500 may still request the line of credit for future home repairs. Eligible properties must be occupied by the owner and can be anywhere from one to four units.

## ***HUD Programs***

### ***Wisconsin Community Development Block Grant (CDBG) Program***

HUD provides community development block grants to entitled counties, entitlement communities, and States (for distribution to non-entitlement communities) for housing programs that principally benefit low- and moderate-income households and other community development purposes. Counties, entitlement communities, and States develop their own specific programs and funding priorities under the CDBG program; however, maximum priority must be given to activities which either benefit low- and moderate-income persons or aid in the prevention or elimination of blighted areas or slums. States must ensure that over a three year period, at least 60 percent of CDBG funds awarded to non-entitlement communities are used for activities that benefit low- and moderate-income households. HUD defines communities entitled to grants as principal cities of a metropolitan statistical area (MSA), other metropolitan cities with a population of at least 50,000, and urban counties with a population of at least 200,000, excluding the population of any entitlement communities within the county. Washington County is not an entitlement area, so communities must apply for CDBG funds from WHEDA, which administers the CDBG program for non-entitlement areas.

### ***Section 8 Rental Voucher Program***

The Section 8 Rental Voucher Program increases affordable housing choices for low-income households by allowing families to choose privately-owned rental housing. A public housing authority (PHA) generally pays the landlord the difference between 30 percent of a family's gross household income and the PHA-determined payment standard, about 80 to 100 percent of the fair market rent (FMR). Housing authorities may be established by counties and local governments. There are three housing authorities in the County; they include the Hartford Community Development Authority (HCDA), the Slinger Housing Authority, and the West Bend Housing Authority. Of these three housing authorities, only HCDA and the West Bend Housing Authority provide vouchers. HCDA provides up to 148 households within the City of Hartford with vouchers per month. The West Bend Housing Authority provides up to 159 households within the City of West Bend with vouchers per month.

WHEDA administers the Section 8 program outside Hartford, Slinger, and West Bend. In recent years, WHEDA has contracted with Horizon Management Group, Inc., based in La Crosse County with an office in Sheboygan County, to administer the program in Washington County. Horizon Management Group provides up to 75 households with vouchers per month outside the Cities of Hartford and West Bend.

Prior to 1981, another portion of Section 8 rental assistance was disbursed directly to individual property owners. This was referred to as "Project-Based Assistance." HUD entered into 20-year contribution contracts with individual property owners to provide subsidies for lower-income tenants. Because this component of the Section 8 program was eliminated in 1981, the number of rental housing units subsidized in this manner has been decreasing as contracts with property owners expire. Contracts remaining in effect are the result of "renewal" of contracts initiated prior to 1981. There were 442 subsidized units in the County as of 2006; 164 of these units housed elderly households, 114 units housed families, 64 units housed both elderly and family households, and 100 units housed other households. These units do not count against the limits described above.

### ***Section 202 Supportive Housing for the Elderly Program***

HUD provides interest-free capital advances to private, nonprofit sponsors to finance the development of supportive housing for the elderly. The capital advance does not have to be repaid as long as the project serves very low-income elderly persons for 40 years. Project rental assistance funds are provided to cover the difference between the HUD-approved operating cost for the project and the tenants' contribution towards rent. Project rental assistance contracts are approved initially for five years and are renewable based on the availability of funds. Private nonprofit organizations can apply to develop a Section 202 project if they can, among other requirements, submit a resolution that they will provide a minimum capital investment equal to 0.5 percent of the HUD-approved capital advance. Public entities are not eligible for funding under this program. Occupancy in Section 202 housing is open to any very low-income household comprised of at least one person who is at least 62 years old at the time of initial occupancy.

### *Section 811 Supportive Housing for Persons with Disabilities*

HUD provides interest-free capital advances to private nonprofit sponsors to finance the development of rental housing such as independent living projects, condominium units, and small group homes that will provide supportive services for people with disabilities. The capital advance does not have to be repaid as long as the project serves very low-income persons with disabilities for 40 years. Project rental assistance funds are provided to cover the difference between the HUD-approved operating cost for the project and the tenants' contribution towards rent. Project rental assistance contracts are approved initially for five years and are renewable based on the availability of funds. Nonprofit organizations with a Section 501(c)(3) tax exemption from the IRS can apply to develop a Section 811 project if they can, among other requirements, submit a resolution that they will provide a minimum capital investment equal to 0.5 percent of the HUD-approved capital advance, up to a maximum of \$10,000. Occupancy in Section 811 housing is open to any very low-income household comprised of at least one person who is at least 18 years old and has a disability, such as a physical or developmental disability or chronic mental illness.

### *Rehabilitation Mortgage Insurance—Section 203(k)*

This FHA (which became part of HUD in 1965) program insures mortgages designed for properties in need of rehabilitation. Property acquisition costs are combined with rehabilitation costs under one mortgage as opposed to two, which is the traditional method. The ability to consolidate the mortgages results in a single long-term mortgage with relatively low interest rates and a streamlined process for the borrower and lender. They are also available to those who might not otherwise qualify for conventional mortgages. Section 203(k) insures mortgages covering the purchasing or refinancing and rehabilitation of a home that is at least one year old. A portion of the loan proceeds are used to pay the seller, or, in a refinance situation, to pay off the existing mortgage, and the remaining funds are placed in an escrow account and released as rehabilitation is completed. The rehabilitation cost must be at least \$5,000 and there are no income limits for eligibility.

### *Property Improvement Loan Insurance (Title I)*

This FHA program insures loans made by private lenders to borrowers, many of whom might not be eligible for a traditional loan, for the purpose of making home improvements. Loans are insured for up to 20 years on single family or multi-family properties. The maximum loan amount is \$25,000 for a single-family property, and \$12,000 per housing unit not to exceed a total of \$60,000 for a multi-family property. Loan funds may be used for light to moderate rehabilitation of single-family and multi-family structures, or to construct a non-residential structure on a single-family property. Loans may also be used to purchase fire safety equipment. The intent of the program is to provide financing for permanent improvements that protect or improve the basic livability and utility of a property, including manufactured homes, single- and multi-family structures, non-residential structures, and preservation of historic homes.

### ***USDA Rural Development Programs***

#### *Farm Labor Housing Loans and Grants*

Farm Labor Housing Loans and Grants provide low-cost financing for the development of affordable rental housing for both year-round and migrant "domestic farm laborers" and their households. These programs may be used to build, buy, improve, or repair farm labor housing and provide related facilities, such as onsite child care centers.

#### *Multi-Family Housing Direct Loans*

Multi-Family Housing Direct Loans provide loans for the development of affordable rental housing in rural communities. Low and very-low income households are targeted as tenants, but moderate income households are also eligible. Rural Development may also provide "Rental Assistance," a project-based tenant subsidy that pays a portion of tenant housing costs, reducing them to an affordable level (30 percent of adjusted income). Projects must be in a rural area and consist of at least two rental units.

#### *Multi-Family Housing Guaranteed Loans*

Multi-Family Housing Guaranteed Loans serve the rental housing needs of low- and moderate-income rural households by providing loan guarantees for newly constructed or rehabilitated rental property in eligible rural

areas. Guarantees may be used in conjunction with other subsidy programs, such as the Low-Income Tax Credit, HOME, and state rental assistance programs. Loans can be made for a variety of rental housing types, for example: family, elderly, congregate housing, and mobile homes. Loans can be made for new construction, moderate or substantial rehabilitation, acquisition of buildings that provide for "special housing needs," and combination construction and permanent loans. Tenants' income cannot exceed 115 percent of the area median income, adjusted for family size. Rent (including tenant-paid utilities) for any unit at initial occupancy cannot exceed 30 percent of 115 percent of the area median income, adjusted for family size. The average rent (including tenant-paid utilities) for all units in a project cannot exceed 30 percent of area median income.

#### *Rural Housing Site Loans*

Rural Housing Site Loans are short term loans to finance development costs of subdivisions located in communities with a population of 10,000 or less (selected communities with a population between 10,000 and 20,000 are also eligible). Developed lots are to be sold to families with low- to moderate-household income (up to 115 percent of the county median income). Loans can be made to public or private local non-profit organizations with legal authority to buy, develop, and sell home sites to eligible applicants.

#### *Single Family Housing Direct Loans*

Single Family Housing Direct Loans are for families seeking financing to purchase new or existing homes or to repair or improve a home. This subsidized housing program offers loan benefits as down payment assistance to enable purchase with a loan through a private lending source (Rural Development accepts a junior lien behind the primary lender) or as a sole source of assistance for purchase, repair, or improvement. Sole source assistance is limited to families who are unable to obtain any part of the needed credit from another lending source. To be eligible an applicant must have the ability to repay the loan, live in the home, and be a citizen or be legally admitted to the U.S. for permanent residence, among other requirements. Family income cannot exceed 80 percent of the county median income.

#### *Single Family Housing Guaranteed Loans*

The Guaranteed Rural Housing (GRH) loan program provides moderate-income families with access to affordable home ownership in eligible rural areas. Approved GRH lenders provide home purchase financing requiring no down payment and can finance loan closing costs and repairs up to the property's appraised value. To be eligible, an applicant must have adequate and dependable income; be a citizen or be legally admitted to the U.S. for permanent residence; have an adjusted annual household income that does not exceed the moderate-income limits for the area; and demonstrate adequate repayment ability. The home must be a new or existing stick-built or modular home that meets HUD guidelines; a new manufactured home on a permanent foundation; owner occupied and not income producing; and located in an eligible rural area or community.

#### *WisLoan*

This program provides loans for a wide variety of residential modifications to improve accessibility for disabled persons, including ramps and home accessibility modifications for non-rental units. Individuals applying for a loan must be a Wisconsin resident, at least 18 years old (parents and other relatives can apply on behalf of disabled people under age 18), and have a disability. Applicants can request any amount needed for the modifications, but the loan amount is dependent on ability to repay the loan and availability of loan funds. The loan is available to Washington County residents and administered by IndependenceFirst with oversight by the Independent Living Unit of the State Bureau of Aging and Long Term Care Resources (part of the Wisconsin Department of Health and Family Services). The IndependenceFirst office located in Milwaukee (600 W. Virginia Street, fourth floor) serves Washington County.

#### *Housing Trust Funds*

Housing trust funds can be established by county or local governments (or state governments) to support the preservation and production of affordable housing through a dedicated source of public financing. As of 2006, over 350 county and local government and 38 state housing trust funds had been established. They have combined to dedicate over \$750 million annually towards addressing affordable housing needs across the Country. Locally, the City of Milwaukee Common Council passed an ordinance creating a Milwaukee Housing Trust Fund in late 2006. It

started with base funds of \$2.5 million in 2007 from bonding. Ongoing revenue is generated from Potawatomi gaming proceeds, Tax Increment Financing (TIF) revenue (see Appendix E for additional information regarding TIF), and designated PILOT funds.<sup>1</sup> Community support for the trust fund was championed by the Milwaukee Housing Trust Fund Coalition, which was comprised of many faith and community based organizations such as the Interfaith Conference of Greater Milwaukee.

***Department of Veteran Affairs Home Loan Program***

This program is available to veterans, active duty military personnel, and certain members of the reserves and National Guard. The program offers advantages to applicants including loans with no money down and no private mortgage insurance payments. Applicants must meet income and credit requirements for the loans, which are generally administered by lenders approved by the Department of Veteran Affairs.

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<sup>1</sup>*PILOT funds are payments in lieu of taxes received by the City.*

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## **Appendix E**

# **ECONOMIC DEVELOPMENT ORGANIZATIONS AND PROGRAMS AVAILABLE IN THE TOWN OF FARMINGTON AND WASHINGTON COUNTY**

A number of economic development organizations and programs have been established to assist in the establishment, retention, and expansion of area businesses in the Town of Farmington and the County, including the following.

### ***Economic Development/Washington County***

Economic Development/Washington County (EDWC) seeks to improve and enhance the economic vitality of the County by serving as the central voice on economic development issues, retaining and expanding the current manufacturing and commerce sectors, attracting and creating new family-supporting jobs, and supporting quality of life issues. The EDWC recently drafted a 2006-2007 economic development strategic plan for Washington County. This plan sets goals for the County in the areas of business retention, business attraction, workforce quality and availability, and the internal structure of the EDWC. The plan addresses each goal and assigns the goal's priority, timeline, and the entity responsible for that goal.

### ***Washington County Revolving Loan Fund***

The Wisconsin Community Development Block Grant (CDBG) Program, administered by the Wisconsin Department of Commerce, provides local government with funds to use for economic development, more specifically, for business start-ups and expansion. These funds, received from the U.S. Department of Housing and Urban Development, are used to provide grants to local units of government that use the funds to loan to a business. The business, in return for use of the public funds, provides private investment towards the assisted activity and most importantly creates job opportunities, principally for the benefit of low- and moderate-income persons.

When a business repays the community the loan (principal and interest payments), the funds are used to capitalize a local revolving loan fund (RLF). With the RLF, the community can make additional loans to businesses wishing to expand or locate in the community. These loans typically are smaller loans (\$20,000-\$100,000). When successfully administered, the community's revolving loan fund can expand the amount in its RLF to an amount in excess of the original amount it was able to retain. This happens when the community exercises due diligence by performing a thorough credit analysis to determine business viability and adequately securing and servicing the loan. In administering a RLF, a community becomes a "bank" and accepts responsibilities similar to that of a commercial lender when it makes a CDBG or RLF loan to a business.

Washington County has established a RLF program. Eligible applicants include manufacturing and related distribution businesses and service businesses that wish to establish a new operation or expand an existing operation in the County. The loan may be used for the acquisition of land, buildings, and/or fixed equipment; site preparation; the construction, reconstruction, or rehabilitation of buildings, including leasehold improvements; the installation of fixed equipment; clearance, demolition, and/or removal of structures; working capital; and buyouts by purchase of assets or stock. There were four businesses in the County participating in the RLF program in 2006.

To be eligible for funding, a proposed project must meet all of the following minimum requirements:

- Private Funds Leveraged - One dollar of private sector investment must be provided for each dollar of RLF investment. Private sector investment is defined as financing from a private lending institution, public sector business loan programs other than the CDBG program, or new equity that is injected into the business as a part of the expansion project.
- Cost Per Job - A minimum of one full-time equivalent (FTE) job must be created or retained for each \$20,000 of RLF funds requested.
- Financial Feasibility and Business Viability - The applicant must demonstrate that the proposed project is viable and that the business has the economic ability to repay the funds.
- Low- and Moderate-Income (LMI) Benefit - At least 51 percent of the jobs created or retained must be made available to persons who reside in low- and moderate-income households.
- Project Completion - All projects must be completed, all funds expended, and all jobs created and/or retained within 24 months from the date of the RLF loan approval. All jobs must be maintained for a minimum of 12 months.

Washington County has also established a RLF Retail program. Eligible applicants include any retail business that wishes to establish a new operation or expand an existing operation in the County. The loan may be used for the acquisition of land, buildings, and/or fixed equipment; site preparation; the construction, reconstruction, or rehabilitation of buildings, including leasehold improvements; the installation of fixed equipment; clearance, demolition, and/or removal of structures; working capital; and buyouts by purchase of assets or stock. There were two businesses in the County participating in the RLF Retail program in 2006.

To be eligible for funding, a proposed project must meet all of the following minimum requirements:

- Private Funds Leveraged - One dollar of private sector investment must be provided for each dollar of RLF investment. Private sector investment is defined as financing from a private lending institution, public sector business loan programs other than the CDBG program, or new equity that is injected into the business as a part of the expansion project.
- Cost Per Job - A minimum of one full-time equivalent (FTE) job must be created or retained for each \$10,000 of RLF funds requested.
- Financial Feasibility and Business Viability - The applicant must demonstrate that the proposed project is viable and that the business has the economic ability to repay the funds.
- Low- and Moderate-Income (LMI) Benefit - At least 51 percent of the jobs created or retained must be made available to persons who reside in low- and moderate-income households.
- Project Completion - All projects must be completed, all funds expended, and all jobs created and/or retained within 24 months from the date of the RLF loan approval. All jobs must be maintained for a minimum of 12 months.

### ***Technology Zones***

Wisconsin's Technology Zone program, administered by the Wisconsin Department of Commerce, offers tax credit incentives to new and growing businesses in the State's high-technology sectors. High technology



businesses planning to expand existing operations in a designated Technology Zone area, individuals planning to start a new business in a Technology Zone area or businesses considering relocation to a Technology Zone area from outside Wisconsin may be eligible for Technology Zone tax credits. Washington County is part of the Metropolitan Milwaukee Technology Zone. Beneficiaries of the Technology Zone program include the Signicast Corporation in the City of Hartford.

### ***The Milwaukee 7***

The Milwaukee 7 is a council of representatives from the seven Southeastern Wisconsin counties – Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. The council, made up of about 35 civic and business leaders, was formed with the idea that a regional approach is significant to fostering economic growth. Milwaukee 7 is engaged in efforts focusing on regional strategic planning for economic development. Among the council's goals are to compile comprehensive information about the Region, creating a way for businesses to tap easily into data that can help them plan expansion or location decisions, identifying “clusters” of industries well suited to the area, and creating jobs to retain more Wisconsin college graduates.

In April 2007, the Milwaukee 7 released its Strategic Framework, which sets forth a vision for the Region and a plan to achieve that vision. The Strategic Framework identifies the Region's assets that pose a unique opportunity for the Region's long-term prosperity; identifies “Regional Export Drivers,” which are industries that drive the export of goods and services beyond our regional borders; maps opportunity zones; and outlines a strategic agenda for each of the Regional Export Drivers. The Milwaukee 7 resource center and Strategic Framework are found on the Milwaukee 7 website ([www.choosemilwaukee.com](http://www.choosemilwaukee.com)).

### ***Waukesha- Ozaukee- Washington (WOW) Workforce Development Board***

The WOW Workforce Development Board was established in response to the Workforce Investment Act of 1998 (WIA). The WOW Workforce Development Board is a private, non-profit corporation dedicated to providing workforce development services to residents and businesses in Waukesha, Ozaukee, and Washington Counties. The WOW Workforce Development Board works in collaboration with County and local elected officials, economic development corporations, and businesses to address workforce issues. The WOW Workforce Development Board is dedicated to finding solutions to local workforce needs through long-term planning and timely responses to the changing economy.

The WOW Workforce Development Board has several programs available. The following is a summary of each of these programs:

#### ***H-1B Advanced Manufacturing Training Program***

The H-1B Advanced Manufacturing Training Program is funded by the U.S. Department of Labor and is intended to reduce the dependence of American companies on skilled workers from other countries. The program's objective is to train 200 apprentices and 500 other workers in advanced manufacturing skills to address the industry need for highly-skilled workers. The program will provide a maximum of \$500 per month per apprentice.

#### ***On-The-Job Training Program***

The On-The-Job Training Program provides funding to employers to help offset the cost of training new employees. Businesses can receive a wage reimbursement of up to 50 percent of the new employee's wages during the training period. The length of the training period depends on the amount and complexity of the training needed to bring the worker to the desired skill level. To be eligible the job should meet or exceed minimum wage requirements; the job trained for must have transferable skills and not be seasonal or temporary; and contracts must be completed and approved prior to the new hire's first day of work.

#### ***Workforce Advancement and Attachment Training Program***

The Workforce Advancement and Attachment Training Program awards grants to employers to provide training to existing entry-level workers so that they may move up another employment level and receive a salary increase. To be eligible for the grant the employer must employ workers who meet income guidelines; have specific

training in mind for the employee(s); provide training to advance skills outside the current job; and complete training within one year. The training must result in an increase in pay or a promotion within six months of training, or be necessary for job retention.

#### *Dislocated Worker Program*

The objective of the Dislocated Worker Program is to assist laid-off workers in obtaining full-time employment in a job compatible with the worker's capabilities and interests at a competitive wage. The WOW Dislocated Worker program is a "Work First" program, with emphasis on opportunities for employment. Participation in the dislocated worker program requires that the worker be committed to intensive efforts toward obtaining full-time employment. Program staff develops an Individual Employment Plan (IEP) with each participant that identifies the full-time employment objectives and what steps will be taken to achieve the objectives. The IEP specifies the occupational goals of the enrollee, based on assessment, testing, and individualized counseling.

If, after an initial period of intensive work search the participant is unsuccessful in obtaining employment, additional training may be considered, subject to availability of funds. Those who are deemed eligible to receive additional training are given an Individual Training Account (ITA), and information on providers, which includes the cost of training and the success rate of the training provider.

#### *Work Keys Program*

Work Keys is an employability skills assessment tool designed to ensure that an employer has the right people staffing key positions. The tool evaluates the key skills and levels of competency required for specific jobs in an organization. Then, skill assessments are administered to job applicants and/or employees to pinpoint their current skill levels. Once complete, it compares the skill levels demonstrated by each test taker to the minimum skill levels required for the profiled jobs, which enables employers to immediately evaluate an applicant's qualifications and/or determine the training needs of current employees. This process provides job analysis, assessment, instructional support, reporting, and training identification services to employers.

#### ***Tax Increment Financing***

Wisconsin's Tax Increment Finance (TIF) program was approved by the Legislature in 1975. Its purpose is to provide a way for a city or village to promote tax base expansion. TIF is aimed at eliminating blight, rehabilitating declining property values, and promoting industry and mixed-use development. The TIF law was amended in 2004 to allow towns to participate in the TIF program. Towns may identify TIF projects involving agricultural, forestry, manufacturing, and tourism industries (recreational and vacation camps, recreational vehicle parks and campgrounds, racetracks, dairy product stores, and public golf courses) as defined in Section 60.85 of the *Statutes*.

When a TIF is created the aggregate equalized value of taxable and certain municipality-owned property is established by the Department of Revenue. This is called the Tax Incremental Base. The municipality then installs public improvements, and property taxes generally increase. Taxes paid on the increased value are used to pay for improvements funded by the community. This is the tax increment. It is based on the increased values in the Tax Increment District (TID) and levies of all the taxing jurisdictions that share the tax base. Other taxing jurisdictions do not benefit from taxes collected on value increases until project costs have been recovered and the TID is retired. At this point, the added value is included in the apportionment process and all taxing jurisdictions share the increase in property value. Washington County had 19 TIF districts in 2006, all of which were located in cities and villages.

#### **Brownfield Remediation Grants**

The comprehensive planning law places an emphasis on the remediation and reuse of environmentally contaminated, or brownfield, sites. Brownfields are defined as abandoned, idle, or underused industrial or commercial properties where redevelopment is hindered by known or suspected environmental contamination. The following grant programs are available to assist in the identification and clean up (remediation) of brownfield sites.

### ***Brownfield Site Assessment Grants (SAG)***

Brownfield Site Assessment Grants (SAG) assist local governments in taking preliminary steps to stimulate redevelopment of brownfield areas. Those eligible for the grant include cities, villages, towns, redevelopment authorities, community development authorities, and housing authorities. The applicant may not have caused the environmental contamination, and the person who caused the contamination must be unknown, unable to be located, or financially unable to pay for grant eligibility. The grant may fund Phase I and II environmental site assessments, environmental investigation, demolition, removal of underground storage tanks, and removal of abandoned containers. The State budget typically includes \$1.7 million per year for SAG funding. The grants are administered by the Wisconsin Department of Natural Resources (DNR).

### ***Blight Elimination and Brownfield Redevelopment (BEBR) Grants***

Blight Elimination and Brownfield Redevelopment (BEBR) grants are administered by the Wisconsin Department of Commerce and provide funding for blight elimination and brownfield projects that promote economic development and have a positive effect on the environment at abandoned, idle, or underused industrial and commercial sites. Those eligible include cities, villages, towns, non-profit organizations, individuals, and businesses. The grant may fund property acquisition, Phase I and II environmental site assessments, environmental investigation, removal of abandoned containers and some underground storage tanks, environmental cleanup, demolition, rehabilitation of buildings, and redevelopment. This program is funded by a combination of State and Federal funds and typically receives about \$7.5 million in funding per year.

### ***Brownfield Green Space and Public Facilities Grants***

Brownfield Green Space and Public Facilities Grants assist local governments in cleaning up brownfields that are intended for future public use. This includes developing green spaces and developing public facilities. Those eligible include cities, villages, towns, counties, redevelopment authorities, community development authorities, and housing authorities that have completed an environmental investigation and are ready to clean up the contaminated property. The maximum grant awarded is \$200,000. The program is administered by the DNR.

### ***Petroleum Environmental Cleanup Fund Award (PECFA)***

The PECFA program was created by the Wisconsin Department of Commerce in response to enactment of Federal regulations requiring release prevention from underground storage tanks and cleanup of existing contamination from those tanks. PECFA is a reimbursement program returning a portion of incurred remedial cleanup costs to owners of eligible petroleum product systems, including home heating oil systems. Program funding is generated from a portion of a \$0.02 per gallon petroleum inspection fee.

### ***Brownfield Economic Development Initiative (BEDI) Grants***

The Brownfield Economic Development Initiative (BEDI) provides eligible communities with grants to clean up and redevelop brownfields. Local governments that are Federal entitlement communities (which includes the City of Hartford) may apply for BEDI grants.

Activities funded by BEDI grants must meet one of the following National objectives:

- Benefit low- to moderate-income people
- Prevent or eliminate slum or blight
- Address imminent threats or urgent needs

The grant funds may be used for planning; property acquisition; Phase I and II environmental site assessments; environmental investigation; removal of underground storage tanks and abandoned containers; environmental cleanup; demolition; rehabilitation of buildings; redevelopment and marketing; and public facility and infrastructure improvements. The maximum grant awarded is \$2 million.

### ***Federal Brownfields Assessment Grants***

The Federal Brownfield Assessment Grants are administered by the U.S. Environmental Protection Agency (EPA) and are for assessment of brownfield sites. Those eligible include local governments, regional planning

commissions, redevelopment authorities, and some other governmental organizations. The grants are available to fund planning; Phase I and II environmental site assessment; environmental investigation; removal of some petroleum tanks; and remediation, planning, and design. The maximum grant award is \$200,000. An applicant may request a total of \$400,000 per year.

***Federal Brownfields Site Cleanup Grants***

The Federal Brownfield Site Cleanup Grants are administered by the U.S. EPA for the cleanup of a brownfield site. Those eligible include local governments, regional planning commissions, non-profits, redevelopment authorities, and some other governmental organizations. The grants may fund environmental cleanup, demolition, and removal of some abandoned containers and underground petroleum tanks. The maximum grant award is \$200,000 with a 20 percent cost share required in the form of money or in kind services.

## **Appendix F**

# **RULES AND BYLAWS GOVERNING WASHINGTON COUNTY MULTI-JURISDICTIONAL DISPUTE RESOLUTION PANEL**

## **ARTICLE I. GENERAL PROVISIONS**

### **SECTION 1 – AUTHORITY**

The Washington County Multi-Jurisdictional Dispute Resolution Panel has been established pursuant to §66.1001(1)(g), Wis. Stats., as amended, and assumes thereby, all responsibilities, duties and powers as provided therein and by related statutes. A copy of these rules shall also be filed with the County Clerk to be kept as a permanent public record. Copies of the rules shall be also available to the public. These rules are supplementary to the provisions of the Washington County Ordinances as related to comprehensive planning.

### **SECTION 2 – TITLE**

The official title of this body is, The Washington County Multi-Jurisdictional Dispute Resolution Panel, hereafter referred to as the “Panel”.

### **SECTION 3 – PURPOSE**

The purpose of the Panel is to provide a forum for disputing parties to reach consensus by engaging in facilitated negotiations. This forum is available to Washington County; cities, villages and towns within Washington County and adjoining Washington County that have adopted a comprehensive plan; and, counties adjoining Washington County that have adopted a comprehensive plan. The spirit and intent of facilitated negotiations is to bring parties together to openly and candidly discuss an identified dispute and negotiate a mutually agreeable outcome that will be implemented and adhered to by the parties.

### **SECTION 4 – PANEL MEMBERSHIP**

The Panel shall be selected on a case-by-case basis at the time of the identification of a dispute requiring a facilitated negotiation meeting. Members will be selected from a pool of candidates comprised of current elected or appointed representatives from cities, villages, towns and the counties. Each party to the dispute shall select three panelists. In order to conduct the negotiation process, the Panel shall be comprised of at least two panelists per party.

## **SECTION 5 – SELECTION PROCESS**

Units of government wishing to participate will be asked to enter into intergovernmental agreements which will describe the obligations of the participating unit of government including the requirement that the unit of government designate elected or appointed representatives to be members of a pool of eligible panelists and designate its clerk or designee as eligible for the pool of potential recording secretaries as mentioned in Article II, Section 3.

Each disputing party shall select, at the time of filing the application, three units of government from the pool of governments for the other disputing party. For example, if a town government and city government have identified a dispute to be submitted to facilitated negotiations, the town shall select three city or village governments from the pool of city-village government participants and the city shall select three town governments from the pool of town governments. In the case of a dispute involving a county government such as a county-town dispute, the county shall select three town governments from the pool of town government participants and the town shall select three county governments from the pool of county government participants. In the event that there are less than three participating county governments, the town shall select all participating county governments from the pool and the staff shall notify the participating county governments that it must designate an adequate number of panelists to fill three positions and two alternates. In addition to each disputing party selecting units of governments, each disputing party shall at the same time select two alternates from the unit of government pool in the same fashion. Each participating city, village or town government selected from the pool shall designate its own representative to serve on the panel. The disputing parties jointly at the time of the filing of the application shall select a recording secretary and an alternate from the available pool of recording secretaries.

## **SECTION 6 – CONFLICTS OF INTEREST**

Any member of the Panel who has any direct or indirect interests, personal or financial, in the matter before the Panel shall not assist with or participate in the negotiation process of such matter at any meeting at which said matter is under consideration. A disqualifying conflict of interest shall be deemed to exist when: (1) The Panel member is the applicant or spouse of the applicant, or is related to the applicant within the third degree of consanguinity or is the husband or wife of someone so related; or, (2) The applicant is the employer, employee, or partner of the member or is a corporation in which the member is a major shareholder or has a major financial interest; or, (3) The member owns property within 300 feet of the property which is the subject of the application. Any member having a disqualifying conflict of interest shall promptly notify the Washington County Planning and Parks Department. Acknowledging that the County Planning and Parks Department is designated by these by-laws to serve in an administrative capacity and recognizing that the County may also be a disputing party taking advantage of this forum to resolve its dispute, such circumstances may give rise to the appearance of a conflict of interest on the part of the County. However, in the event that the County is responsible for administering the process and is also a disputing party, the County shall implement appropriate safeguards by assigning its administrative functions with respect to the Panel to another division within the County Planning and Parks Department to avoid the appearance of or actual conflict and so that the Planning Division is freely and fully capable of taking its dispute through this forum for a resolution.

## **SECTION 7 – LIMITATIONS**

The Panel's role is limited to conducting facilitated negotiation of town, village, city or county disputes related to the comprehensive plan as described in §66.1001(1), Wis. Stats for the nine following elements; Issues & Opportunities, Agricultural, Natural and Cultural Resources, Land Use, Housing, Transportation, Utilities and Community Facilities, Economic Development, Intergovernmental Cooperation and Implementation. Nothing herein shall be construed to give or grant to the Panel, the power or authority to alter or change the comprehensive plans, ordinances related thereto or other official maps of the disputing parties, which authority shall be retained by the governing bodies of the disputing local units of government. The Panel's role is to facilitate negotiations between the disputing parties in an effort to lead the parties to achieving a mutually agreeable resolution of the dispute or disputes brought before the Panel.

## **SECTION 8 – STAFF ROLE**

The Washington County Planning and Parks Department (hereinafter “staff”) shall provide administrative assistance to the Panel. The Staff's role shall be limited to assisting the Panel by accepting and processing joint applications, assembling the Panel and coordinating the meeting(s). The Staff shall not, in any way, assist the disputing parties or the presentation of the issue(s) to the Panel. During the facilitated negotiation process, Staff shall be available, upon request of the Panel, to assist the Panel with administrative functions.

## **SECTION 9 – PANEL’S OFFICE**

The Office of the Panel shall be located at the Washington County Planning and Parks Department at 333 East Washington Street, Suite 2300, West Bend, Wisconsin 53095. Panel records of active disputes shall be available for public inspection between the hours of 8:00 a.m. and 4:30 p.m., Monday through Friday, except legal holidays.

# **ARTICLE II. POWERS AND DUTIES OF THE PANEL**

## **SECTION 1 – GENERAL POWERS**

The powers and duties of the Panel are authorized by §66.1001(1), Wis. Stats. and are more completely described herein. The Panel shall have the following general powers:

- A. To facilitate negotiations among disputing parties relating to the county, city, village or town comprehensive plan as described in §66.1001(1), Wis. Stats for the nine following elements; Issues & Opportunities, Agricultural, Natural and Cultural Resources, Land Use, Housing, Transportation, Utilities and Community Facilities, Economic Development, Intergovernmental Cooperation and Implementation.
- B. To refer written agreements or written outcomes to the appropriate governing bodies for formal action.

## **SECTION 2 – PRESIDING OFFICERS**

Upon convening a Panel for facilitated negotiations, the Panel shall elect a chairperson from among its selected members to coordinate and conduct the Panel during the facilitated negotiation process. The chairperson shall serve as such until the dispute is resolved or the process is otherwise terminated. Upon convening, the Panel shall also select a recording secretary who shall record information as instructed by the Panel. The recording secretary shall not be a member of the Panel. The recording secretary shall be selected from the pool of available clerks of participating governing bodies, but shall not be a clerk from the locale of any of the disputing parties. At the discretion of the Panel, in lieu of a recording secretary, the parties may be required to obtain the services of a stenographer or court reporter to adequately record the negotiation activity and shall equally share the expense of same.

## **SECTION 3 – DUTIES**

1. **CHAIRPERSON.** The chairperson shall preside over and direct the conduct of all meetings of the Panel. The chairperson shall, subject to these rules and further instructions from the Panel, direct the official business of the Panel, supervise the work of the Panel and request necessary help when required. The presiding officer, subject to these rules, shall decide all points of procedure or order.

2. **RECORDING SECRETARY.** The recording secretary, as selected by the disputing parties, shall record information as directed by the Panel and maintain permanent minutes of the Panel’s proceedings; reflect the presence of the participants including representatives of the parties; show generally the activity conducted by the Panel; shall keep records of its official action; shall summarize accurately the information presented by the parties appearing before the Panel and keep a written record of all proceedings; shall record the names and

addresses of all persons appearing before the Panel in person, or by attorney; shall, at the conclusion of process, collect all documents introduced during the negotiation process and attach same to the recorded information; and shall file said minutes and records in the office of the Panel, which minutes and records shall be of public record. County staff shall assist the Recording Secretary in performing these clerical duties as requested by the Chairperson. The Washington County Clerk shall be the custodian of the files of the Panel and shall keep all records.

The County Attorney, or his or her designated representative may provide assistance and guidance to the Panel, upon request, unless an actual or perceived conflict exists. Upon request of the Panel, assistance of counsel shall be noted in the record of the proceeding.

## **SECTION 4 – SCOPE**

In exercising the powers herein, the Panel shall facilitate negotiations of disputing parties who present an issue relating to the comprehensive plan and who desire to engage in voluntary good faith negotiations to resolve said dispute.

# **ARTICLE III. FACILITATED NEGOTIATION MEETINGS**

## **SECTION 1 – TIME: HOW CALLED**

Meetings of the Panel shall be held, or may be canceled, at the call of the chairperson and at such other time as the Panel may determine provided that all Panel members are notified by staff at least 48 hours prior to such meeting. All meetings shall be open to the public and scheduled and noticed in accordance with Wisconsin's Open Meeting Law, unless a disputing party requests that the facilitated negotiation be conducted in closed session and it is properly noticed as such.

## **SECTION 2 – QUORUM**

A quorum shall consist of at least two selected panelists per each disputing party. Because the Panel is charged with facilitating a negotiation process, the conduct of the meeting will not require the making of formal motions nor will the outcome of the meeting result in a decision or other formal action by the Panel; therefore, the voting requirements and other formal rules of conduct are unnecessary.

## **SECTION 3 – ORDER OF BUSINESS**

- A. Staff provide assistance to the Panel Chairperson for the development of an agenda for each Panel meeting which shall include the general subject matter of the business to be discussed at the meeting.
- B. Meetings shall be conducted as follows:
  - 1. Call to order and roll call.
  - 2. Statement by the presiding officer concerning the notice in accordance with the Wisconsin Open Meeting Law. (Read legal notice)
  - 3. Presiding officer to read the joint application identifying the dispute.
  - 4. Parties to acknowledge voluntary participation and accuracy of the identified dispute.
  - 5. Identification of all participants.
  - 6. Each party is allowed an opening statement regarding the dispute.
  - 7. Questions by the Panel members.
  - 8. Other questions or statements at the discretion of the Panel.



9. Any correspondence received relevant to the issue before the Panel shall be read by the recording secretary.
10. Panel to continue to lead parties in negotiation and engage in debate and discussion.
11. Panel, with the assistance of the parties, to engage in brainstorming to delineate list of possible solutions.
12. Panel to continue leading parties in negotiation process by using suitable facilitation techniques.
13. Written agreement signed by representatives of the disputing parties – reduce resolution(s) to writing.
14. If no agreements are reached, the Panel shall reduce outcomes of the facilitated negotiation to writing.
15. Panel shall send a copy of the outcome to governing body of disputing parties.
16. Adjournment.

The order of business at any meeting or hearing may be varied from the preceding by consent of the members present.

## **SECTION 4 – ROBERT’S RULES OF ORDER**

Robert’s Rules of Order, Newly Revised, 10<sup>th</sup> Edition, shall generally guide the actions of the Panel in conduct of its meetings if not covered by these rules, County ordinance or State Statutes.

## **SECTION 5 – MINUTES**

The Panel, by its recording secretary, shall keep minutes of its meetings including any documentation presented to the Panel.

# **ARTICLE IV. APPLICATIONS**

## **SECTION 1 – WHO MAY FILE**

Washington County, cities, villages and towns within Washington County and adjoining Washington County that have adopted a comprehensive plan; and, counties adjoining Washington County that have adopted a comprehensive plan may submit a joint application regarding a dispute relating to the comprehensive plan. Applications to the Panel shall be filed with the Planning and Parks Department. Disputing parties must co-sign an application which shall include a jointly defined dispute, minutes of the governing body reflecting authorization to engage in the negotiation process, proposed outcomes and a general description of communications between the parties regarding the dispute.

## **SECTION 2 – COPIES TO BE SENT**

Staff shall promptly transmit copies of the application and the supporting documentation as follows: original retained for Panel file; a copy to the applicants; copy to the Clerks of the respective governing bodies of the disputing parties; and copy to SEWRPC.

## **SECTION 3 – TIMELINESS OF APPLICATION**

Applications may be filed at any time upon the determination or discovery of a dispute relating to the comprehensive plan of a town, city, village or county. Upon receipt of a properly filed joint application, staff shall within sixty (60) days take appropriate action to process the application, including but not limited to assembling the Panel and scheduling the first meeting of the Panel. The first meeting of the Panel may be scheduled more than sixty (60) days after receipt of the application upon mutual agreement of the disputing parties.

## **SECTION 4 – REQUIRED INFORMATION**

Applications shall be made on forms provided by the Panel. Any communication, except in the prescribed forms, purporting to be an application shall be deemed a mere notice of intention to file and shall not be deemed a filing to comply with the requirements of timely filing. Failure of the joint applicants to supply the required information, including the appropriate fee, will be considered by the Panel as a failure to comply with the application procedure and the dispute will not be permitted to be submitted to the Panel.

## **SECTION 5 – REASONS TO BE STATED**

The reasons for the application must be stated and basis of the dispute must also be stated by the applicants:

- A. The application shall designate all informal discussions that have occurred between the parties regarding the dispute at issue.
- B. The facts should be stated upon which findings may be made by the Panel.
- C. Relevant maps, ordinances, or procedures and policies shall be included as exhibits to the application.

## **SECTION 6 – JOINT APPLICATION/REPRESENTATIVE FILING**

The application shall bear the signatures of the chief elected official of the respective disputing parties. The joint application shall be filed in person by a representative of each of the disputing parties so that the selection of the Panel and the Recording Secretary can be accomplished at the time of filing.

## **SECTION 7 – TERMINATION OF THE PROCESS**

The Panel, at its discretion, may refuse to convene upon the failure of the applicants to supply the required information called for on the forms or if it is determined that the Parties are not acting in good faith.

## **SECTION 8 – TIME FOR HEARING**

Each application screened by Staff satisfying the requisite criteria for facilitated negotiations shall be considered by the Panel as soon as reasonably practical providing for sufficient time between the date of the application and the date of the meeting for the required meeting notices to be published.

## **SECTION 9 – NOTICE OF HEARING**

The Staff of the Panel shall give, or cause to be given, notice of each meeting as required by law and these rules. Notice shall be given as follows:

- A. Consistent with that required by Wisconsin Open Meeting law.
- B. Mailing a notice to the joint applicants at least 10 calendar days before the meeting.
- C. Mailing a notice to the Clerk of the governing body of the disputing parties, not less than one week before the date of the hearing.
- D. Mailing notice to Southeastern Wisconsin Regional Planning Commission (SEWRPC).

## **SECTION 10 – EFFECT ON OTHER ACTIONS**

Submittal of a dispute to the Panel for facilitated negotiations shall have no effect whatsoever on any other judicial, quasi-judicial, administrative or alternative dispute resolution proceeding. Disputing parties retain all rights and remedies available at law and submittal of same shall in no way affect said rights.

## **SECTION 11 – FEE**

**A. Application Administrative Fee.** This fee is intended to cover 100 percent of the costs associated with staff's administrative functions such as processing the application, coordinating and convening the Panel and providing required notices and mailings. This fee shall be paid at the time of application and shall be provided to the Washington County Planning and Parks Department.

**B. Panel Fee.** This fee is intended to cover 100 percent of the costs associated with the operations of the Panel including panel participants and the recording secretary. The fee for the first meeting shall be paid at the time of application and shall be provided to the Washington County Planning and Parks Department.

Additional fees will be determined at the conclusion of the first meeting and imposed at the conclusion of the facilitated negotiations.

## **ARTICLE V. PANEL PROCEEDINGS**

### **SECTION 1 – APPEARANCES**

At the time of the meeting, the applicant may appear on his or her own behalf or be represented by his or her attorney or agent. It is preferred that parties are represented by officials of the governing body rather than attorneys or other professionals.

### **SECTION 2 – WITNESSES**

The chairperson or the Panel has no authority to compel the attendance of witnesses by subpoena. However, any representative wishing to participate shall be required to state their names and their interests in the matter before the Panel. Statements may be limited by the chairperson in order to conduct an orderly and efficient meeting.

### **SECTION 3 – PRELIMINARY MATTERS**

Following the reading of the application, the Panel may hear statements on the question of the appropriateness of the process for the identified dispute and request that each party state a position on the point. The Panel may proceed with the meeting by engaging the parties in negotiation and reserve its determination on an appropriateness of the forum until after the negotiations conclude. The Panel may make an immediate determination and terminate the hearing upon a finding that the parties are not voluntarily bringing the dispute before the panel or the parties lack good faith. If the Panel determines that the dispute is not appropriate for the forum, the recording secretary shall record the decision as a determination to terminate the meeting.

### **SECTION 4 – DECORUM**

The chairperson shall maintain order and decorum during all Panel proceedings. All persons present during Panel proceedings shall conduct themselves properly so as to not disrupt the process. The chairperson reserves the right to order any person to leave who has conducted himself or herself in a disorderly manner and persisted in such conduct after being directed by the chairperson to cease the conduct.

### **SECTION 5 – PARTIES NOT TO INTERRUPT**

Orderly procedure requires that each party shall proceed without interruption by the other and that there be no arguments between the parties.

## **SECTION 6 – TOOLS TO FOSTER/ENHANCE NEGOTIATIONS**

The Panel shall engage and lead the disputing parties in negotiations to achieve a mutually agreeable result. Facilitated negotiations may employ various tools which include but are not limited to establishing ground rules, brainstorming, caucusing, consensus building and similar techniques. Each dispute brought before the Panel shall be considered unique and as such, the Panel shall not be limited in any way with regard to the tools and techniques it chooses to employ or not employ, but rather it shall determine on a case-by-case basis the appropriate manner to conduct negotiations.

## **SECTION 7 – QUESTIONS BY THE PANEL**

During the meeting, the chairperson, Panel members or representatives of the disputing parties may ask questions and may make appropriate comments pertinent to the dispute; however, no member should argue an issue with the applicant. The chairperson and other Panel members may direct any questions to the applicants or to any person speaking in order to bring out all relevant facts, circumstances and conditions affecting the dispute.

## **SECTION 8 – PRESENTATION OF DOCUMENTATION**

All supporting documentation for each issue shall be presented to the assembled Panel by the disputing parties. Each applicant shall be responsible for the presentation of all information supporting its position. The Panel may take administrative notice of the ordinances of the local governments involved in the dispute in effect at the time of the dispute. Washington County Ordinances and the laws of the State of Wisconsin and other relevant facts not recently subject to dispute may also be considered by the Panel.

## **SECTION 9 – ADDITIONAL DOCUMENTATION**

The Panel may take a case under advisement for later consideration and determination, or may defer action whenever it concludes that additional information is needed or further study is required. The Panel may require that the parties temporarily discontinue the negotiation process so as to reevaluate respective positions and reconvene at a later date as determined by the Panel.

## **SECTION 10 – POSTPONEMENT OF MEETING**

Negotiations may be postponed only by prior arrangement with the chairperson, or at the discretion of the chairperson.

## **SECTION 11 – RULES OF EVIDENCE**

The Panel shall not be bound by court rules of evidence, but it may exclude irrelevant, immaterial, incompetent, unduly argumentative or repetitious information. In addition, all records and documents relied upon by the Panel or presented to the Panel, shall be made part of the record and every party given an opportunity to rebut the report and documents or to offer a countervailing or clarifying oral or written information.

## **SECTION 12 – INTERESTED PERSONS MAY GIVE STATEMENTS**

Representatives of the disputing parties who have not been formally designated to conduct negotiations on behalf of the disputing party may attend the meeting and may request an opportunity to be heard provided they identify themselves and sign the list of persons attending the meeting and the disputing parties do not object. The Chairperson shall have the sole authority to allow statements by interested persons after conferring with the Panel.

## **SECTION 13 – RECORD**

All proceedings shall be recorded by the recording secretary or recorded by a court reporter or stenographer which shall include a summary of actions, witnesses, appearances, roll call and other matters constituting the substance of the proceeding. Any party or member of the public may make a record of the proceedings by any means which does not disturb the meeting or others present.

## **SECTION 14 – ADJOURNMENT**

A recess or adjournment of a meeting, made at the noticed meeting date, to a time and place certain is adequate notice to the Panel participants and the public of a new meeting date, time and place. When a dispute cannot be resolved on the date set, the Panel may adjourn from day to day or to a date certain, as it may order, and such adjourned date shall be construed as a continuance. Notice of such adjournment shall be given to the absent members of the Panel.

## **SECTION 15 – WITHDRAWAL OF APPEAL**

Applicants may withdraw a request for facilitated negotiations at any time prior to the conclusion of the process. Withdrawal of the application shall not entitle the applicants to a refund of any fees and may result in the assessment of additional fees.

## **SECTION 16 – POTENTIAL OUTCOME**

The Panel has no authority to reverse or affirm, wholly or partly, or modify an order, requirement, decision or determination, ordinance or law. The Panel may refer the matter to an appropriate administrative agency or other dispute resolution forum for further consideration, may adjourn the matter to a later date, may assist in a negotiated result, or may terminate the process.

# **ARTICLE VI. OUTCOME OF THE PROCESS**

## **SECTION 1 – OUTCOMES TO BE WRITTEN**

All outcomes of the parties at the conclusion of the negotiations shall be reduced to writing by the recording secretary, identify the dispute at issue, the facts upon which the outcome is based and the impact of the outcome. The written outcome shall be signed by the disputing parties.

## **SECTION 2 – OUTCOMES TO BE MAILED**

Staff shall mail written copies of any such outcomes to the applicants and all interested parties and shall retain a copy on behalf of the Panel to the County Clerk. Copies of written outcomes shall also be mailed to SEWRPC.

## **SECTION 3 – INFORMAL ADVICE NOT BINDING**

Any advice, comments, opinion or information given by any Panel member or the recording secretary, shall not be binding on the Panel or the disputing parties. The Panel shall not be perceived as a decision-making body nor shall it comment on the merits of the dispute.

## **SECTION 4 – CASES TO BE DETERMINED INDIVIDUALLY**

No action of the Panel or outcome of the negotiation shall set a binding precedent. Each dispute shall be considered upon its merits and upon the attendant circumstances, provided, however, that the Panel shall not act arbitrarily or capriciously and that it shall facilitate negotiations in an orderly and congenial manner.

## **SECTION 5 – ACTIONS IN CIRCUIT COURT**

Parties submitting disputes to the Panel shall be cognizant of other administrative remedies, quasi-judicial or judicial avenues available to resolve disputes and the laws, rules and regulations associated with the said forums, including but not limited to relevant statutes of limitations and other applicable procedural or substantive rules.

## **ARTICLE VII. AMENDMENT OF RULES**

These rules may be changed or amended from time to time by a majority vote of the Multi-Jurisdictional Comprehensive Plan Advisory Committee.

The foregoing rules and regulations are hereby adopted by the Multi-Jurisdictional Comprehensive Plan Advisory Committee for the County of Washington on this 30<sup>th</sup> day of January, 2008.

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Mathew Heiser, Chairperson

**Appendix G**

**PLAN COMMISSION RESOLUTION  
APPROVING THE COMPREHENSIVE PLAN**

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**TOWN OF FARMINGTON -  
PLAN COMMISSION RESOLUTION  
APPROVING TOWN COMPREHENSIVE PLAN**

WHEREAS, the Town of Farmington, pursuant to Sections 62.23, 61.35, and 60.22 (3) of the Wisconsin Statutes, has adopted Village powers and created a Town Plan Commission; and

WHEREAS, it is the duty and function of the Town Plan Commission, pursuant to Section 62.23 (2) of the Wisconsin Statutes, to make and adopt a comprehensive (master) plan for the development of the Town, and to recommend that the Town Board adopt the comprehensive plan; and

WHEREAS, the Town has cooperated with Washington County and SEWRPC to prepare both a multi-jurisdictional comprehensive plan for the County and a comprehensive plan for the Town of Farmington. The Town plan is documented in the report titled "A Comprehensive Plan for the Town of Farmington: 2035," containing all maps, references and other descriptive materials; and

WHEREAS, in accordance with Section 66.1001(2) of the Wisconsin Statutes, the comprehensive plan includes the following nine elements: Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Resources; Economic Development; Intergovernmental Cooperation; and Implementation; and

WHEREAS, the Town Board adopted a Public Participation Plan for the comprehensive planning process as required by Section 66.1001 (4) (d) of the Wisconsin Statutes on October 5, 2004, and the Town has conducted meetings and other public participation activities during the course of development of the comprehensive plan; and

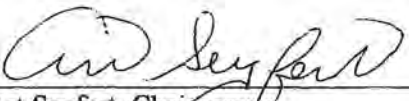
WHEREAS, the Town has duly noticed a public hearing on the comprehensive plan and the Town Board will hold a public hearing following the procedures in Section 66.1001 (4) (d) of the Wisconsin Statutes.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Sections 62.23 (3) (b) and 66.1001 (4) (b) of the Wisconsin Statutes, the Plan Commission of the Town of Farmington hereby approves the comprehensive (master) plan embodied in the report titled "A Comprehensive Plan for the Town of Farmington: 2035."

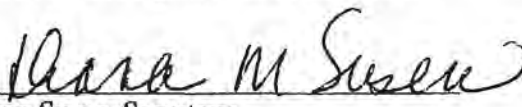
BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Town Board enact an Ordinance adopting the Comprehensive Plan.

Adopted this 28<sup>th</sup> day of April, 2009.

Ayes 7 Noes 0 Absent 0

  
Art Seyfert, Chairperson  
Town of Farmington Plan Commission

Attest:

  
Diana Susen, Secretary  
Town of Farmington Plan Commission

4-28-09 Resolution

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**Appendix H**

**TOWN BOARD ORDINANCE  
ADOPTING THE COMPREHENSIVE PLAN**

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**Ordinance No. 2010-1**  
**ORDINANCE ADOPTING THE COMPREHENSIVE PLAN**  
**FOR THE TOWN OF FARMINGTON, WISCONSIN**

The Town Board of the Town of Farmington, Wisconsin, do ordain as follows:

**WHEREAS**, Pursuant to Sections 62.23, Section 61.35, and Section 60.22(3) of the Wisconsin Statutes, the Town of Farmington is authorized to prepare and adopt a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

**WHEREAS**, The Town Board of the Town of Farmington, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan, as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

**WHEREAS**, The Town of Farmington, with assistance from Washington County and SEWRPC, has prepared a nine-element comprehensive plan known as the "Comprehensive Plan for the Town of Farmington: 2035."

**WHEREAS**, The Plan Commission of the Town of Farmington, by a majority vote of the entire commission recorded in its official minutes, has approved a resolution recommending to the Town Board the adoption of the document titled "A Comprehensive Plan for the Town of Farmington: 2035," containing all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.

**WHEREAS**, the Town Board held a public hearing to solicit further input on the proposed Comprehensive Plan for the Town of Farmington: 2035 on January 19, 2010 as required under the provisions of Section 66.1001(4)(d) of the Wisconsin Statutes.

**WHEREAS**, if a Town Board (present or future) determines that the Farmington Town Plan is detrimental to the growth and development of land in the Town, the Board has the option of amending or repealing the Comprehensive Plan.

**NOW, THEREFORE, THE TOWN BOARD OF THE TOWN OF FARMINGTON, WISCONSIN, DOES ORDAIN AS FOLLOWS:**

**SECTION 1:** That the "Comprehensive Plan for the Town of Farmington: 2035" be, and the same hereby is, authorized, adopted and approved as the comprehensive plan of the Town of Farmington, Washington County, Wisconsin, pursuant to the provisions of Section 66.1001(4)(c) of the Wisconsin Statutes and shall serve as the Comprehensive Plan of the Town of Farmington, from the effective date of this Ordinance.

**SECTION 2:** That a true, correct and complete copy of the Comprehensive Plan shall be maintained in the Office of the Town Clerk of the Town of Farmington and shall be available for public inspection during all regular business hours of that office.

**SECTION 3:** That the appropriate officers and officials of the Town of Farmington be, and the same hereby are, authorized to take all such other and further action as they shall deem necessary or appropriate under and pursuant to the provisions of Section 66.1001 of the Wisconsin Statutes to implement and carry out the terms and provisions of the Comprehensive Plan for the effective growth and development of the Town of Farmington as envisioned under and pursuant to the Comprehensive Plan.

**SECTION 4:** That all ordinances or parts of ordinances in conflict herewith be, and the same hereby are, repealed.

**SECTION 5:** That this ordinance shall take effect immediately upon the passage and publication of the same as made and provided by law.

TOWN OF FARMINGTON

By: Gary Schreiber  
Gary Schreiber, Town Chair  
*under protest*

Art Seyfert  
Art Seyfert, Supervisor  
*under protest*

Mark Foyse  
Mark Foyse, Supervisor  
*under protest*

ATTEST:

Joanne Oneska  
Joanne Oneska, Town Clerk

ADOPTED this 19<sup>th</sup> day of January, 2010.

Published/Posted: 1-19-2010

## Appendix I

# EXAMPLE OF POTENTIAL AMENDMENTS TO THE TOWN OF FARMINGTON ZONING CODE TO INCLUDE REGULATIONS FOR CONSERVANCY AREAS

*The following regulations are designed to protect surface waters and wetlands, including those located in environmental corridors and isolated natural resource areas. Floodplains and shoreland areas in the Town are protected under the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance:*

### **Sec. 13-1-49 LC Lowland Conservancy District.**

- (a) The LC Lowland Conservancy District is intended to preserve, protect, and enhance lakes, ponds, and wetlands. The preservation, protection, and enhancement of these areas will serve to maintain safe and healthful conditions; maintain and improve water quality, both ground and surface; prevent flood damage; protect wildlife habitat; protect native plant communities; avoid the location of structures on soils which are generally not suitable for such use; and protect the water-based recreation resources of the Town.
- (b) Permitted Uses. The following uses are permitted in the LC District:
  - (1) Construction and maintenance of fences.
  - (2) Construction and maintenance of piers, docks, and walkways, including those built on pilings.
  - (3) Ditching, tiling, dredging, excavating, or filling done to maintain or repair an existing agricultural drainage system only to the extent necessary to maintain the level of drainage required to continue the existing agricultural use.
  - (4) Existing agricultural uses provided that they do not involve extension of cultivated areas, extension of or creation of new drainage systems, and further provided that they do not substantially disturb or impair the natural fauna, flora, topography, or water regimen.
  - (5) Hiking, fishing, trapping, swimming and boating, unless prohibited by other laws or ordinances.
  - (6) Harvesting of wild crops, such as marsh hay, ferns, moss, wild rice, berries, syrup, tree fruits and tree seeds, in a manner that is not injurious to the natural reproduction of such crops, and that does not involve filling, flooding, draining, dredging, ditching, tiling, or excavating.
  - (7) Maintenance, repair, replacement, and reconstruction of existing streets, roads, and bridges.

- (8) Silviculture, including the planting, thinning, and harvesting of timber, provided that no filling, flooding, draining, dredging, ditching, tiling, or excavating is done except for temporary water level stabilization measures to alleviate abnormally wet or dry conditions which would have an adverse impact on silvicultural activities if not corrected.

(c) Conditional Uses. The following uses are permitted as conditional uses within the LC District:

- (1) Recreational uses.
- (2) Utilities.

***The following regulations are designed to protect woodlands, areas of steep slopes, and other portions of environmental corridors and isolated natural resource areas outside surface waters and wetlands:***

**Sec. 13-1-50 UCO Upland Conservancy Overlay District.**

- (a) The UCO Upland Conservancy Overlay District is intended to preserve, protect, enhance, and restore all significant woodlands, wildlife habitat areas, areas of rough topography, and related scenic areas. Regulation of these areas will serve to control erosion and sedimentation and will promote and maintain the natural beauty of the Town, while accommodating development permitted by the underlying basic use district.
- (b) Permitted Uses. The following uses are permitted in the UCO Overlay District:
  - (1) Any use of land, except development involving structures, that is permitted in the underlying basic use district, providing that such development does not destroy the natural resource features protected by the district.
  - (2) Forest and game management.
  - (3) Park and recreation areas.
  - (4) Preservation of scenic, historic, natural areas, and critical species habitat sites.
  - (5) Recreational trails.
- (c) Accessory Uses
  - (1) Any accessory use permitted under Section 13-1-140 in the underlying basic use district, except development involving structures.
- (d) Conditional Uses. The following uses are permitted as conditional uses within the UCO Overlay District, provided they are permitted in the underlying basic use district:
  - (1) Residential Development: Residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units shall be determined by dividing the total corridor acreage within a development site, less the acreage covered by surface water and wetlands, by five. Individual lot sizes and per-unit lot sizes may be reduced, provided that the density of the project does not exceed the maximum density permitted in the underlying basic use district. The Plan Commission shall require appropriate legal measures to protect the open spaces and natural resource elements preserved by the transfer of density. Clustered residential developments containing four or more lots may also be permitted, provided that:
    - a. The density of the development shall not exceed one dwelling unit per five acres.
    - b. Individual lots within a clustered development shall be a minimum area of one and one-half (1 ½) acres in area with an average minimum lot width of 125 feet at the building setback line. The remaining lands in a clustered development shall be preserved and maintained in permanent open space use.



- c. The cluster development design concept shall not be used unless at least four (4) lots are being created. No cluster group shall have more than 12 lots in it.
  - d. Within a clustered development, the Plan Commission shall determine required street setbacks and other yard requirements.
  - e. No structure shall be constructed on slopes exceeding 12 percent.
  - f. No structures shall be erected within the protected open space areas; no lands shall be disturbed within the protected open space areas; no vegetation shall be removed from the protected open space area, except for dead or diseased vegetation. Agricultural lands within cluster developments may be disturbed as needed to continue agricultural operations.
- (2) Other Development: Up to 10 percent of the upland corridor area in a parcel may be disturbed in order to accommodate residential, commercial, or other urban development under the following conditions: the area to be disturbed is compact rather than scattered in nature; the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; the development does not threaten the integrity of the remaining corridor; the development does not result in significant adverse water quality impacts; and development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a project-by-project basis.
- (3) Pre-Existing Lots: Single-family development on existing lots of record is permitted in accordance with the requirements of the underlying basic use district.

(e) Tree Cutting and Shrubbery Clearing Limited

- (1) Lands lying within the Upland Conservancy Overlay District shall not be clear cut of trees, shrubbery, or underbrush. No more than 10 percent of the natural vegetation shall be removed from a parcel. Areas not occupied by structures or driveways shall be replanted with other vegetation that is equally effective in retarding runoff, preventing erosion, and preserving natural beauty. Normal pruning, trimming, and shearing of vegetation; removal of dead, diseased, insect-infested vegetation; and silvicultural thinning conducted under the recommendation of a forester shall be exempt from this restriction.