

A COMPREHENSIVE PLAN FOR THE TOWN OF KEWASKUM: 2035

WASHINGTON COUNTY WISCONSIN

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COMMUNITY ASSISTANCE PLANNING REPORT No. 294

A COMPREHENSIVE PLAN FOR THE TOWN OF KEWASKUM: 2035

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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 will take effect on January 1, 2010.

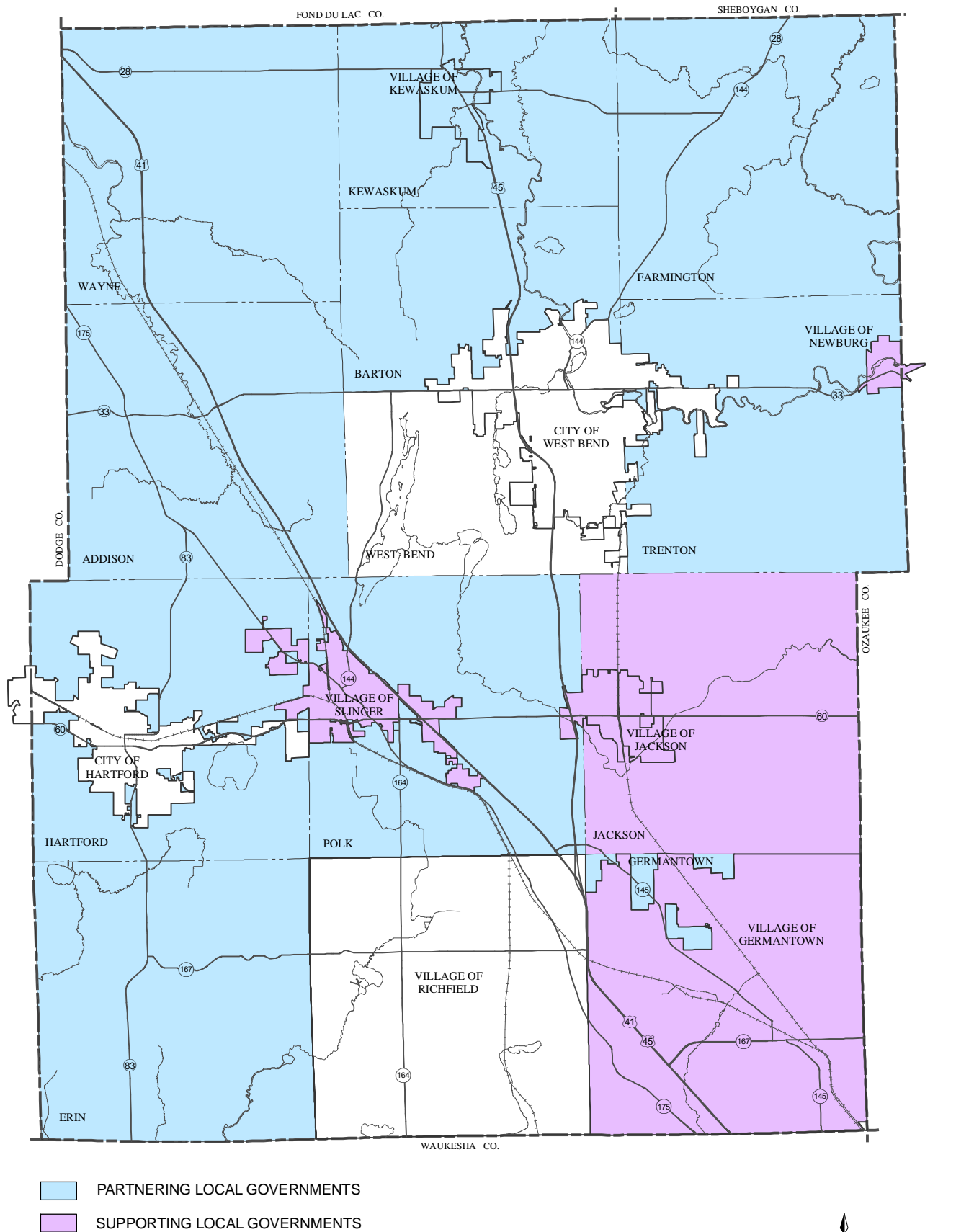
To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken by Washington County; 11 local government partners, including the Town of Kewaskum; UW-Extension; and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). The 11 local government partners are shown on Map 1.

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 Kewaskum 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 1.

Map 1

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 Kewaskum, 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 Kewaskum 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 Kewaskum 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 Kewaskum 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 Kewaskum 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 Department of Administration 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 Kewaskum Town Board on September 20, 2004. A copy of the resolution is included in Appendix B. The public participation plan is available for review at the Kewaskum 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).

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 Kewaskum adopted Village powers on April 3, 1962, and established the Town Plan Commission on March 17, 1986, both actions prior to the 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.¹ 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 Kewaskum land use plan 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 rights of cities, villages, and towns to adopt plans that may differ from the County plan.

¹As 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 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 Kewaskum, which in 2007 encompassed a total of 14,117 acres, or about 22 square miles. The Town is located in the north central portion of Washington County. It is bordered by the Town of Auburn in Fond du Lac County on the north; and by the Town of Farmington on the east, by the Town of Barton on the south, and by the Town of Wayne on the west, all located in Washington County. The Town completely surrounds the Village of Kewaskum.

REPORT FORMAT

This planning report consists of 13 chapters. 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). A summary of the plan is provided in Chapter XIII.

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 Kewaskum 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, non-metallic 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 Kewaskum 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 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 Kewaskum 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 to the regional water quality management plan.
- A regional water supply plan is currently being prepared 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 backhaul¹ network 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 have worked with SEWRPC to develop a community level wireless access network plan.

A regional broadband access plan, which built upon the wireless telecommunications plan, was completed in 2007.² 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 partially located 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.

Ice Age Trail Corridor Plan

The Ice Age Trail, which is planned to extend approximately 1,000 miles across the State of Wisconsin along the terminus of the continental glacier, was designated as a National Scenic Trail by the U.S. Congress in 1980. The Trail is administered by the National Park Service in cooperation with the DNR and the Ice Age Trail Alliance. A trail corridor was established by the National Park Service in 1995. About 27 miles of the proposed 37-mile length of the Trail within Washington County had been completed by 2006, including about six miles of the Trail located in the Town of Kewaskum. Existing segments of the trail are open to pedestrian travel only, which includes hiking, snowshoeing, and limited cross-country skiing. Such uses as biking, horseback riding, and snowmobiling are not permitted.

¹A 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.

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

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 groundwater 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. 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 2035.³ 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.

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 Kewaskum.

³Documented in *SEWRPC Planning Report No. 23, 2nd 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.

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 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.

- **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.

PART 3: TOWN LAND USE-RELATED PLANS AND ORDINANCES

Town of Kewaskum Land Use Plan

An updated *Town of Kewaskum Land Use Plan* was adopted by the Town Plan Commission on March 14, 2006, and by the Town Board on March 20, 2006. Protection of agricultural resources and rural preservation are the focus of the plan. The plan includes an agricultural preservation classification that was established to preserve parcels at least 10 acres in size that predominately contain agricultural land and protect farming operations from encroaching non-farm development. According to the plan, residential development will be restricted to existing housing development and lands surrounding the Village of Kewaskum. Existing housing developments include: the St. Michael's hamlet, the area near the southern portion of the intersection of CTH H and Kettle Moraine Drive, the area along Sandy Ridge Road, the area along CTH H west of Oak Drive, the area along Highland Drive, and the area along USH 45. Permitted uses in the residential area include only single-family homes, parks, and churches. The maximum residential density is one home per acre, except in areas identified as environmental corridor where a five acre minimum density is recommended.

The comprehensive planning law requires that nine specific elements be included in each comprehensive plan (the nine elements are listed in Chapter I). The land use plan adopted by the Town in 2006 provides much of the information required in the land use element of the comprehensive plan, and was used as the basis for preparing this comprehensive plan.

This comprehensive plan revises and replaces the Town land use plan to reflect changing conditions in the Town, and to meet State comprehensive planning requirements.

Nonmetallic Mining Reclamation Ordinance

The Town of Kewaskum nonmetallic mining reclamation ordinance was established to adopt and implement effective reclamation requirements for nonmetallic mining sites in the Town 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 the Town operating or commencing operation after August 1, 2001. The Town of Kewaskum has entered an intergovernmental agreement with the County for administration of the ordinance by the County. Washington County is responsible for the review and approval of reclamation plans for nonmetallic mines in the Town in accordance with Town ordinance requirements.

The Town ordinance requires that a reclamation plan that conforms to Chapter NR 135 of the *Wisconsin Administrative Code* be prepared and submitted for approval by the County. Chapter NR 135 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.

Stormwater Management and Erosion Control Ordinance

The Town of Kewaskum has adopted and administers a Town Erosion Control and Stormwater Management Ordinance that applies to all lands within the jurisdictional boundaries of the Town. 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 Town 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 Kewaskum 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 Kewaskum Town Board adopted an updated zoning ordinance in February 2007. A zoning map for the Town was adopted in April 1997, and was most recently updated in November 2008. Zoning within the Town consists of seven basic zoning districts and one overlay zoning district, as shown on Map 2. Table 1 presents a summary of district regulations included in the zoning ordinance.

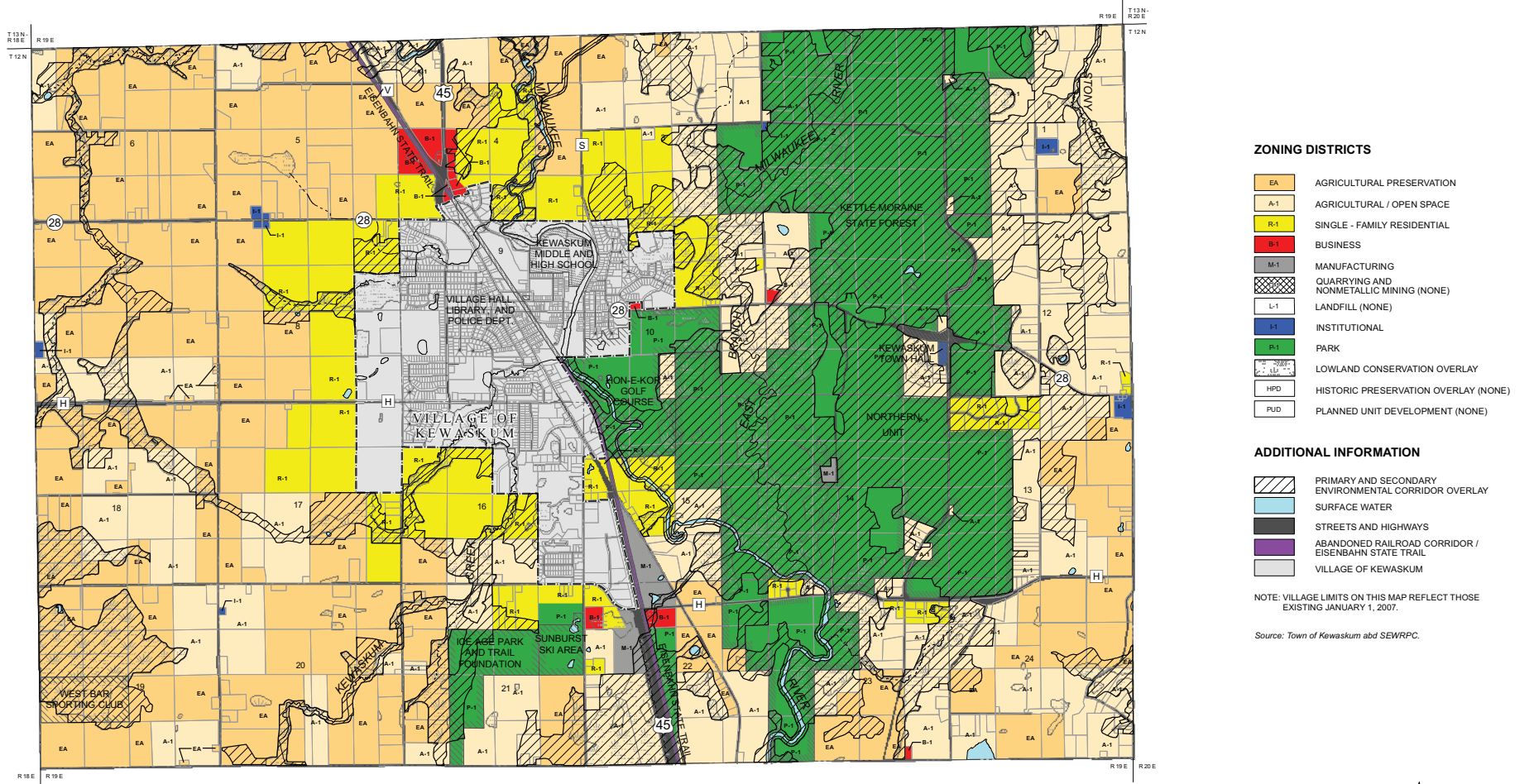
Washington County enforces shoreland and floodplain zoning regulations in shoreland areas in the Town of Kewaskum. The County shoreland and floodplain zoning ordinance is described in Part 2 of this chapter.

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 a village. A summary of the process set forth in the

Map 2

ZONING MAP OF TOWN OF KEWASKUM, WASHINGTON COUNTY, WISCONSIN



CERTIFICATION:

I, THE UNDERSIGNED, TOWN CHAIRMAN OF THE TOWN OF KEWASKUM, WASHINGTON COUNTY, WISCONSIN, DO HEREBY CERTIFY THAT THIS "ZONING MAP OF TOWN OF KEWASKUM, WASHINGTON COUNTY" WAS ADOPTED AND APPROVED AS PART OF THE "ZONING ORDINANCE - TOWN OF KEWASKUM, WISCONSIN" ON APRIL 14, 1997, AND IS AVAILABLE IN THE OFFICE OF THE TOWN CLERK. CHANGES THEREAFTER SHALL NOT BECOME EFFECTIVE UNTIL ENTERED AND ATTESTED ON THIS CERTIFIED COPY.

AMENDED: MAY 4, 1999

JULY 31, 2003
JULY 19, 2004
DECEMBER 18, 2006
AUGUST 18, 2008
OCTOBER 20, 2008
NOVEMBER 10, 2008

ATTESTATION:

S/ ELLIS KAHN
TOWN CHAIRPERSON

DATE

S/ NANCY BODEN
TOWN CLERK

DATE

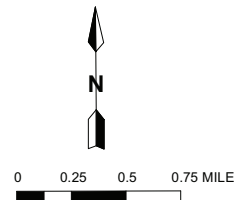


Table 1

TOWN OF KEWASKUM ZONING ORDINANCE SUMMARY OF DISTRICT REGULATIONS

District	Examples of Principal Uses	Examples of Conditional Uses	Minimum Lot Size	Minimum / Maximum Floor Area (square feet)
EA Agricultural Preservation District	Beekeeping; dairy farming; essential services; farm dwelling w/garage; floriculture; grazing or pasturing; plant nurseries; raising of domestic livestock or poultry; raising of grain, grass, mint, and seed crops; raising of tree fruits, nuts, and berries; raising of vegetables; sod farming; and grape growing	Additional existing dwellings; agricultural warehousing; airports, airstrips, and landing fields; animal hospitals, kennels, and veterinary services; bed and breakfast establishments; boarding stables; boat and recreation vehicle storage; communication antennas or towers; energy conservation uses; fish hatcheries, game farms, and hunting clubs; home occupations and home industries; housing for farm laborers, seasonal and migratory farm workers; manure storage facilities; quarrying; off-road vehicle racing or operation; parking; pea vineries, creameries, and condenseries; planned unit developments; raising fur-bearing animals; raising domestic livestock or poultry in excess of 500 animal units; raising livestock (exotic animals); recycling centers, salvage operations, and automobile wrecking yards; roadside stands; satellite dish antennas larger than 32" in diameter; sawmills; and utilities	10 acres	1,200 minimum
A-1 Agricultural/ Open-Space District	Beekeeping; contract sorting, grading, and packaging of fruits and vegetables; corn shelling, hay baling, and threshing services; dairy farming; dwelling w/garage; essential services; floriculture; grazing or pasturing; grist milling services; horticultural service; orchards; plant nurseries; raising of domestic livestock; raising of grain, grass, mint, and seed crops; raising of tree fruits, nuts, and berries; raising of vegetables; sod farming; and grape growing	Agricultural warehousing; airports, airstrips, and landing fields; animal hospitals, kennels and veterinary services; bed and breakfast establishments; boarding stables; boat and recreation vehicle storage; communication antennas or towers; energy conservation uses; fish hatcheries, game farms, and hunting clubs; home industries; housing for farm laborers, and seasonal and migratory farm workers; manure storage facilities; quarrying; off-road vehicle racing or operation; pea vineries, creameries, and condenseries; planned unit developments; raising of domestic livestock; raising of fur-bearing animals; raising of livestock (exotic); salvage yards, recycling centers, and automobile wrecking yards; and utilities	3-acre minimum parcel size with an overall density of no more than one home per five acres ^a	1,200 minimum
R-1 Single-Family Residential District	Single-family dwellings with an attached or detached garage; and essential services	Bed and breakfast establishments; energy conservation; home industries; public parks; rest homes, nursing homes, clinics and commercial children's nurseries; planned unit developments; and utilities	1 acre	1,200 minimum
B-1 Business District ^b	Agricultural equipment sales and service; antique and collectors stores; automotive sales and service; barber shops; beauty shops; bowling alleys; building supply stores, excluding lumber yards; business offices; cocktail lounges and taverns; garden centers; gasoline stations; gift stores; self-service storage facilities; tailor or dressmaking shops; and transportation facilities for buses, limousines, or taxis	Adult entertainment establishments; animal hospitals, veterinary services, and boarding of animals; commercial recreation facilities; communications antennas and towers; construction services; energy conservation uses; fuel oil, bottled gas, LP gas and ice dealers; lumber yards, millwork, saw mills, and planing mills; outdoor display of retail merchandise; planned unit developments; recycling collection point; residential quarters; solar energy collectors; and utility substations, municipal wells, pumping stations, and towers	1 acre	N/A

Table 1 (continued)

District	Examples of Principal Uses	Examples of Conditional Uses	Minimum Lot Size	Minimum / Maximum Floor Area (square feet)
M-1 Manufacturing District ^b	General light manufacturing; commercial green houses; food locker plants; printing and publishing; self-service storage facilities; warehousing; and wholesaling	Animal reduction facilities, forges, foundries, slaughter houses, stockyards, and tanneries; automobile wrecking yards; communication antennas and towers; composting sites; energy conservation uses; incinerators, landfills, salvage yards and sewage disposal plants; lumber yards and building supply yards; machine shops, tool and die manufacturing; manufacturing of specified materials; planned unit developments; transportation terminals, and truck terminals and freight forwarding services; and utility substations, municipal wells, pumping stations, and towers	1 acre	N/A
I-1 Institutional District ^b	Public or private schools; churches, cemeteries, and crematoriums; funeral homes; hospitals, sanatoriums, nursing homes, and clinics; libraries, community centers, museums, and public art galleries; public administrative offices, public parks, and public service buildings, including fire and police stations; and public utility offices	Airports, airstrips, and landing fields; cemeteries and crematoriums; communication antennas and towers; penal and correctional institutions; solar energy collectors; transmitting towers, receiving towers, and relay and microwave towers, and broadcast studios; and utility substations, municipal wells, pumping stations, and water	1 acre	1,200 minimum
P-1 Park District ^b	Botanical gardens; golf courses without country club facilities; historic monuments or sites; nature trails; outdoor skating rinks; park and playgrounds; picnicking areas; athletic fields; sledding, tobogganing, skiing or snowboarding; swimming pools; tennis courts; and existing single-family dwellings	Archery ranges; golf courses with country club facilities; utility substations and municipal wells; and solar energy collectors	3 acres ^c	N/A
C-1 Lowland Conservancy Overlay District	Uses that preserve, protect, and enhance the ponds, streams, and wetland areas, such as hiking, fishing, trapping, harvesting of wild crops, silviculture, and construction of piers and docks	Roads necessary for the continuation of the Town road system, maintenance and non-residential buildings used solely for natural resource preservation, public and private parks, public utilities and facilities, fish hatcheries, and game farms	N/A	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 Kewaskum zoning ordinance and map for specific zoning information.

^aParcels with greater than 50 percent total area within an environmental corridor shall have a minimum area of five acres and a minimum lot width of 330 feet.

^bSite plan review and approval is required for all buildings in non-residential districts.

^cParcels within an environmental corridor shall have a minimum area of five acres and a minimum lot width of 350 feet.

Source: Town of Kewaskum Zoning Ordinance, dated February 19, 2007, and SEWRPC.

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.

In November 2006, the Village of Kewaskum initiated an extraterritorial zoning process for adjacent lands in the Town of Kewaskum. A joint extraterritorial zoning committee, composed of three members of the Village Plan Commission and three members appointed by the Town Board, was formed to develop zoning regulations and a zoning map for the extraterritorial area. The Town was not consulted when the Village prepared the preliminary extraterritorial zoning map. The two-year process specified in Section 62.23(7a) of the *Statutes* ended in November 2008 without adoption of an extraterritorial zoning ordinance, and the process was terminated.

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.

The Town of Kewaskum adopted an updated land division ordinance in November 1999. 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 Kewaskum 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. All other divisions of land within the Town require Town Board approval of a certified survey map.

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. Portions of the Town are located in the extraterritorial plat review areas of the Village of Kewaskum and the City of West Bend. Both the Village and the City exercise extraterritorial plat review authority in portions of the Town.

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,⁴ 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.

The Town of Kewaskum has not adopted an official map, and is not required to do so.⁵

⁴*Waterways may be placed on the map only if included within a comprehensive surface water drainage plan.*

⁵*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."*

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 Kewaskum 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,

Table 2

POPULATION TRENDS IN WASHINGTON COUNTY COMMUNITIES: 1980-2005

Community	Year				Change 1990-2000	
	1980	1990	2000	2005 ^a	Number	Percent
Towns						
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
Villages						
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 ^b	783	958	1,119	1,162	161	16.8
Slinger.....	1,612	2,340	3,901	4,243	1,561	66.7
Cities						
Hartford ^c	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 ^d	84,848	95,328	117,496	125,940	22,168	23.2

^aThe 2005 population levels are estimates by the Wisconsin Department of Administration. All other years are from the U.S. Census.

^bIncludes that portion of the Village of Newburg located in Ozaukee County. There were 92 Newburg residents in Ozaukee County in 2000.

^cIncludes that portion of the City of Hartford located in Dodge County. There were 10 Hartford residents in Dodge County in 2000.

^dIncludes Washington County only.

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

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.

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. Also between 1990 and 2000, the Towns of Farmington, Hartford, and Wayne experienced percentage increases in population ranging between 20 and 30 percent. The Town of Richfield experienced the largest gain in the number of new residents; increasing by 1,380 persons, or about a 15 percent increase.

Historical population levels in the Town of Kewaskum from 1860 to 2000 are set forth in Table 3. The Town's population increased from 1,056 residents in 1860 to 1,572 in 1890. Between 1890 and 1900, the population decreased due to the incorporation of the Village of Kewaskum in 1895. The Town's population continued to decline between 1900 and 1930 when the resident population of the Town stood at 730. The population then increased between 1930 and 1980, reaching a level of 1,243 residents in 1980, followed by a decline of about 10 percent between 1980 and 2000. The 2005 DOA population estimate for the Town is 1,141, an increase of 22 residents from 2000.¹

¹The January 1, 2007, DOA population estimate for the Town of Kewaskum was 1,131 residents.

Table 3**HISTORIC POPULATION LEVELS IN
THE TOWN OF KEWASKUM^a: 1860-2000**

Year	Population	Change From Preceding Census	
		Number	Percent
1860	1,056	--	--
1870	1,309	253	23.9
1880	1,436	127	9.7
1890	1,572	136	9.5
1900	851	-721	-46.0
1910	765	-86	-10.1
1920	765	-0	0.0
1930	730	-35	-4.6
1940	736	6	0.8
1950	824	88	11.9
1960	897	73	8.9
1970	1,166	269	30.0
1980	1,243	77	6.6
1990	1,139	-104	-8.4
2000	1,119	-20	-1.8

^aPrior to 1860, the Town of Kewaskum was known as the Town of North Bend.

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

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

Age Group	Town of Kewaskum		Washington County	
	Number	Percent	Number	Percent
Under 5	68	6.1	7,970	6.8
5 through 19	248	22.1	26,146	22.3
20 through 64	668	59.7	70,165	59.7
65 and Older.....	135	12.1	13,212	11.2
Total	1,119	100.0	117,493	100.0
Median Age.....	38.7	--	36.6	--

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

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

Race ^a	Town of Kewaskum		Washington County	
	Number	Percent	Number	Percent
White Alone.....	1,114	99.5	114,781	97.7
Black or African American Alone.....	--	--	465	0.4
American Indian and Alaska Native Alone.....	3	0.3	296	0.3
Asian Alone	--	--	674	0.6
Native Hawaiian and Other Pacific Islander Alone.....	--	--	35	-- ^b
Some Other Race Alone.....	2	0.2	474	0.4
Two Or More Races	--	--	771	0.6
Total	1,119	100.0	117,496	100.0

^aThe Federal government does not consider Hispanic origin to be a race, but rather an ethnic group.

^bLess 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 Kewaskum and in Washington County in 2000 is set forth in Table 4. In the Town of Kewaskum in 2000, children less than five years old numbered 68, or about 6 percent of the Town population, while children in the age group five through 19, inclusive, numbered 248, or about 22 percent of the population. Adults in the age group 20 through 64, inclusive, numbered 668, or about 60 percent of the Town population, and persons age 65 and older numbered 135, or about 12 percent of the population. The population distribution by age group in the Town was very similar to that in the County for the five through 19 and 20 through 64 age groups, but there was a lower percentage of the Town population in the under five age group and a higher percentage in the 65 and older age group when compared to the County as a whole. The median age in the Town of Kewaskum in 2000 was 39 years, compared to a median age of 37 years in the County.

Racial Composition

Racial composition in the Town of Kewaskum 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 1,114 of the total 1,119 residents in 2000, were white. The percentage of whites in the Town was higher than that in the County in 2000, and was also 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 nearly 86 percent of Town of Kewaskum 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 42 percent of Town of Kewaskum 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 394 households in the Town of Kewaskum, with an average household size of 2.84 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 Kewaskum, 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 increased in each local government and in the County in each decade, with a few exceptions. 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 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 Income²

The 1999 annual household incomes in Washington County and in 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 Kewaskum in 1999 was \$59,500, which was \$2,467, or about 4 percent, higher than the 1999 annual median household income in the County. 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.

²Households 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 th Grade		9 th to 12 th Grade No Diploma		High School Graduate	
	Persons	Percent of Total	Persons	Percent of Total	Persons	Percent of Total
Towns						
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
Villages						
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 ^a	25	3.6	51	7.3	269	38.6
Slinger	165	6.0	121	4.4	1,247	45.7
Cities						
Hartford ^b	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 ^c	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
Towns						
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
Villages						
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 ^a	244	35.1	107	15.4	696	100.0
Slinger	683	25.0	516	18.9	2,732	100.0
Cities						
Hartford ^b	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 ^c	24,606	31.7	17,057	21.9	77,709	100.0

^aIncludes that portion of the Village of Newburg located in Ozaukee County.

^bIncludes that portion of the City of Hartford located in Dodge County.

^cIncludes 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
Towns									
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	3.7	3.31	1,105	3.3	2.93	1,397	3.2	2.88
Jackson.....	915	3.4	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
Villages									
Germantown.....	3,428	12.8	3.13	4,931	15.0	2.77	6,904	15.7	2.63
Jackson.....	672	2.5	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 ^a	226	0.9	3.04	290	0.9	2.94	398	0.9	2.80
Slinger.....	526	2.0	3.05	882	2.7	2.62	1,562	3.6	2.46
Cities									
Hartford ^b	2,550	9.5	2.75	3,051	9.2	2.64	4,279	9.8	2.51
West Bend.....	7,293	27.3	2.90	8,686	26.3	2.71	11,375	26.0	2.44
Washington County ^c	26,715	100.0	3.14	32,977	100.0	2.86	43,887	100.0	2.65

^aIncludes 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.

^bIncludes 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.

^cIncludes Washington County only.

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

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.³ There were 15 households in the Town of Kewaskum living below the poverty level in 1999, or about 3.6 percent of all Town households.

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 size category ranging from one person households to households containing seven or more members in the County and in each local

³Multiple 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
Towns										
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	4.3	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
Villages										
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 ^a	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
Cities										
Hartford ^b	517	12.0	456	10.6	562	13.1	756	17.7	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 ^c	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		
Towns										
Addison.....	223	19.4	104	9.1	18	1.6	7	0.6	\$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	2.6	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	0.7	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
Villages										
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 ^a	78	19.3	29	7.2	8	2.0	3	0.7	57,024	403
Slinger	166	10.1	128	7.8	16	1.0	7	0.4	47,125	1,638
Cities										
Hartford ^b	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 ^c	6,819	15.5	4,823	11.0	930	2.1	756	1.7	\$57,033	43,910

^aIncludes that portion of the Village of Newburg located in Ozaukee County.

^bIncludes that portion of the City of Hartford located in Dodge County.

^cIncludes Washington County only.

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

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
Towns								
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	14.5	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	11.8	546	35.9	292	19.2	305	20.1
Wayne.....	63	10.8	215	36.9	101	17.4	129	22.2
West Bend	257	15.9	618	38.4	248	15.4	312	19.4
Villages								
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 ^a	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
Cities								
Hartford ^b	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 ^c	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
Towns								
Addison.....	105	9.1	34	3.0	12	1.0	1,149	100.0
Barton	76	8.5	23	2.6	5	0.6	896	100.0
Erin	103	8.0	29	2.3	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	7.7	21	3.6	8	1.4	582	100.0
West Bend	139	8.6	30	1.9	7	0.4	1,611	100.0
Villages								
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	7.8	25	2.1	7	0.6	1,212	100.0
Newburg ^a	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
Cities								
Hartford ^b	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 ^c	3,229	7.4	894	2.0	282	0.6	43,842	100.0

^aIncludes that portion of the Village of Newburg located in Ozaukee County. There are 356 households located in Washington County.

^bIncludes that portion of the City of Hartford located in Dodge County. There are 4,276 households located in Washington County.

^cIncludes 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 KEWASKUM AND WASHINGTON COUNTY: 2000**

Occupation	Town of Kewaskum		Washington County	
	Number	Percent of Total	Number	Percent of Total
Management, Professional, and Related Occupations				
Farmers and Farm Managers	25	3.9	521	0.8
Other Management, Business, and Financial Operations	71	11.0	8,340	12.9
Professional and Related	109	16.9	11,944	18.5
Subtotal	205	31.7	20,805	32.2
Service Occupations				
Healthcare Support	5	0.8	1,063	1.7
Protective Service	8	1.2	594	0.9
Food Preparation and Serving Related	20	3.1	2,646	4.1
Building and Grounds Cleaning and Maintenance	9	1.4	1,561	2.4
Personal Care and Service	12	1.9	1,380	2.1
Subtotal	54	8.4	7,244	11.2
Sales and Office Occupations				
Sales and Related	73	11.3	6,577	10.2
Office and Administrative Support	73	11.3	9,671	14.9
Subtotal	146	22.6	16,248	25.1
Farming, ^a Fishing, and Forestry Occupations	12	1.9	353	0.5
Construction, Extraction, and Maintenance Occupations				
Construction and Extraction	47	7.3	3,542	5.5
Installation, Maintenance, and Repair	34	5.2	2,926	4.5
Subtotal	81	12.5	6,468	10.0
Production, Transportation, and Material Moving Occupations				
Production	101	15.6	10,174	15.7
Transportation and Material Moving	47	7.3	3,395	5.3
Subtotal	148	22.9	13,569	21.0
Total	646	100.0	64,687	100.0

^aIncludes 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.

government. Two-person households were the most common type of households in the Town of Kewaskum and in the County overall in 2000. About 36.8 percent of all households in the Town were in the two-person household category, followed respectively by four-person households at about 20.6 percent and by three-person households at about 16.5 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 666 Town of Kewaskum residents age 16 and older in the labor force in 2000. Of that number, 646 were employed and 20 were unemployed at the time the Census was taken. About 73 percent of Town residents age 16 years and over were in the labor force, compared to about 74 percent in the County, 68 percent in the Region, and about 69 percent in the State.

The occupations of Town of Kewaskum employed 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 32 percent, was employed in management, professional, and related occupations. By percentage distribution, more Town workers than County workers were employed in production, transportation, and material moving occupations, which ranked second in the Town with about 23 percent of workers, but third in the County. An additional 23 percent of Town workers were employed in sales and office occupations, which ranked third among Town workers, but second among County workers. Construction, extraction, and maintenance occupations employed about 12 percent of Town residents.

Place of Work

As shown in Table 11, approximately three-fourths (74.1 percent) of Town of Kewaskum workers were employed in Washington County in 2000. Milwaukee County ranked second as the place of work destination of Town of Kewaskum workers at nearly 10 percent. Ozaukee County and Waukesha County ranked third and fourth as the place of works destinations for Town workers at nearly 7 percent and about 4 percent, respectively.

Total Employment Levels⁴

The previous two sections provided information on the employment characteristics of Town of Kewaskum residents. Total employment in the County, that is, the number of jobs located in Washington County, stood at about 61,700 jobs in 2000, compared to about 46,100 jobs in 1990. About 500 jobs were located within the Town of Kewaskum in 2000.

Employment by Industry

Information regarding employment levels by industry group 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.

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

Table 11

PLACE OF WORK^a OF TOWN OF KEWASKUM AND WASHINGTON COUNTY RESIDENTS: 2000

Place of Work	Town of Kewaskum		Washington County	
	Number	Percent of Total	Number	Percent of Total
City of Hartford	5 ^b	0.7	4,548 ^b	7.2
City of West Bend	218	34.2	11,968	18.8
Village of Germantown	26	4.1	4,394	6.9
Village of Jackson	3	0.5	1,533	2.4
Village of Kewaskum	51	8.0	731	1.1
Village of Slinger	5	0.7	1,398	2.2
Remainder of Washington County	165	25.9	7,494	11.8
Subtotal	473	74.1	32,066	50.4
City of Milwaukee	34	5.3	8,947	14.1
Remainder of Milwaukee County	27	4.3	5,388	8.5
Subtotal	61	9.6	14,335	22.6
Dodge County	11 ^b	1.7	791 ^b	1.2
Fond du Lac County	6	0.9	541	0.9
Ozaukee County	42	6.6	4,545	7.1
Waukesha County	26	4.1	9,983	15.7
Worked Elsewhere	19	3.0	1,359	2.1
Total	638	100.0	63,620	100.0

^aThe 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.

^bThe 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.

⁴Information 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.

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 ^a	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 ^b	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 ^c	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 ^a	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 ^b	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 ^c	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

^aSee Figure 1 for a list of SIC Codes and the occupations associated with each code.

^bIncludes all nonmilitary government agencies and enterprises.

^cIncludes agricultural services, forestry, commercial fishing, mining, and unclassified jobs.

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

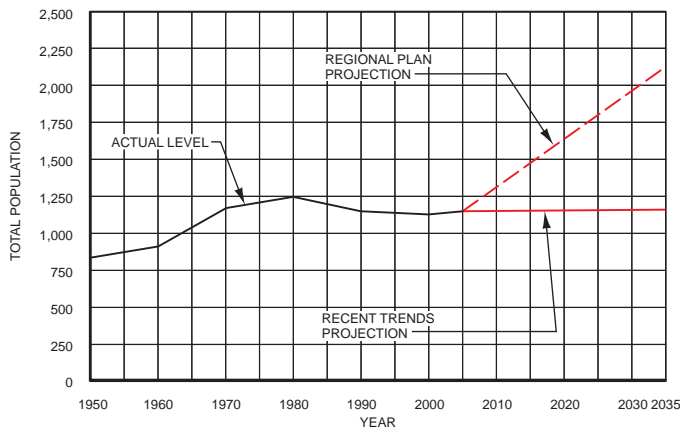
about 87 percent. All other County job categories increased employees between 1970 and 2000, with the exception of agricultural jobs. County agricultural jobs decreased by about 37 percent between 1970 and 2000, the only County industry group to lose jobs.

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

Figure 2

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



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

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 2,100 Town residents in 2035, while a continuation of recent trends would result in about 1,150 Town residents in 2035. Under the regional land use plan projection, the Town's population would increase by about 980 residents, or by approximately 88 percent, from the 1,119 residents in the Town in 2000. Under the "recent trends" projection, the Town's population would increase by about 30 residents, or by approximately 3 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.

It is important to note that the population projection of 2,100 residents prepared as part of the regional plan does not account for the expansion of existing cities and villages into the Town. It would be reasonable to assume that some of the population growth projected for what is now the Town of Kewaskum will likely occur on lands annexed from the Town by the Village of Kewaskum.

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 and other comprehensive planning elements on a 2035 population projection of 1,459 persons, which falls between the regional land use plan and "recent trends" projections.

The selected population projection would result in approximately 568 households in the Town in 2035, based on an anticipated average household size of 2.57 persons per household.

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Chapter IV

ISSUES AND OPPORTUNITIES ELEMENT

INTRODUCTION

The issues and opportunities element is the first of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(a) of the *Statutes* requires the issues and opportunities element to include background information about the Town and a statement of overall Town objectives, policies, goals, and programs to guide future development and redevelopment of the Town over a 20-year planning period. Background information shall include the population, household, and employment forecasts that the Town used to develop its comprehensive plan, and demographic trends, age distribution, education levels, and employment characteristics that exist within the Town.

Information on demographic trends, age distribution, education levels, and employment characteristics, and forecasts (projections) of future population and the number of households in the Town, are included in Chapter III. Employment projections are included in Chapter X. This chapter focuses on identifying a desired future for the Town. A “vision” statement was developed by the Town to help provide an overall framework for development of the comprehensive plan. The vision statement expresses the preferred future, key characteristics, and/or expectations for the future desired by the Town.

As noted in the first paragraph, Section 66.1001(2)(a) of the *Statutes* requires that the Issues and Opportunities Element include a statement of the overall objectives, policies, goals, and programs of the Town to guide future development and redevelopment over the planning period. Although not defined in the *Statutes*, the Wisconsin Department of Administration has provided the following definitions of those terms:

Goals: Broad and general expressions of a community’s aspirations, towards which the planning effort is directed. Goals tend to be ends rather than means.

Objectives: More specific targets, derived from goals and necessary to achieve those goals. While still general in nature, objectives are more precise, concrete, and measurable than goals.

Policies: Rules or courses of action necessary to achieve the goals and objectives from which they are derived. They are precise and measurable.

Programs: A system of projects or services necessary to achieve plan goals, objectives, and policies.

In addition, the planning goals set forth in Section 16.965 of the *Statutes* should be followed in the event the Town intends to pursue planning grants from the Wisconsin Department of Administration (DOA). Because the preparation of this plan was partially funded by a grant from the DOA, it must follow the 14 State planning goals. The 14 State planning goals are set forth in Chapter I.

VISION STATEMENT 2035

Visioning Process

To develop a vision statement for the Town, Washington County University of Wisconsin – Extension (UWEX) staff examined the opinions generated by the public during the input opportunities carried out as part of the comprehensive planning process, along with the Town's existing planning and zoning documents, and identified recurring "key concepts" that could be appropriate for the Town's vision. UWEX staff then met with the Town Plan Commission and Town Board on June 20, 2007, to review the key concepts and determine which ones might best describe the Town's future. The most supported concepts were used to draft a vision statement.

Vision Statement

"In 2035, the Town of Kewaskum remains the "Gateway to the Northern Kettle Moraine" with all of its scenic beauty and recreational opportunities. The Town's safe and quiet rural atmosphere is made up of farmland, open space, and mostly single-family residential development that has a minimal impact on the landscape and the local tax levy. The Town has a working relationship with the Village of Kewaskum that includes cooperating on boundary issues and public services."

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 joint Town and Village of Kewaskum comprehensive planning "kickoff" meeting was held in the Village of Kewaskum on March 16, 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 49 people attended the meeting. The following are the issues for the Town 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.

- Friendly people
- Parks, trails, areas for hunting and fishing, and recreation areas (Kiwanis Park, River Hill Park, Sunburst ski area, etc.)
- Farmland and open space
- Low crime
- Scenic rural setting and "small town" charm
- Commuting distance from larger cities and proximity to Milwaukee
- Police, fire, and emergency medical services
- Good selection of churches
- Good location of highways
- Natural areas/resources – State parks/forests, Kettle Moraine State Forest
- Bike trail with parking lot right in town (Village downtown)

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

- Not enough money available for land to be placed in the land trust
- Lack of participation in government
- Rush hour traffic and lack of major roads

- Increase of crime, due to more people
- Lack of industrial base
- Lack of electrical transmission lines
- Lack of criteria for determining whether proposed growth is economically positive
- Inability to protect Town land from annexation and development
- Inadequate oversight of development
- Loss of natural resources and natural areas
- Lack of major employer/industries and not enough good jobs available
- Schools' academic standing

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

- Place for teenagers to go (community center)
- Acquire more land for park and recreation areas and schools
- Development (raise tax base/equalized value)
- Planning (Multi-jurisdictional)
- Business/industrial development – job creation
- Park-ride and bus service to Milwaukee area
- Hire people who know how to work
- Encouraging a more friendly and business atmosphere
- Encourage hobby farms
- Develop boundary agreement between Town and Village
- Develop tourism and recreation

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

- Rapid development
- Loss of farmland and open space
- Growth impact on taxes and infrastructure
- Too much annexation by Village and too rapid
- Lack of balance between growth and resources/jobs
- Loss of community identity
- Lack of economic assessment of a development
- Schools – no land set aside
- Higher taxes
- Annexation

Comprehensive Planning Visioning Workshop

A comprehensive planning visioning workshop/open house was held in the Town on August 7, 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 System (GIS) software, review existing Town goals, share opinions on development preferences, and develop a vision statement for the Town. A total of

15 residents attended the workshop and the majority wanted to preserve the Town's farmland, natural resources, and open space. There was also an interest in accommodating higher-density future residential growth within or adjacent to the Village planned sanitary sewer service area and rural density future residential development away from the Village. Residents also determined that mobile homes are not appropriate in the Town and that farmers should be able to sell small amounts of land for development.

GOALS AND OBJECTIVES

The following goals and objectives are overall goals that should guide the protection of natural resources and future development and redevelopment in the Town through the plan design year of 2035. The overall goals are general and provide the framework for more specific goals in the following chapters. Because they are intended to be general rather than specific, no policies or programs are associated with the general goals and objectives presented in this chapter. Policies and programs are presented in each of the following eight element chapters, in association with the more specific element goals and objectives.

A meeting was held with the Town Plan Commission and Town Board on June 20, 2007, to develop goals and objectives for the comprehensive plan. The meeting was facilitated by UWEX staff. The following goals and objectives were developed for the Town comprehensive plan:

Goal: Protect the Town of Kewaskum's agricultural lands and farming operations.

- **Objective:** Identify agricultural soils (Class I and II soils)
- **Objective:** Discourage non-farm related residential and commercial development in areas designated for agricultural use.
- **Objective:** Encourage the development of hobby farms on areas with agricultural soils.
- **Objective:** Require 10 acre minimum density in farmland areas.

Goal: Maintain and enhance the rural landscape of the Town of Kewaskum.

- **Objective:** Require residential development standards and designs which protect and maximize natural, scenic, and open space qualities.
- **Objective:** Prohibit residential and commercial strip development along all roadways.
- **Objective:** Direct retail and industrial development to established or designated areas.
- **Objective:** Require site plan review for new development.
- **Objective:** Nonmetallic mining sites will not negatively impact the environmental features within the Town of Kewaskum or its existing developments.

Goal: Preserve the Town of Kewaskum's environmental resources.

- **Objective:** Limit development in designated environmental corridors.
- **Objective:** Prohibit development in wetlands and floodplains.
- **Objective:** Require a reforestation plan for all development sites over five acres in woodlands.
- **Objective:** Nonmetallic mining sites will not negatively impact the environmental features within the Town of Kewaskum or its existing developments.

Goal: Protect the Kettle Moraine State Forest from encroaching development.

- **Objective:** Support the Department of Natural Resources' acquisition boundary for State Forest lands.
- **Objective:** Allow agriculture, forestry, and similar activities on lands adjacent to the State Forest.
- **Objective:** Use strict density and site design requirements for development along the edge of the State Forest.

Goal: Encourage preservation of historic or cultural structures and archaeological sites.

Goal: Accommodate residential development only in areas designated for Residential Use.

- **Objective:** Discourage non-farm residential development in areas designated for agricultural use.
- **Objective:** Provide for only single-family housing development to maintain low population densities and low service requests.

Goal: Provide for business and industrial development only in designated locations.

- **Objective:** Locate business and industrial development at locations that are served by an adequate transportation system.
- **Objective:** Accommodate small business development which serves local residents and does not require significant public services.
- **Objective:** Require site plan approval for all new business and industrial development.
- **Objective:** Review business and industrial development to ensure a minimal impact on adjacent land uses.

Goal: In cooperation with neighboring communities, provide for a range of housing types to serve the varied and special needs of area residents.

- **Objective:** Support appropriate county, private, and church efforts and consider new programs that provide needed assistance for elderly and disabled residents who wish to stay in their own homes.

Goal: Maintain a safe and efficient transportation system in the Town of Kewaskum through cooperative planning with local, county, and state officials.

- **Objective:** Locate business and industrial development at select locations along state and county highways.
- **Objective:** Limit the number of driveways and access points on roadways.

Goal: Continue to maintain and improve Town roads in a timely and well-planned manner.

- **Objective:** 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 road improvements.

Goal: Provide adequate emergency services for Town residents and businesses.

Goal: Provide utilities and community facilities appropriate for a rural town.

- **Objective:** Require developers to pay their “fair share” for improvements needed to support new development requests.

Goal: Maintain the existing boundaries of the Town of Kewaskum.

- **Objective:** Work with neighboring communities on development and growth issues which affect land use in the Town.
- **Objective:** Create and maintain a buffer area of residential use on properties immediately adjacent to the Village of Kewaskum.

Goal: Ensure the Town of Kewaskum’s comprehensive plan remains relevant.

- **Objective:** Routinely consult the comprehensive plan when carrying out Town government functions and developing the Town budget.

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.

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 the agricultural, natural, and cultural resources element to compile objectives, policies, goals, maps, and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under Section 295.20(2) of the *Statutes*, parks, open spaces, historical and cultural resources, community design, recreational resources, and other natural resources.

In addition, the planning goals set forth in Section 16.965 of the *Statutes* should be followed in the event the Town intends to pursue planning grants from the Wisconsin Department of Administration (DOA). Because the preparation of this plan was partially funded by a grant from the DOA, it must follow the 14 State planning goals. The 14 State planning goals are set forth in Chapter I.

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 Kewaskum 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 Kewaskum; 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 1971.¹ 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. The following soil associations are found in the Town of Kewaskum:

The ***Brookston-Pella-Lamartine association*** consists of generally poorly-drained soils that have a subsoil of clay loam or silty clay loam, formed in loess and underlying loam to sandy loam glacial till. This association is located in stream beds in the southwestern portion of the Town, encompassing about 5 percent of the Town.

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 48 percent of the Town, generally found on lower elevations within the Kettle Moraine in the eastern and northern portions of the Town, and is the predominant soil association present in the Town.

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. This association, located in the northeastern part of the Town, encompasses about 2 percent 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 34 percent of the Town, is found primarily in the western portion 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, occurring in several scattered locations in the Town, encompasses about 11 percent of the Town of Kewaskum.

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 31 percent of the Town of Kewaskum is covered by hydric soils (about 4,498 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.

¹*Documented in the Soil Survey, Washington County, Wisconsin, published by the USDA Soil Conservation Service in June 1971.*

Depth to Bedrock

Areas where bedrock is at or near the surface pose significant limitations for most types of development. If depth to bedrock is shallow, excavation for septic tanks and drain fields needed for conventional private onsite waste treatment systems (POWTS) may be difficult and expensive and the septic system may operate poorly. Bedrock at or near the surface also limits development by increasing the costs of constructing a basement. The NRCS rates the limitations as severe if the depth to bedrock is equal to or less than three feet from the surface. There is one area of about 25 acres in the extreme northwestern corner of the Town with soil depth to bedrock equal to or less than three feet. Although areas of shallow bedrock may limit or increase the cost of urban development, they may also serve as important locations for the future quarrying of stone.

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 Plan² used the following criteria to designate 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 Kewaskum are set forth in Table 13, and shown on Map 3.

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 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 following adoption of the County comprehensive plan.

² Farmland Preservation Plan, Washington County, Wisconsin; *prepared by the firm Stockham & Vandewalle, Madison, Wisconsin.*

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

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 7.1. The median LESA score was 7.2. 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.

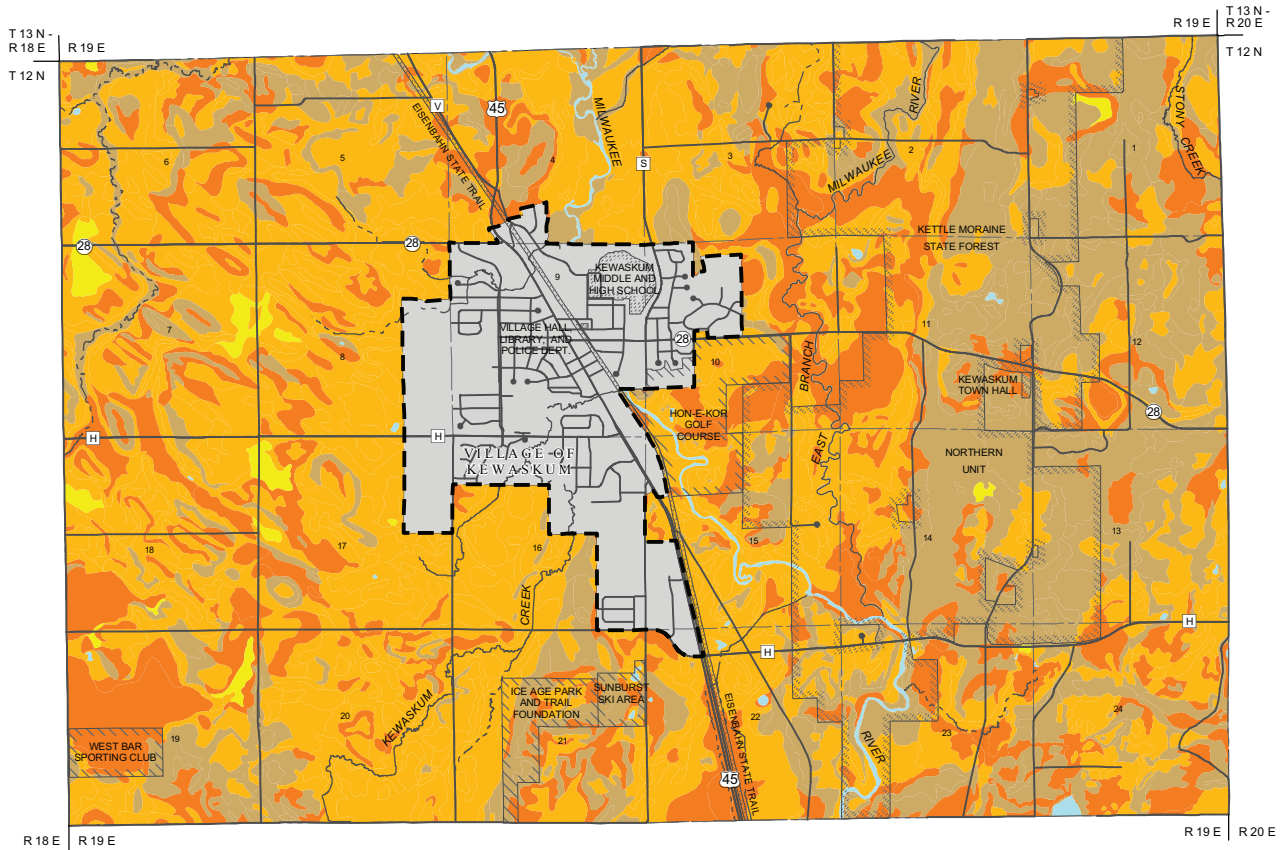
Table 13

AGRICULTURAL SOIL CAPABILITY IN THE TOWN OF KEWASKUM AND WASHINGTON COUNTY

Agricultural Soil Capability Class	Town of Kewaskum		Washington County	
	Acres	Percent of Total Area	Acres	Percent of Total Area
Class I Soils	130	0.9	4,971	1.8
Class II Soils	6,934	48.5	144,392	51.8
Class III Soils	3,042	21.2	76,277	27.4
Class IV, V, VI, VII, and VIII Soils and Unclassified Areas...	4,116	28.8	48,609	17.4
Surface Water	88	0.6	4,507	1.6
Total Area	14,310	100.0	278,756	100.0

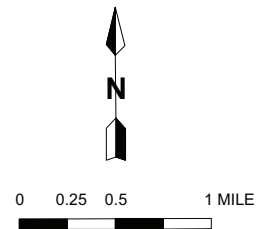
Source: USDA-Natural Resources Conservation Service and SEWRPC.

Map 3 AGRICULTURAL SOIL CAPABILITY IN THE TOWN OF KEWASKUM



- CLASS I
- CLASS II
- CLASS III
- CLASS IV, V, VI, VII, AND VIII
SOILS AND UNCLASSIFIED AREAS
- SURFACE WATER
- TOWN / VILLAGE BOUNDARY

Source: USDA - Natural Resources Conservation Service and SEWRPC.



Map 4 **LESA SCORES FOR AGRICULTURAL PARCELS IN THE TOWN OF KEWASKUM: 2007**

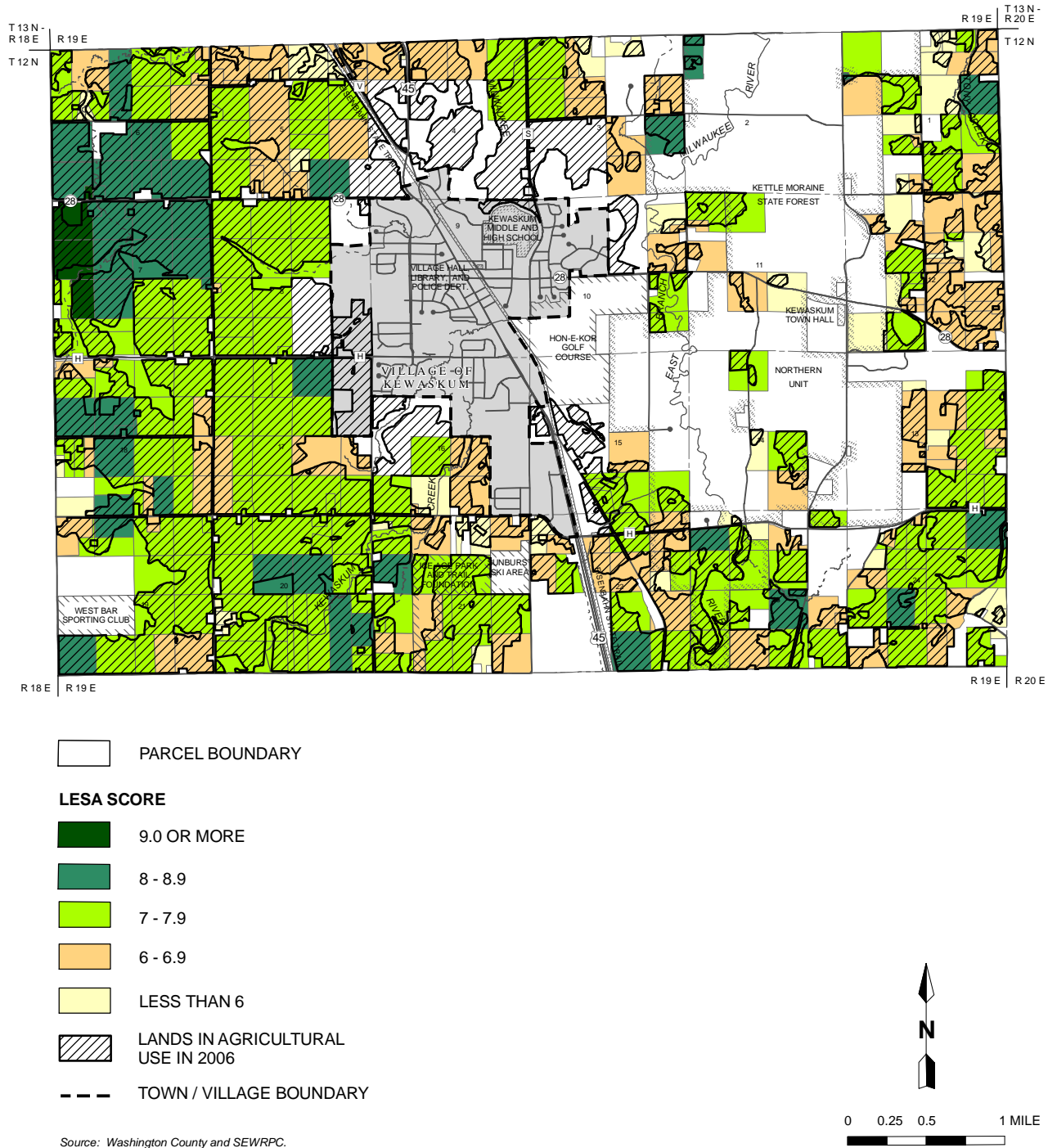


Table 14

LESA SCORES FOR AGRICULTURAL PARCELS IN THE TOWN OF KEWASKUM: 2007

LESA Score	Parcels in Category		Total Acres in Category ^a		Agricultural Acres in Category ^b	
	Number	Percent	Acres	Percent	Acres	Percent
Less than 6	47	12.4	635	6.9	159	2.5
6-6.9	107	28.3	2,317	25.3	1,372	21.4
7-7.9	168	44.3	4,766	52.0	3,653	57.1
8-8.9	52	13.7	1,334	14.6	1,135	17.7
9-10	5	1.3	105	1.2	81	1.3
Total	379	100.0	9,157	100.0	6,400	100.0

^aIncludes entire area of parcels analyzed, including areas not being used for farming, such as woodlands, wetlands, and surface water.

^bIncludes only those portions of parcels in agricultural use in 2006.

Source: SEWRPC.

Existing Farmland

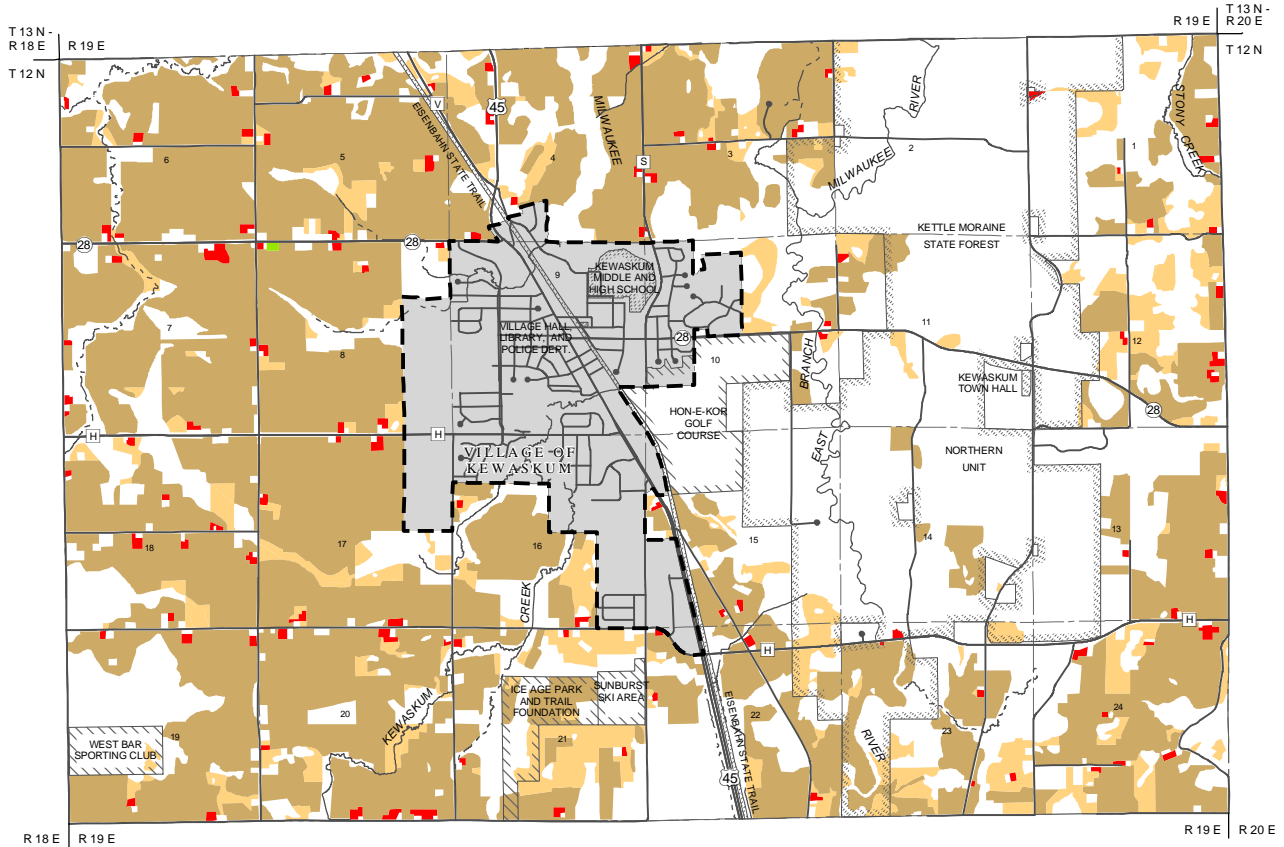
Agricultural lands were identified by SEWRPC as part of the 2000 regional land use inventory conducted as part of the regional planning program. The land use inventory identified croplands, pasture lands, orchards, nurseries, specialized farming, and non-residential farm buildings, shown on Map 5. Farm residences, together with a 20,000 square foot dwelling site, are classified as single-family residential land uses in the 2000 inventory.³ 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 7,277 acres, or about 51 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 of Kewaskum in 2000 is set forth in Table 15. Agricultural land 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.
- 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 7,034 acres, or about one-half of the total area of the Town, in agricultural use in 2006.

³See Chapter VI for more information about the SEWRPC 2000 land use inventory.

Map 5 **EXISTING AGRICULTURAL LANDS IN THE TOWN OF KEWASKUM: 2000**



- CULTIVATED LANDS
- PASTURE AND UNUSED AGRICULTURAL LANDS
- ORCHARDS, NURSURIES, AND SPECIALTY CROPS
- FARM BUILDINGS
- SURFACE WATER
- TOWN / VILLAGE BOUNDARY

Source: SEWRPC.

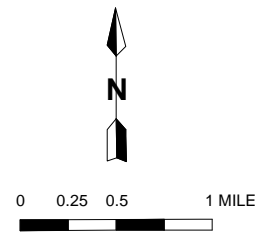


Table 15

**AGRICULTURAL LANDS IN THE TOWN OF
KEWASKUM AND WASHINGTON COUNTY: 2000**

Agricultural Soil Capability Class	Town of Kewaskum		Washington County	
	Acres	Percent of Total Area	Acres	Percent of Total Area
Cultivated Lands.....	6,058	83.3	115,662	81.6
Pasture Land and Unused Agricultural Land	1,072	14.7	22,408	15.8
Orchards, Nurseries, and Specialty Crops	2	0.0 ^a	932	0.6
Farm Buildings	145	2.0	2,753	2.0
Total	7,277	100.0	141,755	100.0

^aLess than 0.05 percent.

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
Total	\$72,900	100.0	\$5,623,300	100.0

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

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.

Farm Production and Revenue

Farm production and revenue inventory data^{4,5} 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.

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

⁴Data 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 Kewaskum. 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.

⁵The 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 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.

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 Kewaskum has adopted exclusive agricultural zoning, it is not necessary for individual landowners to enter into a Farmland Preservation Agreement directly with the Department of Agriculture, Trade, and Consumer Protection (DATCP). Contracts are for 10- or 25-year periods. In 2005, there were 20 Wisconsin Farmland Preservation Agreements encompassing 3,478 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 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 Wisconsin Department of Natural Resources (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

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 category⁶ 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

⁶Data included in this section includes lands owned by the farmer, not lands the farmer may rent.

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 three 15-year contracts covering about 2 acres of land in effect in the Town. There were no permanent conservation easements in existence under this program in the Town.

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 glacial deposit or moraine, 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 that became separated from the retreating main ice mass and which subsequently melted to form “kettles”; eskers, or long, narrow ridges of glacial drift deposited in meltwater tunnels within the ice; and abandoned drainageways. The Kettle Moraine 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 Kettle Moraine passes through the Town of Kewaskum and provides the majority of the Town's landscape with scattered patches of glacial drift and glacial outwash occurring throughout the remainder 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 1,625 acres, or more than 11 percent of the Town, have slopes of 20 percent or greater; while about 1,366 acres, or almost 10 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 through the Town of Kewaskum. Two additional geological sites among the 11 identified sites are also located in the Town; the Kewaskum Kame, which was considered to be of county or regional significance, and the Kewaskum Quarry and Lime Kiln, which was considered to be of local importance.

Nonmetallic Mineral Resources⁷

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 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 Kewaskum has been identified by the Wisconsin Geological and Natural History Survey (WGNHS) using a variety of sources, including geologic studies,⁸ data from Road Material Survey records collected by WGNHS for

⁷ *There are no marketable metallic mining resources in Washington County.*

⁸ Bedrock geology from Preliminary Bedrock Maps of Washington County (WOFR 2004-17) by T. Evans, K. Massie-Ferch, and R. Peters, WGNHS.

Table 19

NONMETALLIC MINING SITES IN THE TOWN OF KEWASKUM: 2007

Operator/Owner of Mine	Operational Sites (acres)	Planned Sites (acres)	Reclaimed Sites (acres)	Stockpiling Sites (acres)	Not Active – No Plan on File (acres)
Michels Materials	12	6	--	--	--
Glenway Backhaus (DOT pit) ^a	3	--	3	--	--
Total	15	6	3	0	0

^aNot active, not reclaimed.

Source: Washington County and SEWRPC.

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, 1997⁹).

Approximately 7,511 acres in the Town of Kewaskum, or about 52 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 1,482 acres, or about 10 percent of the Town, have been identified as having a potential for commercially viable deposits of peat. 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.

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 Kewaskum has been identified by the WGNHS based principally upon locating and mapping areas underlain by Silurian dolomite within 50 feet of the land surface. Approximately 2,395 acres, or about 17 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 two active nonmetallic mining sites and no identified inactive nonmetallic mining sites in the Town in 2007. Table 19 lists the mine operator or current owner and the acreage of areas within existing mining sites that are operational, planned to be mined in the future (and which have an approved reclamation plan), and portions of the sites that have been reclaimed. Both mines in the Town are used for sand and/or gravel extraction. The data was provided by Washington County, based on reclamation permits issued or reviewed by 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

⁹Mickelson, D. M. and K. M. Syverson, Quaternary Geology of Ozaukee and Washington Counties, Wisconsin, *WGNHS Bulletin 91*, 1997.

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 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 Kewaskum), 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 88 acres of surface water, 2,930 acres of floodplains, and 2,350 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 Lakes¹⁰ and the premiers of the Canadian

¹⁰*Includes the States of Illinois, Indiana, Michigan, Minnesota, New York, Ohio, Pennsylvania, and Wisconsin.*

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 has been 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. Each affected state and province must now develop regulations to carry out the accord.

The Town of Kewaskum is located entirely east of the subcontinental divide 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. Major streams in the Town include the East Branch Milwaukee River, the Milwaukee River, and Kewaskum Creek. Major lakes are defined as those lakes which have a surface area of 50 acres or more. There are no major lakes in 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.

Wetlands

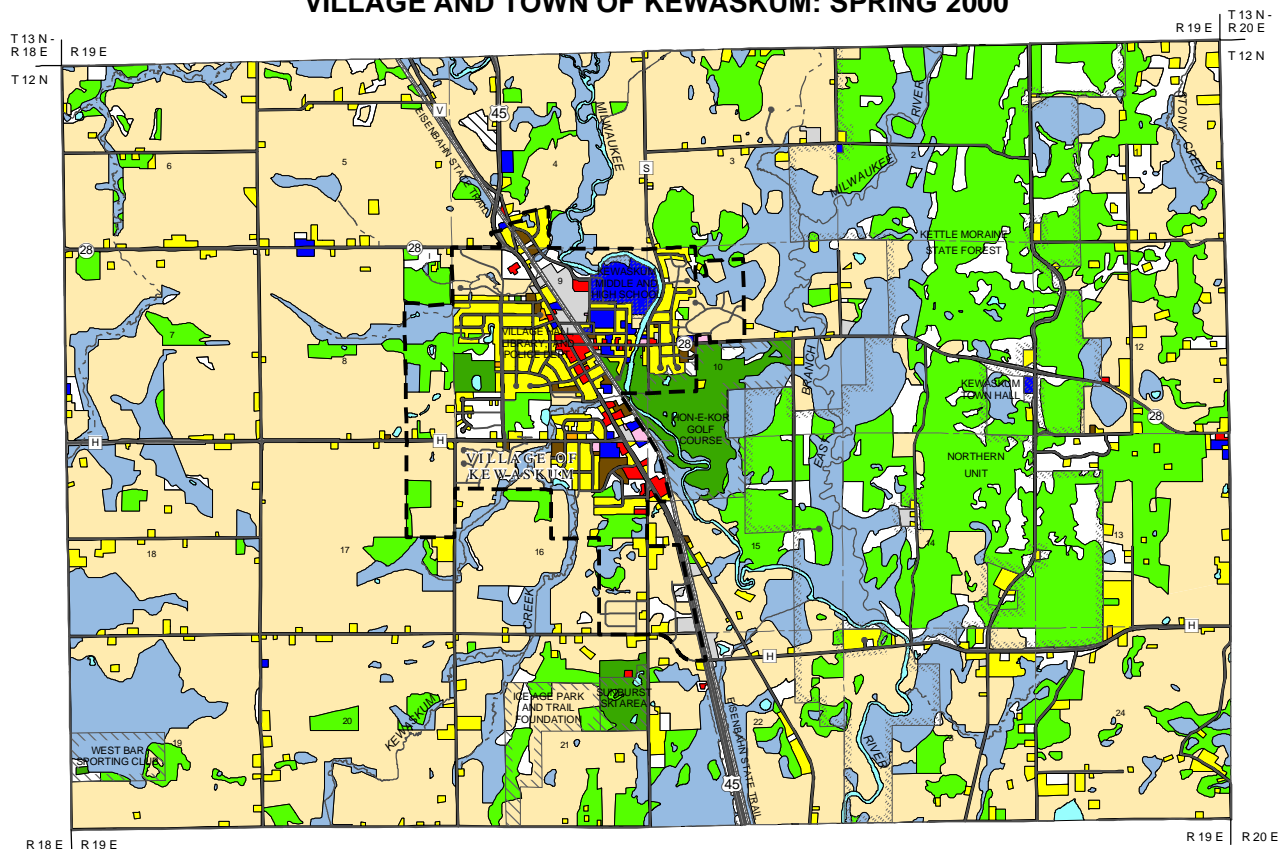
Wetlands generally occur in depressions and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained.¹¹ Wetlands may, however, under certain conditions, occur on slopes and even on hilltops. Wetlands perform an important set of natural 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 2,350 acres, or about 16 percent of the Town, in 2000, and are shown on Map 6. 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 6, 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 18 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://dnrmaps.wisconsin.gov/imf/imf.jsp?site=SurfaceWaterViewer>.

¹¹The 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.

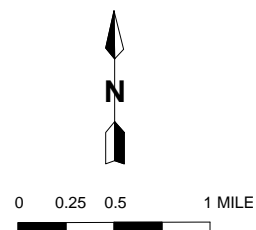
Map 6

LAND USES IN THE VILLAGE AND TOWN OF KEWASKUM: SPRING 2000



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

Source: SEWRPC.



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 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.

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 East Branch Milwaukee River, Edgewood Creek, Knights Creek, the Milwaukee River, North Creek, Kewaskum Creek, and Unnamed Tributary to Kewaskum 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 2,930 acres, or about 20 percent of the Town.

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 4,649 acres, or about 32 percent of 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, including a map of shoreland areas in unincorporated portions of the County.

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 modeling¹² 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 program¹³ 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

¹²*Documented in SEWRPC Technical Report No. 41, A Regional Aquifer Simulation Model for Southeastern Wisconsin, June 2005.*

¹³*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.*

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 7) 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.

Areas within each of the recharge classifications in the Town are shown on Map 7, and the acreage within each category is listed on Table 20. About 16 percent of the Town is rated “very high” for recharge potential, and about 29 percent is rated “high” for recharge potential. Most of the high and very high recharge potential areas are located within and adjacent to the Kettle Moraine State Forest – Northern Unit in the eastern portion of the Town, adjacent to the Milwaukee River throughout the central portion of the Town, East Branch Milwaukee River throughout the east-central portion of the Town, Kewaskum Creek in the southwest portion of the Town, and Stony Creek in the northeast portion of the Town. Primary environmental corridors and floodplains were overlaid on Map 7 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 much 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 Map 6. 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 2,688 acres, or about 19 percent of the Town.¹⁴

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

¹⁴*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 7 WATER RECHARGE POTENTIAL IN THE TOWN OF KEWASKUM

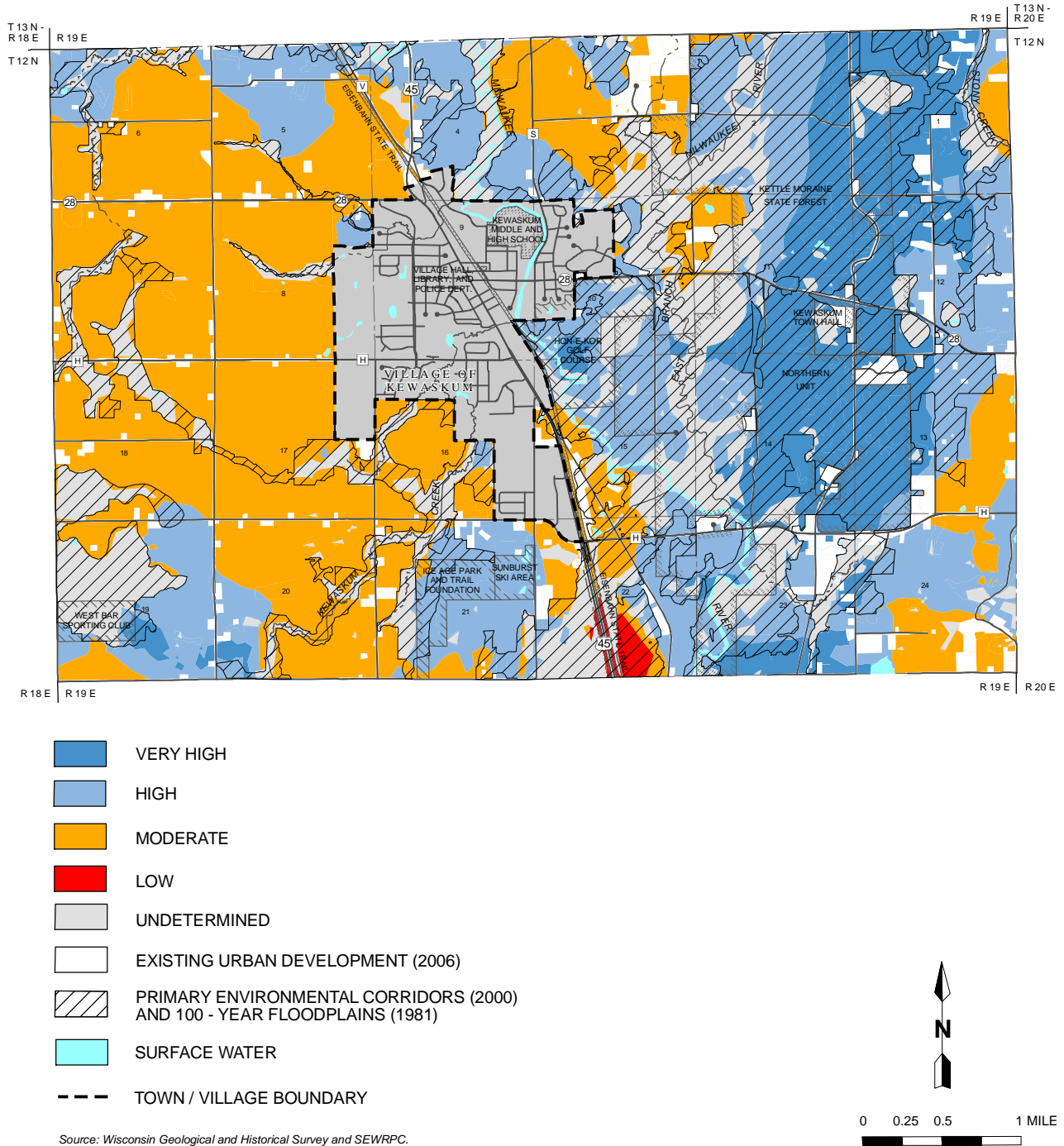


Table 20

CLASSIFICATION OF POTENTIAL WATER RECHARGE AREAS IN THE TOWN OF KEWASKUM: 2007

Water Recharge Classification	Area Within Each Classification		Portion Within Primary Environmental Corridor or Floodplain	
	Acres	Percent ^a	Acres	Percent ^b
Very High	2,262	16.1	1,680	26.6
High	4,023	28.5	1,683	26.6
Moderate.....	5,369	38.1	653	10.3
Low	59	0.4	59	0.9
Urban Development and Undetermined ^c	2,378	16.9	2,248	35.6
Total	14,091	100.0	6,323	44.9 ^d

^aPercent of Town within each classification.

^bPercent of each classification included in a primary environmental corridor or floodplain.

^cAreas for which the recharge potential is undetermined are primarily wetlands.

^dPercent of Town located in primary environmental corridor or floodplain.

Source: Wisconsin Geological and Natural History Survey and SEWRPC.

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, 277 acres of woodlands in the Town, of which 25 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.

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 eight natural areas, encompassing about 1,239 acres, have been identified in the Town of Kewaskum. Two of the sites, the Kewaskum Maple-Oak Woods State Natural Area and the Milwaukee River Floodplain Forest State Natural Area, are classified as NA-1 sites, and together encompasses about 221 acres. There are also four NA-2 sites within the Town which cumulatively encompass about 580 acres. The remaining two sites are classified as NA-3 sites and together encompass about 438 acres. These eight natural areas are more fully described in Table 21 and are shown on Map 10 in Chapter VI. The regional natural areas plan¹⁵ recommends

¹⁵Documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997. An update to the plan is expected to be completed in 2009.

Table 21

NATURAL AREAS IN THE TOWN OF KEWASKUM: 2005^a

Area Name	Classification Code ^b	Location	Ownership	Size (acres)	Description and Comments
Kewaskum Maple-Oak Woods State Natural Area	NA-1 (SNA, RSH)	T12N, R19E Sections 10 and 15 Town of Kewaskum	Department of Natural Resources and private	33	An extremely rich and relatively undisturbed southern mesic and dry-mesic forest, located just east of the Milwaukee River on undulating morainal topography. The northern two-thirds constitute a designated State Natural Area, which consists of two tracts separated by pine plantation. A number of regionally uncommon species are present. Kettle depressions hold water part of the year
Milwaukee River Floodplain Forest State Natural Area	NA-1 (SNA)	T12N, R19E Sections 14 and 15 Town of Kewaskum	Department of Natural Resources and private	188	One of the best riverine forests remaining in the Region. Quality varies, but some areas are relatively undisturbed. Upland "islands" contribute to a rich and diverse ground flora
Wayne Swamp	NA-2	T12N, R18E Sections 13, 14, 23, and 24 Town of Wayne T12N, R19E Sections 18 and 19 Town of Kewaskum	Private	233 ^c	A large depression in rolling moraine supports several wetland communities, including second-growth lowland hardwoods, northern wet-mesic forest, shrub-carr, and tamarack-fen, with southern mesic forest on isolated uplands
Kettle Moraine Drive Bog	NA-2	T12N, R19E Section 1 Town of Kewaskum	Department of Natural Resources and private	39	A good-quality forested bog of tamarack and lack spruce over a layer of ericads, with yellow and paper birch established in older areas. A number of regionally uncommon species are present
Glacial Trail Forest	NA-2	T12N, R19E Sections 11 and 14 Town of Kewaskum	Department of Natural Resources and private	223	One of the largest intact tracts of contiguous southern mesic and dry-mesic forest remaining in the Region. Located on steep, irregular kettle moraine topography. Good overall quality; recovering from past selective cutting. Important to maintain as intact as possible
St. Michael's Woods	NA-2	T12N, R19E Sections 13, 14, and 24 Town of Kewaskum	Department of Natural Resources and private	85	Rolling interlobate moraine supporting southern mesic to dry-mesic hardwoods, dominated by sugar maple, red oak, and basswood. Moderately rich ground flora. Relatively recent selective logging
Kettle Moraine Drive Woods	NA-3 (RSH)	T12N, R19E Sections 2, 11, and 12 Town of Kewaskum T13N, R19E Section 35 Town of Auburn	Department of Natural Resources and private	290 ^d	Long, north-south-trending, irregularly shaped southern mesic and dry-mesic forest that is recovering from past grazing and selective cutting. Located on steep-sided, gravelly ridges of the interlobate kettle moraine. Forest is mostly second-growth. Important as linkage between other large forest blocks to the north and south
STH 28 Woods	NA-3	T12N, R19E Sections 12 and 13 Town of Kewaskum	Private	148	Good-quality southern mesic hardwoods, dominated by sugar maple, ironwood, and basswood, located on kettle moraine topography. Recent cutting, roads, trails, and new homesite construction are threatening the integrity of the woods
Total – 8 Sites	--	--	--	1,239	--

^aInventory conducted in 1994; ownership information updated in 2005.

^bNA-1 identifies Natural Area sites of statewide or greater significance.

NA-2 identifies Natural Area sites of countywide or regional significance.

NA-3 identifies Natural Area sites of local significance.

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

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

^cThis site includes an additional 903 acres in the Town of Wayne, for a total of 1,136 acres.

^dThis site includes an additional 30 acres in the Town of Auburn, Fond du Lac County, for a total of 320 acres.

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.

Table 22

AQUATIC HABITAT AREAS IN THE TOWN OF KEWASKUM: 2005^a

River, Stream, or Lake	Size ^b	Rank ^c	Description ^d and Comments
Milwaukee River downstream from Washington-Fond du Lac county line to CTH H	4.1 miles	AQ-1 (RSH)	Excellent Biotic Index Rating; ^e good water quality and fish population and diversity
East Branch, Milwaukee River downstream from Washington-Fond du Lac county line	5.0 miles	AQ-2 (RSH)	Low sedimentation and few modifications to channel; bisects the Milwaukee River Floodplain Forest State Natural Area
Milwaukee River downstream from CTH H to Woodford Drive	1.4 miles	AQ-2 (RSH)	Good water quality; critical fish species present
Kewaskum Creek	3.1 miles	AQ-3	Good fish population and diversity
Stony Creek	1.0 miles	AQ-3 (RSH)	Critical fish species present; Class II trout stream
Unnamed Lake	7 acres	AQ-3 (RSH)	Suitable habitat for Blanding's turtle, a threatened species

^aInventory conducted in 1994; ownership information updated in 2005.

^bSize 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.

^cAQ-1 identifies Aquatic Area sites of statewide or greater significance.

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.

^d"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.

^eBased 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 preservation of all natural areas owned or located in the Town through protective acquisition. The natural areas plan recommends that the DNR acquire those portions of the Kewaskum Maple-Oak Woods State Natural Area, Milwaukee River Floodplain Forest State Natural Area, Kettle Moraine Drive Bog, Kettle Moraine Drive Woods, Glacial Trail Forest, St. Michael's Woods, and STH 28 Woods natural areas which are not currently owned by the DNR. The plan also recommends that Washington County acquire the entire Wayne Swamp natural area.

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 or herptile species (Blanding's turtle) have been identified in the Town of Kewaskum. These six sites include about 15 miles of rivers and streams, including portions of the Milwaukee River, and about seven acres of lake waters. Town of Kewaskum 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 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 East Branch Milwaukee River, the Milwaukee River, Kewaskum Creek, and in the two State Forest Natural Areas located in the Town. In 2000, 5,664 acres, comprising about 40 percent of the Town, were encompassed within primary environmental corridors. Secondary environmental corridors, which consisted principally of scattered wetlands

and woodlands, encompassed 227 acres, or about 2 percent of the Town. Isolated natural resource areas within the Town, which generally consisted of smaller wooded areas, accounted for 103 acres, or less than 1 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 for Washington County and 2009 for the Town of Kewaskum. 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 encompassing about 9 percent of Washington County in fee simple ownership. 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 Kewaskum is provided in Table 23 and the following sections. There were two publicly-owned park and open space sites in the Town in 2009, encompassing 3,095 acres, and four privately owned park and open space sites, encompassing 484 acres.

County and State-Owned Park and Open Space Sites

Washington County

There are no County parks located in the Town. Leonard J. Yahr Park and Lizard Mound Park in the Town of Farmington and Sandy Knoll Park in the Town of Trenton are County parks located nearby in adjacent towns. Although it is owned by the Wisconsin Department of Natural Resources, the County has developed and will maintain the Eisenbahn State Trail, a portion of which passes through the Town, generally east of, and parallel to U. S. Highway 45.

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. As previously mentioned, the DNR owns the Eisenbahn State Trail, of which portions passing through the Town comprise about 41 acres. The DNR also owns a 3,054-acre tract in the Town comprising the Washington County portion of the Kettle Moraine State Forest-Northern Unit.

In addition to land currently owned by the DNR, there is a larger project boundary associated with that portion of the Kettle Moraine State Forest-Northern Unit located within the Town. Project boundaries are approved by the Wisconsin Natural Resources Board for State forests, parks, and wildlife areas. Lands within the approved project boundaries have been identified by the Board as appropriate additions to adjacent forests, natural areas, or wildlife areas and are intended to be acquired by the DNR, on a “willing seller-willing buyer” basis, for recreational or open space purposes as funding permits. The Town of Kewaskum portion of the Kettle Moraine State Forest-Northern Unit project boundary encompasses an additional 694 acres within the Town. The project boundary is shown on Map 8.

Table 23

PARK, RECREATION, AND OPEN SPACE SITES IN THE TOWN OF KEWASKUM: 2008

Public Sites	Size ^a (acres)
State of Wisconsin Sites.....	
Eisenbahn State Trail	41
Kettle Moraine State Forest – Northern Unit.....	3,054
Subtotal –State of Wisconsin Sites (2)	3,095
Private Sites	Size (acres)
Hon-E-Kor Golf Course.....	234 ^b
Ice Age Trail Alliance	126
Sunburst Ski Area.....	46
West Bar Sporting Club	78
Subtotal – Private Sites (4)	484
Total –Six Sites	3,579

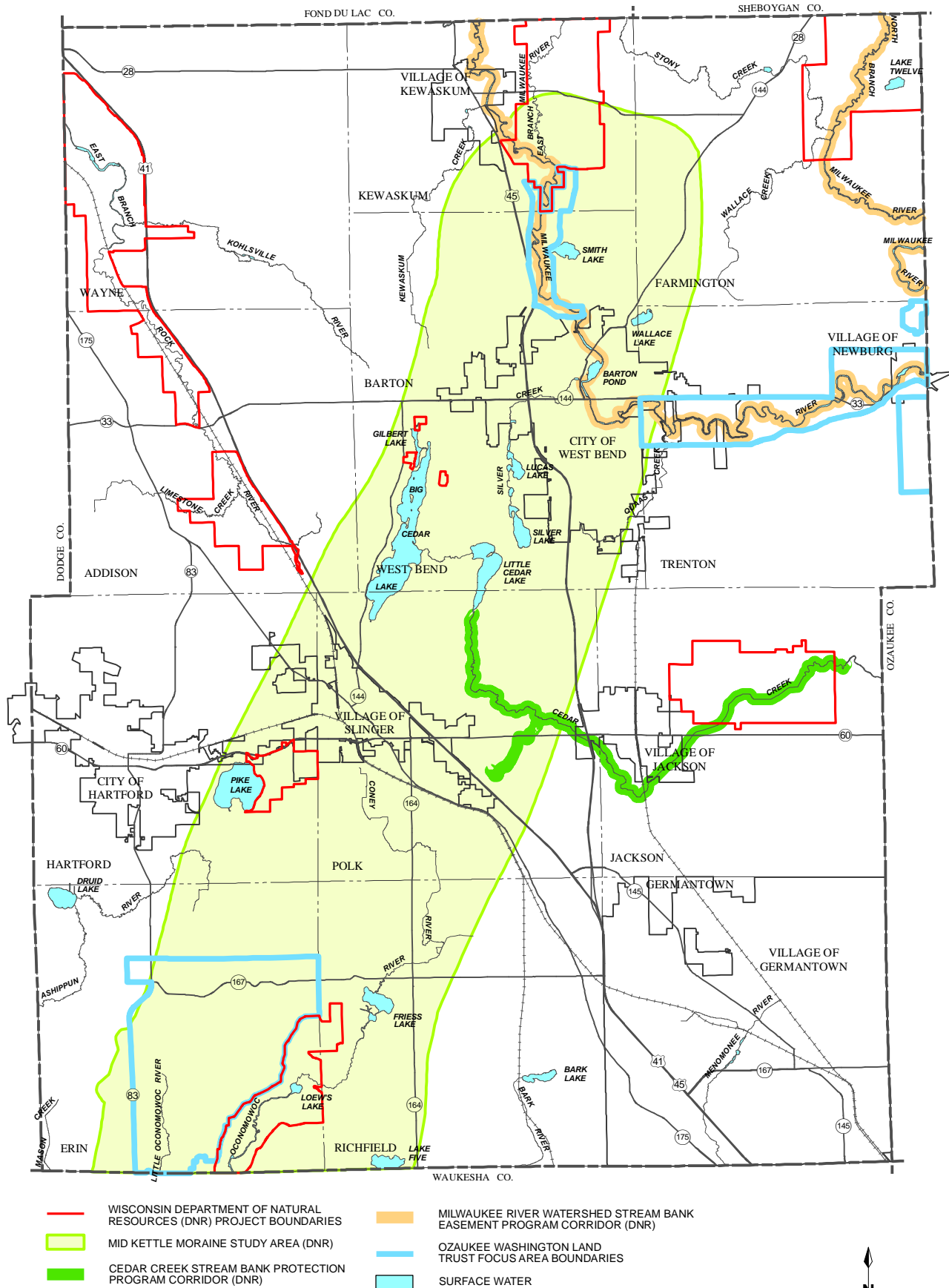
^aSite area is rounded to the nearest whole number. Sites less than one acre are rounded up to one acre.

^bAn additional 18 acres of the golf course are located in the Village of Kewaskum (252 acres total).

Source: SEWRPC Park and Open Space Site Inventory.

Map 8

WISCONSIN DEPARTMENT OF NATURAL RESOURCES PROJECT BOUNDARIES AND OTHER FOCUS AREAS IN WASHINGTON COUNTY: 2008



Source: Wisconsin Department of Natural Resources, Ozaukee Washington Land Trust, and SEWRPC.

The DNR has identified other priority areas with important natural resources. The Kettle Moraine and Milwaukee River are two natural resource features in the Town of Kewaskum identified by the DNR as areas in need of protection and special focus. A Mid Kettle Moraine study area has been identified by the Mid Kettle Moraine Partners Group, a coalition of public and private organizations and agencies, including the DNR. The goal of the Partners Group is to protect the best remaining natural and scenic areas of the Kettle Moraine in Washington and Waukesha Counties. A portion of the study area is located in the southeastern portion of the Town.

The DNR has established a stream bank program for the Milwaukee River to protect the scenic, fishery, and water quality of waterways in Washington County, which are primarily funded through the State Stewardship Program. The Milwaukee River Stream Bank Protection program allows the Department to acquire, by easement only, lands along the main stem and major tributaries and along the upper reaches and smaller tributaries of the Milwaukee River. These acquisition efforts may or may not include public fishing access opportunities and are obtained only on a “willing seller-willing buyer” basis. A portion of the Milwaukee River is located in the Town.

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 2009, a 126-acre site acquired and owned by the Ice Age Trail Alliance was the only privately owned site of this type in the Town of Kewaskum.

In addition to the DNR special focus project areas previously mentioned, the Ozaukee Washington Land Trust has also identified several focus areas throughout the County in their ongoing efforts to protect and preserve important natural resource areas. Focus areas are shown on Map 8. Within the Town of Kewaskum, the land trust is focusing on lands along the Milwaukee River. The land trust, however, does not currently hold any conservation easements in the Town. The following paragraph describes conservation easements held by the DNR.

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 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. There were conservation easements on three sites in the Town of Kewaskum in 2009, a 10-acre DNR easement in Section 3, a 10-acre DNR streambank protection easement in Section 6, and a second 10-acre DNR streambank protection easement in Section 7.

Town of Kewaskum Park and Open Space Sites

There are no park and open space sites owned by the Town of Kewaskum. However, there are three privately owned sites totaling 358 acres, as shown in Table 23. The largest of these privately owned sites is the Hon-E-Kor 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

As of 2008, no Town of Kewaskum sites were listed on the National Register of Historic Places or on 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.

In addition to historic sites and districts listed on the National and State Registers of Historic Places, 34 sites have been designated as County landmarks by the Washington County Landmarks Commission. One of the County Landmarks, the Backhaus Estate, on Old Fond du Lac Road, is located in the Town.

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.

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.

Table 24

CULTURAL ORGANIZATIONS AND VENUES IN WASHINGTON COUNTY: 2007

Cultural Organizations	Cultural Venues
Broken Valley Saddle Club	Cedar Lake Campus Theatre
Deuschatadt 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.

Local Historical Societies and Museums

A local historical society, the Kewaskum 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-19th 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.

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

Goals:

- Maintain and enhance the rural landscape of the Town of Kewaskum.
- Protect the Town of Kewaskum's agricultural lands and farming operations.
- Preserve the Town of Kewaskum's environmental resources.
- Protect the Kettle Moraine State Forest from encroaching development.
- Encourage preservation of historic or cultural structures and archaeological sites.

Objectives:

- Identify prime (Class I and II) agricultural soils (see Map 3).
- Encourage the development of hobby farms on areas with agricultural soils.
- Nonmetallic mining sites will not negatively impact the environmental features within the Town of Kewaskum or its existing developments.
- Limit development in designated environmental corridors.

Policies:

- Require 10-acre minimum density in farmland areas.
- Use strict density and site design requirements for development along the edge of the Kettle Moraine State Forest.
- Discourage non-farm related residential and commercial development in areas designated for agricultural use.
- Require a reforestation plan for all development sites with over five acres in woodlands.
- Support the DNR's acquisition boundary for State Forest lands.
- Allow agriculture, forestry, and similar activities on lands adjacent to the State Forest.
- All development proposals and rezoning requests shall be reviewed for their impact on environmental corridors that are identified by SEWRPC. Environmental corridors identified in the year 2000 are shown on Map 10 in Chapter VI. Guidelines for development within environmental corridors are provided on Table 25.
- Development within upland portions of environmental corridors shall be restricted to single-family residential uses with a five acre minimum density.
- Protect natural resource features, including those within environmental corridors, which provide habitats for native plants and wildlife.
- Development of wetlands identified on the Wisconsin Wetlands Inventory Maps and within designated environmental corridors shall be prohibited.
- A vegetated buffer is recommended between all new development and wetlands. The buffer strip shall consist of plant species which are compatible and appropriate for wetlands protection. The buffer shall remain in vegetation for the purposes of water quality and natural resources protection.
- Wetlands shall not be utilized for the purposes of stormwater retention or as a detention basin. Where retention or detention ponds discharge to a wetland, run-off shall be controlled so that water quality is not affected. Where wetlands are used as a receiving point for water runoff, it shall be controlled so that wetland functions are not disrupted.

- The Town shall discourage development of lots where more than 50 percent of the lot has slopes over 12 percent. (A 12 percent slope is 12 feet of vertical rise over 100 feet of horizontal distance.)
- The Town may require the use of open space concepts for new development to maximize stormwater infiltration and reduce runoff into waterways.
- All new development proposals in the Town shall include plans for stormwater management and erosion control.
- Ground and surface water quality shall be protected through the regulation of potential sources of contamination, such as chemical/fuel tanks, junk yards/processing plants, manure storage facilities, and solid waste sites.
- New development shall not result in the cutting of more trees than are necessary for the building site.
- 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 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.

Programs:

- Require residential development standards and designs which protect and maximize natural, scenic, and open space qualities (see Chapter VI).
- Work with State and County governments and nonprofit conservation organizations for the long-term protection of environmental corridors, natural areas, critical species habitat sites, and other endangered species habitat areas.
- Review of development proposals and rezoning requests should include consideration of the placement of driveways. Driveways shall be routed so as to not disrupt steep slopes. Driveway construction shall be required to provide erosion control measures for slopes of 8 percent or more.
- Waterways shall be protected from disturbance and damage to ensure protection of water quality. Practices such as limiting the access of cattle to waterways, stormwater detention basins, manure storage structures, erosion control measures, vegetative plantings, and buffer strips along waterways are some of the techniques available to protect the Town's water resources.
- An on-site reforestation plan shall be submitted for review by the Town for new development in woodlots five acres or larger.
- Nonmetallic mining activities shall comply with the requirements of the Town Zoning Ordinance and the Nonmetallic Mining Reclamation Ordinance.

Table 25

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

Component Natural Resource and Related Features within Environmental Corridors ^a	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 ^b	Trails ^c	Picnic Areas	Family Camping ^d	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard-Surface Courts	Parking	Buildings		
Lakes, Rivers, and Streams	-- ^e	-- ^{f,g}	--	-- ^h	-- ⁱ	--	--	X	X	--	--	--	--	--	--	--	--
Shoreland ^j	X	X	X	X	X	X	--	X	X	--	X	--	--	X	X	--	--
Floodplain ^k	-- ^l	X	X	X	X	X	--	X	X	--	X	X	--	X	X	--	--
Wetland ^m	-- ^l	X	--	--	X ⁿ	--	--	--	X	--	-- ^o	--	--	--	--	--	--
Wet Soils	X	X	X	X	X	--	--	X	X	--	X	--	--	X	--	--	--
Woodland	X	X	X ^p	--	X	X	X	--	X	X	X	X	X	X	X ^q	X	X
Wildlife Habitat	X	X	X	--	X	X	X	--	X	X	X	X	X	X	X	X	X
Steep Slope	X	X	--	--	-- ^r	--	--	--	--	X ^s	X	--	--	--	--	--	--
Prairie	--	-- ^g	--	--	-- ^r	--	--	--	--	--	--	--	--	--	--	--	--
Park	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	--	--
Historic Site	--	-- ^g	--	--	-- ^r	--	--	--	--	--	--	--	--	X	--	--	--
Scenic Viewpoint	X	X	--	--	X	X	X	--	X	X	X	--	--	X	X	X	X
Natural Area or Critical Species Habitat Site	--	--	--	--	-- ^q	--	--	--	--	--	--	--	--	--	--	--	--

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

^aThe 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.

^bIncludes such improvements as stream channel modifications and such facilities as dams.

^cIncludes 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.

^dIncludes 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.

^eCertain transportation facilities such as bridges may be constructed over such resources.

^fUtility facilities such as sanitary sewers may be located in or under such resources.

^gElectric power transmission lines and similar lines may be suspended over such resources.

^hCertain 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.

ⁱBridges for trail facilities may be constructed over such resources.

^jConsistent with Chapter NR 115 of the Wisconsin Administrative Code.

^kConsistent with Chapter NR 116 of the Wisconsin Administrative Code.

^lStreets 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.

^mAny development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

ⁿOnly an appropriately designed boardwalk/trail should be permitted.

^oWetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.

^pGenerally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.

^qOnly if no alternative is available.

^rOnly appropriately designed and located hiking and cross-country ski trails should be permitted.

^sOnly an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC. 2035 Regional Land Use Plan.

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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 the land use element to compile objectives, policies, goals, maps, and programs to guide the future development and redevelopment of public and private property in the Town. This element shall contain a listing of the amount, type, intensity, and net density of existing uses of land in the Town, such as agricultural, residential, commercial, industrial, and other public and private uses; analyze trends in the supply, demand, and price of land; opportunities for redevelopment; and existing and potential land use conflicts. This element must also contain projections, based on the background information specified in Section 66.1001(2)(a) of the *Statutes*, for 20 years, in five-year increments, of future residential, agricultural, commercial, and industrial land uses, including the assumptions of net densities or other spatial assumptions upon which the projections are based; and include a series of maps that show current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands, and other environmentally sensitive lands; the boundaries of areas to which services of public utilities and community facilities, as those terms are used in Section 66.1001(2)(d) of the *Statutes*, will be provided in the future, consistent with the timetable described in Section 66.1001(2)(d) of the *Statutes*; and the general location of future land uses by net density or other classifications.

In addition, the planning goals set forth in Section 16.965 of the *Statutes* should be followed in the event the Town intends to pursue planning grants from the Wisconsin Department of Administration (DOA). Because the preparation of this plan was partially funded by a grant from the DOA, it must follow the 14 State planning goals. The 14 State planning goals are set forth in Chapter I.

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 1,159 acres, or about 8 percent of the Town. Nonurban land uses, consisting of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; extractive sites; and open land, encompassed 13,151 acres, or about 92 percent of the Town. Agriculture was the single largest land use, encompassing 7,277 acres, or about 51 percent of the Town in 2000.

The number of acres in various land use categories in the Town of Kewaskum 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 348 acres, from about 811 acres to about 1,159 acres, or about a 43 percent increase. The amount of land used for residential, commercial, and industrial purposes increased by about 60 percent during this time period. Most of the increase was due to single-family residential development, which increased by 148 acres, or by about 61 percent, between 1980 and 2000.

The percentage of land classified as “nonurban” decreased by about 3 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 636 acres, or by about 8 percent. The number of acres in the “open lands” category, that is, lands that are vacant and apparently unused, decreased by about 79 acres during the 1980 to 2000 period. The acreage of woodlands, wetlands, and surface waters increased by about 8 percent between 1980 and 2000, due primarily to an increase in wooded areas in the Town. The area within extractive sites decreased by 52 percent, from 25 acres in 1980 to 12 acres in 2000.

Land Price

Equalized value trends by real estate class in the Town in 2003 and 2007 are set forth in Table 27. All real estate classes except forest land experienced an increase in equalized value. Residential properties experienced the greatest increase in equalized value, with an increase of over 46 percent. The Town experienced an overall increase in equalized value of about 39 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 Kewaskum, 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 photographs produced by SEWRPC, the record of subdivision and condominium plats maintained by Washington County, and field inspections. Major development in the Town between 2000 and 2008 consisted of the Moraine Estates single-family residential subdivision located east of CTH S on Moraine Drive. The new subdivision consists of nine lots and encompasses about 61 acres of land.

Map 9 shows generalized land use in the Town in mid-2008. Acres within each land use category are shown on Table 28. The generalized land use map differs from the more precise 2000 land use inventory map (Map 6) in that the generalized map includes farmhouses in the “agricultural” category rather than the “residential” category. 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 in part to the entire lot area of lots less than five acres with a home, and no portion of the lot used for agriculture, being included in the 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.

Table 26

LAND USE TRENDS IN THE TOWN OF KEWASKUM: 1980-2000

Land Use Category	Area (Acres)			Change in Area					
	1980	1990	2000 ^a	1980-1990		1990-2000		1980-2000	
				Acres	Percent Change	Acres	Percent Change	Acres	Percent Change
Urban									
Residential									
Single-Family	245	282	393	37	15.2	111	39.5	148	60.7
Two-Family	1	1	1	--	--	--	--	--	--
Mobile Homes	1	1	1	--	--	--	--	--	--
Subtotal	247	284	395	37	15.0	111	39.1	148	59.9
Commercial	5	5	6	--	--	1	20.0	1	20.0
Industrial	11	15	19	4	36.4	4	26.7	8	72.7
Transportation, Communications, and Utilities									
Arterial Street Rights-of-Way	115	115	150	--	--	35	30.4	35	30.4
Nonarterial Street Rights-of-Way	270	271	325	1	0.4	54	19.9	55	20.4
Railroad Rights-of-Way	41	41	41	--	--	--	--	--	--
Communications and Utilities	--	--	--	--	--	--	--	--	--
Subtotal	426	427	516	1	0.2	89	20.8	90	21.1
Governmental and Institutional	16	17	19	1	6.3	2	11.8	3	18.8
Recreational	106	135	204	29	27.4	69	51.1	98	92.5
Urban Subtotal	811	883	1,159	72	8.9	276	31.3	348	42.9
Nonurban									
Natural Resource Areas									
Woodlands	2,298	2,481	2,688	183	8.0	207	8.3	390	17.0
Wetlands	2,332	2,331	2,350	-1	-- ^b	19	0.8	18	0.8
Surface Water	114	101	88	-13	-11.4	-13	-12.9	-26	-22.8
Subtotal	4,744	4,913	5,126	169	3.6	213	4.3	382	8.1
Agricultural	7,913	7,619	7,277	-294	-3.7	-342	-4.5	-636	-8.0
Landfills	2	3	--	1	50.0	-3	-100.0	-2	-100.0
Extractive Sites	25	12	12	-13	-52.0	--	--	-13	-52.0
Open Lands	815	880	736	65	8.0	-144	-16.4	-79	-9.7
Nonurban Subtotal	13,499	13,427	13,151	-72	-0.5	-276	-2.1	-348	-2.6
Total	14,310	14,310	14,310	--	--	--	--	--	--

Note: The data above is based on the land that was in the Town in 2000. The actual acreage in the Town was 14,789 acres in 1980, 14,740 acres in 1990, and 14,310 in 2007. There were 14,117 acres in the Town in 2008.

^aAs 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.

^bLess than 0.05 percent.

Source: SEWRPC.

Urban Land Uses

Urban land uses include residential, commercial, industrial, governmental and institutional, recreational, and transportation, communication, and utility uses. Urban uses encompassed 1,413 acres, or about 10 percent of the Town in 2008.

Residential

Residential land comprised the largest urban land use category in the Town in 2008. Residential uses encompassed 596 acres, or about 42 percent of all urban land and about 4 percent of the Town. The majority of residential land uses were single-family homes, occupying 594 acres, or over 99 percent of all residential uses. There was one two-family home, located on CTH H near Salisbury Road. There were two mobile homes in the Town, on CTH H west of Kettle View Drive and on Sandy Ridge Road near the Eisenbahn State Trail.

Table 27

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

Real Estate Class	Statement of Equalized Values 2003 ^a			
	Acres	Land	Improvements	Total
Residential.....	1,770	\$18,530,400	\$52,650,900	\$71,181,300
Commercial	116	1,131,500	4,813,700	5,945,200
Manufacturing.....	10	142,500	932,200	1,074,700
Agricultural.....	6,256	1,244,000	N/A	1,244,000
Undeveloped	1,442	1,760,000	N/A	1,760,000
Ag Forest	0	N/A	N/A	N/A
Swamp and Waste	N/A	N/A	N/A	N/A
Forest	1,197	2,218,800	N/A	2,218,800
Other ^c	141	1,601,600	6,408,300	8,009,900
Total	10,932	\$26,628,800	\$64,805,100	\$91,433,900

Real Estate Class	Statement of Equalized Values 2007 ^b				Change in Equalized Value 2003 and 2007	
	Acres	Land	Improvements	Total	Number	Percent
Residential.....	1,713	\$25,951,700	\$78,140,600	\$104,092,300	\$32,911,000	46.2
Commercial	115	1,427,700	5,504,100	6,931,800	986,600	16.6
Manufacturing.....	0	N/A	N/A	N/A	N/A	N/A
Agricultural.....	5,848	1,318,900	N/A	1,318,900	74,900	6.0
Undeveloped	1,286	1,830,000	N/A	1,830,000	70,000	4.0
Ag Forest	889	2,667,000	N/A	2,667,000	N/A	N/A
Swamp and Waste	N/A	N/A	N/A	N/A	N/A	N/A
Forest	184	1,104,000	N/A	1,104,000	-1,114,800	-50.2
Other ^c	121	2,420,000	6,983,700	9,403,700	1,393,800	17.4
Total	10,156	\$36,719,300	\$90,628,400	\$127,347,700	\$35,913,800	39.3

^aEqualized values for 2003 were as of March 15, 2004.

^bEqualized values for 2007 were as of November 15, 2007.

^cThis category includes agricultural buildings and improvements and the land necessary for their location.

Source: Wisconsin Department of Revenue and SEWRPC.

Business

In 2008, business land uses encompassed 11 acres, or about 1 percent of all urban land and less than 1 percent of the Town. Business development was scattered at various locations along USH 45, STH 28, and CTH H. Business uses included a restaurant/dancehall, a landscaping supply retailer, landscaping services, a general contractor, a ski hill, a propane retailer, a taxidermy shop, and a bus company.

Industrial/Manufacturing

In 2008, industrial land encompassed 18 acres, or about 1 percent of all urban land and less than 1 percent of the Town. Industrial uses were concentrated along USH 45, plus one parcel used for topsoil stockpiling along STH 28. Other industrial uses included storage facilities, salvage yards, and a seed distributor.

Transportation, Communication, and Utilities

Transportation, communication, and utility land uses, which include arterial streets and highways, collector and minor (land access) streets, railways, and communication and utility facilities, comprised the second largest urban land use category. These uses encompassed 504 acres, or about 36 percent of all urban land and about 4 percent of the Town. Arterial highways serving the Town include USH 45, STH 28, CTH B, CTH S, CTH V, and that portion of CTH H east of USH 45 (although it is a County Highway, that portion of CTH H west of USH 45 is not classified as an arterial). Arterial street rights-of-way encompassed 177 acres, or about 35 percent of the area

within street rights-of-way, and nonarterial street rights-of-way encompassed 327 acres. The railroad right-of-way shown on Map 6 was abandoned in 2000 and subsequently developed as the Eisenbahn State Trail. A description of highway and street classifications is provided in the Transportation Element (Chapter VIII).

Communication and utility facilities encompassed about one acre, or less than 1 percent of the Town, and consisted of a cell tower located south of STH 28 in Section 8.

Governmental and Institutional

In 2008, land used for government and institutional uses encompassed about 21 acres, or about 1 percent of all urban land and less than 1 percent of the Town. Governmental and institutional lands in the Town include the Town Hall, St. Michael's church and rectory, and six cemeteries. Information about these community facilities is presented in Chapter IX.

Recreational

In 2008, intensively used recreational land encompassed about 261 acres, or about 19 percent of all urban land and 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 trails, playfields, golf courses, ski hills, and associated parking. There were four intensively used recreational sites in the Town consisting of the Eisenbahn State Trail, the Hon-E-Kor Golf Course, the Sunburst Ski Area, and portions of the West Bar Sporting Club. Although not shown as recreational on Map 9, about 3,054 acres, or about 21 percent of the Town, is located in the Kettle Moraine State Forest - Northern Unit, which encompasses most of the northeastern portion of the Town. 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 unused land. As indicated in Table 28 and on Map 9, nonurban land uses encompassed about 12,704 acres, or about 90 percent of the Town, in 2008. Significant portions of the Town were used for agricultural purposes (about 50 percent) or encompassed within woodlands and wetlands (an additional 35 percent).

Agricultural Lands

Agriculture was the most common land use in the Town in 2008. Agricultural lands encompassed 7,037 acres, or about 50 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

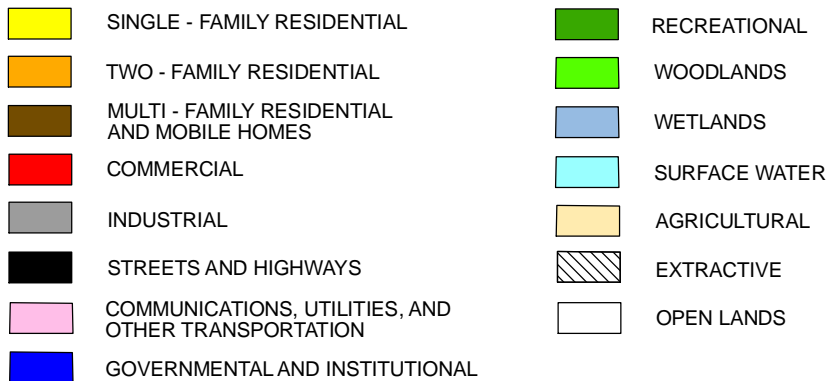
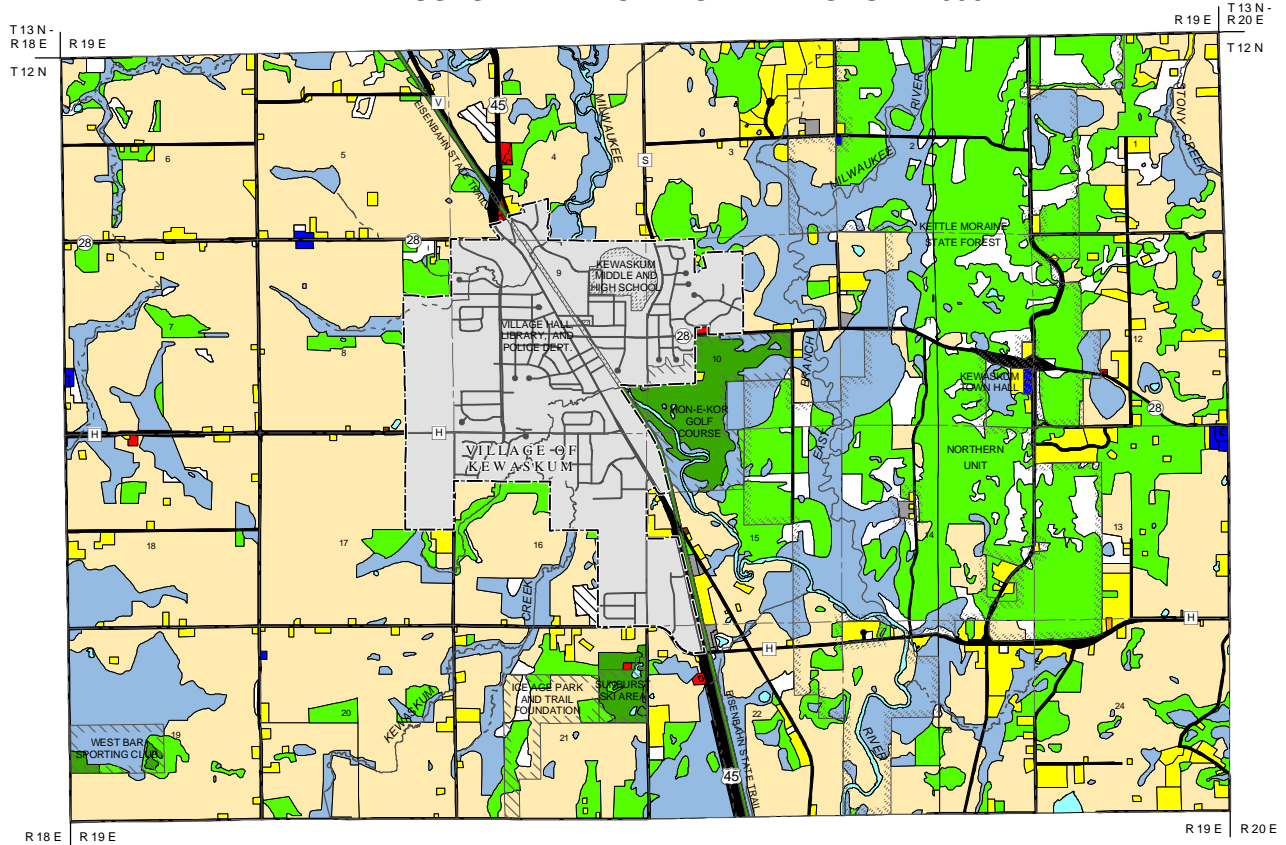
Natural resource areas consisting of surface water, wetlands, and woodlands combined to encompass 5,036 acres, or about 36 percent of the Town, in 2008. Natural resource areas included lakes, ponds, rivers, streams, 2,668 acres of woodlands, and 2,282 acres of wetlands. Major natural resource lands include the Kettle Moraine State Forest, the Milwaukee River, and a large wetland area associated with the East Branch of the Milwaukee River. A complete inventory of natural resource areas is included in Chapter V.

Extractive Sites

Extractive sites encompassed about 26 acres, or less than 1 percent of nonurban land uses and less than 1 percent of the Town in 2008.¹ There were two operating nonmetallic mining (extractive) sites in the Town. Michel's Materials operates the larger extractive site located in Section 16 on the north side of Badger Road, adjacent to the Village of Kewaskum. A second extractive site (Glenway Backhaus) is located in Section 4 on USH 45 near the northern border of the Town. A complete inventory of extractive sites is included in Chapter V.

¹Includes entire area owned by the site operator. This acreage differs from the acreage provided in Table 19 (Nonmetallic Mining Sites in the Town of Kewaskum: 2007) which includes only the areas that are operational, planned to be mined in the future, and portions of sites that have been reclaimed.

MAP 9 **LAND USES IN THE TOWN OF KEWASKUM: 2008**



Source: SEWRPC.

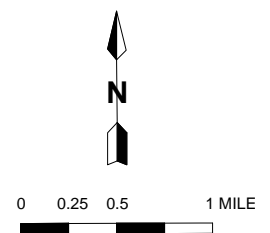


Table 28

LAND USES IN THE TOWN OF KEWASKUM: 2008

Land Use Category ^a	Acres	Percent of Subtotal (Urban or Nonurban)	Percent of Total
Urban			
Residential			
Single-Family	594	42.0	4.2
Two-Family	1	0.1	- ^b
Mobile Homes	1	0.1	- ^b
Subtotal	596	42.2	4.2
Business	11	0.8	0.1
Industrial/Manufacturing.....	18	1.3	0.1
Transportation, Communications, and Utilities			
Street and Highway Rights-of-Way.....	504	35.7	3.6
Communications and Utilities.....	2	0.1	- ^b
Subtotal	506	35.8	3.6
Governmental and Institutional ^c	21	1.4	0.1
Recreational ^d	261	18.5	1.9
Urban Subtotal	1,413	100.0	10.0
Nonurban			
Natural Resource Areas			
Woodlands	2,668	21.0	18.9
Wetlands	2,282	17.9	16.2
Surface Water	86	0.7	0.6
Subtotal	5,036	39.6	35.7
Agricultural ^e	7,037	55.4	49.8
Extractive Sites	26	0.2	0.2
Open Lands ^f	605	4.8	4.3
Nonurban Subtotal	12,704	100.0	90.0
Total	14,117	- -	100.0

Note: This table, and the accompanying map, is more general than the land use inventory conducted in 2000. The two inventories are therefore not directly comparable, due primarily to the inclusion of farmhouses as an agricultural use on parcels of 20 acres or larger, and the identification of entire parcels of five acres or less as residential areas if a house was on the property in 2008. Also, lands under development in 2008 are included in the underlying category. For example, lands platted for residential use but not yet developed are included in the residential category.

^aParking included in associated use.

^bLess than 0.05 percent.

^cIncludes government offices, cemeteries, religious institutions, and similar facilities.

^dIncludes only that land which is intensively used for recreational purposes.

^eFarmhouses are categorized as agricultural uses on parcels of 20 acres or larger in agricultural use.

^fOpen 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.

Source: SEWRPC.

Open Lands

Open lands encompassed 605 acres, or about 5 percent of nonurban land and about 4 percent of the Town. Open lands include lands in rural areas that are not being farmed and other lands that have not been developed, such as lots that have been platted but not yet developed. The former Town landfill on Hickory Drive in Section 1 is also included in this category.

Former Landfills and Contaminated Sites

There are no active landfills in the Town. The Wisconsin Department of Natural Resources (DNR) has identified the former Town landfill in its registry of waste disposal sites. The former landfill is shown on Map 10, Natural Limitations for Building Site Development, and encompasses about 4.5 acres on a parcel of seven acres. 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. The former landfill site has not been identified as a contaminated site by the DNR. The DNR has not identified any contaminated sites in the Town.

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. In addition to the detailed inventories included in these chapters, the following maps have been compiled to assist with the development of the land use plan. The comprehensive planning law requires that the following maps be included in the land use element:

- ***Productive Agricultural Soils***

The USDA- Natural Resources Conservation Service (NRCS) classifies the agricultural capability of soils into eight classes, based on soil properties (see Map 3 in Chapter V for more information). Class I and Class II soils are considered Prime Farmland. Class I and II soils in the Town of Kewaskum are shown on Map 11, and encompass 6,912 acres, or about 49 percent of the Town.

- ***Natural Limitations to Building Site Development***

Natural resource features that may limit development were identified in the Town of Kewaskum land use plan adopted in 2006, and are incorporated into this comprehensive plan and shown on Map 10. Potential limitations to development include slopes of 12 percent or greater, floodplains, wetlands, and surface waters. The former Town landfill is also shown. Recommendations for the management of these features are included in Part 4 of this chapter and in Chapter V.

- ***Environmentally Sensitive Lands***

Environmentally sensitive lands are shown on Map 11, and include primary and secondary environmental corridors, wetlands, woodlands, and surface waters. Recommendations for the protection and management of these resources are included in the Agricultural, Natural, and Cultural Resources Element (Chapter V) and in Part 4 of this chapter.

- ***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. Town services are available throughout the Town. No public sanitary sewer or water services are anticipated to be provided in the Town, unless a boundary agreement that includes the extension of these services is reached with the Village of Kewaskum.

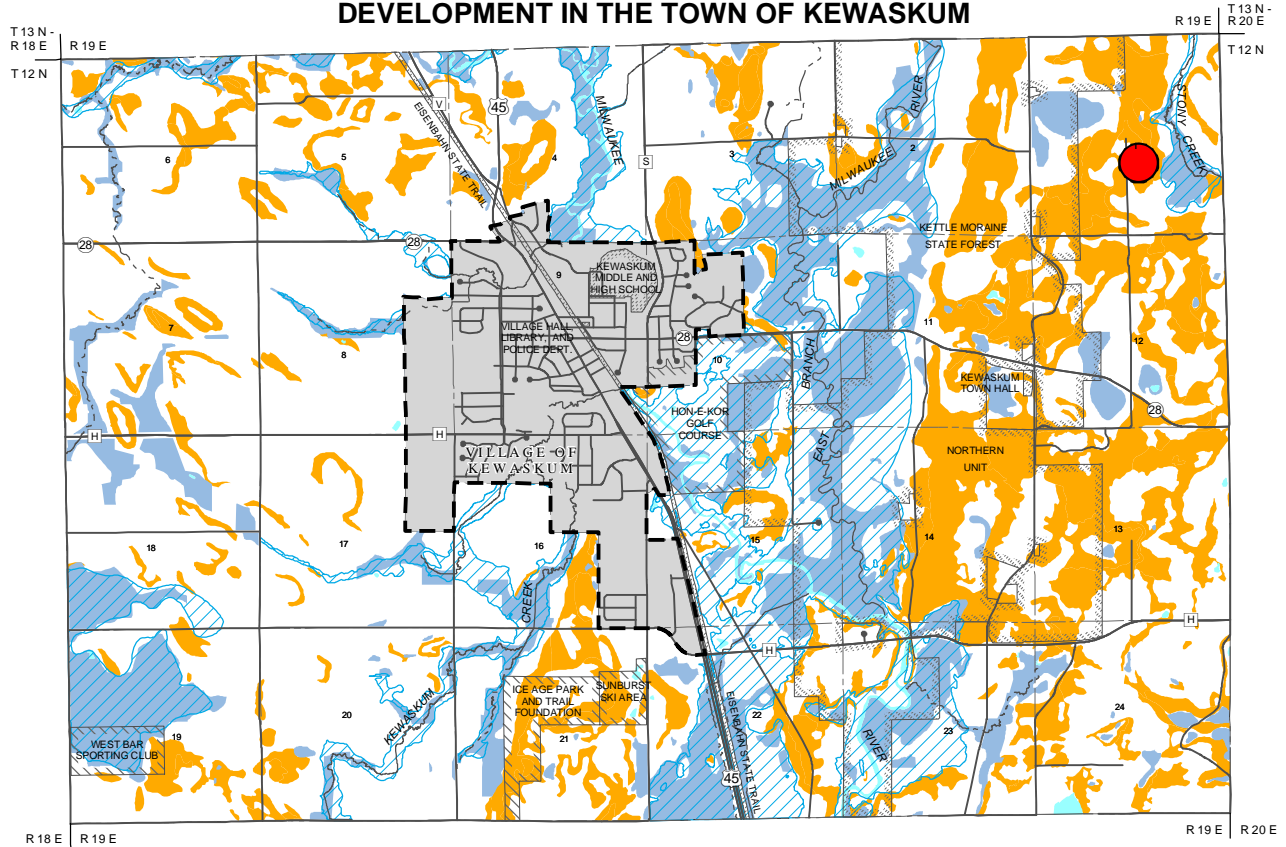
Opportunities for Redevelopment and Smart Growth Areas







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

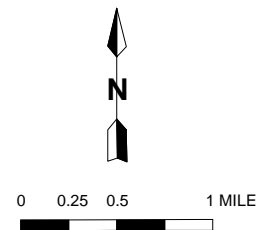
Map 10

NATURAL LIMITATIONS FOR BUILDING SITE DEVELOPMENT IN THE TOWN OF KEWASKUM



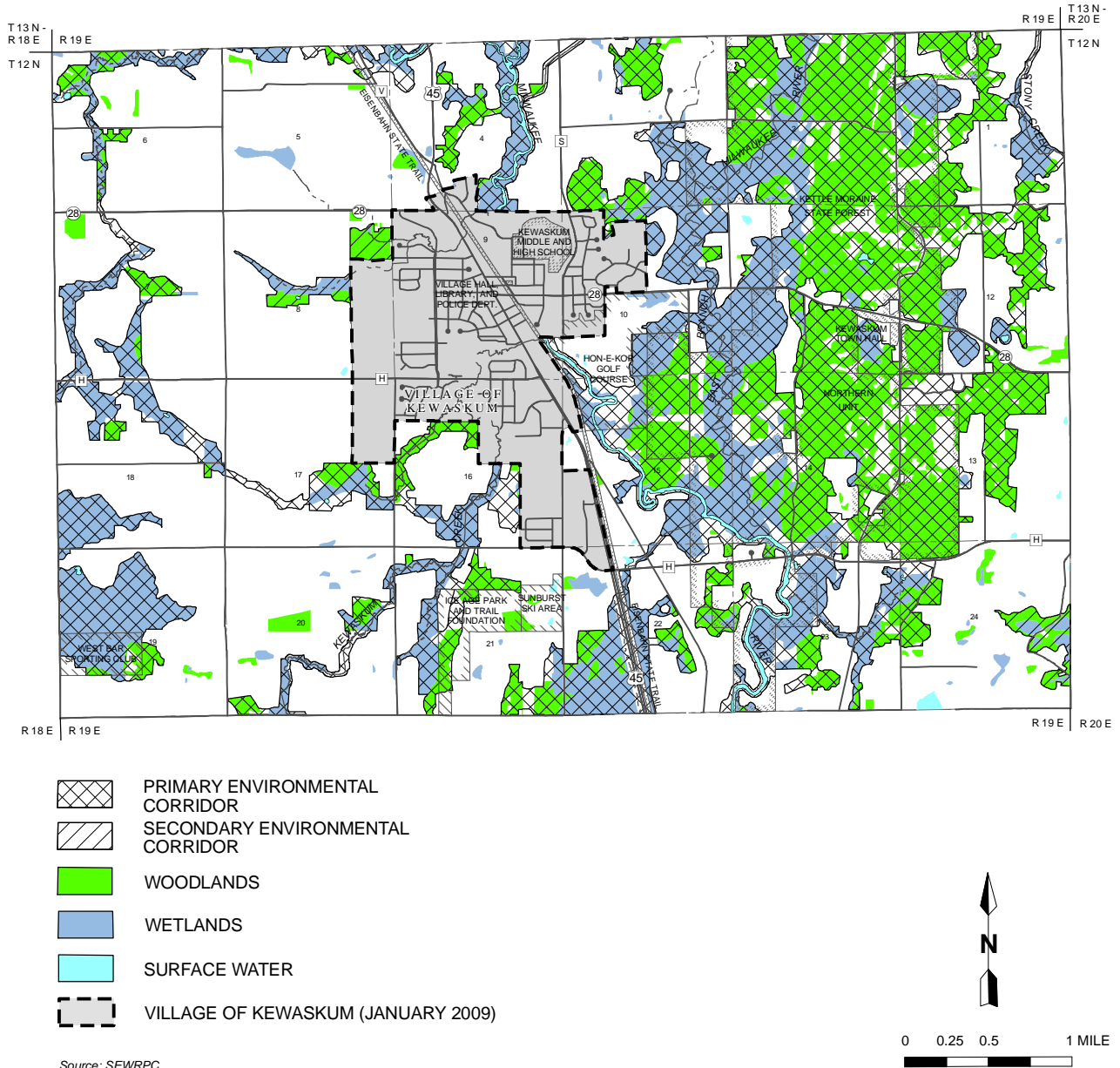
-  STEEP SLOPES
(12 PERCENT OR GREATER)
-  100 - YEAR RECURRENCE
INTERVAL FLOODPLAINS (1981)
-  WETLANDS
-  SURFACE WATER
-  FORMER TOWN LANDFILL
-  VILLAGE OF KEWASKUM (JANUARY 2009)

Source: SEWRPC.



Map 11

ENVIRONMENTALLY SENSITIVE LANDS IN THE TOWN OF KEWASKUM



- 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 use²
- Hamlets identified for urban development in local land use plans.

The Town of Kewaskum Land Use Plan Map (Map 12) focuses new commercial, industrial, and urban-density residential growth adjacent to the Village of Kewaskum, which would serve as the Town's "Smart Growth Areas." Although much of the area designated for urban development is located within the Village of Kewaskum planned sanitary sewer service area, lands within the Town do not currently receive sewerage services. Conflicts between the Town and Village comprehensive plans are described in the following section.

Existing and Potential Land Use Conflicts

Section 62.23 of the *Statutes* allows cities and villages to include areas outside their corporate limits in their comprehensive plans, including any unincorporated land outside 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.³ 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, often with different or conflicting land uses recommended by each plan. This is the case for those portions of the Town of Kewaskum located in the Village's planned urban service area.

Map 13 shows the location of the planned year 2020 sewer service area adopted by the Village of Kewaskum and the planned urban service area boundary included in the Village's year 2035 comprehensive plan in relation to Village limits in 2008. The Town of Kewaskum land use plan map designates much of the area surrounding the Village for residential development at a density of one home per acre. The Village plan recommends densities equivalent to one home per 20,000 to 30,000 square feet north of the Village and up to four homes per acre (about 10,000 square foot lots) on the west and south sides of the Village. In addition, the Village plan anticipates that new homes constructed in the urban service area would be provided with sanitary sewer and public water services. It would be cost-prohibitive to provide sewer and water services to areas developed at the one home per acre density recommended by the Town land use plan.

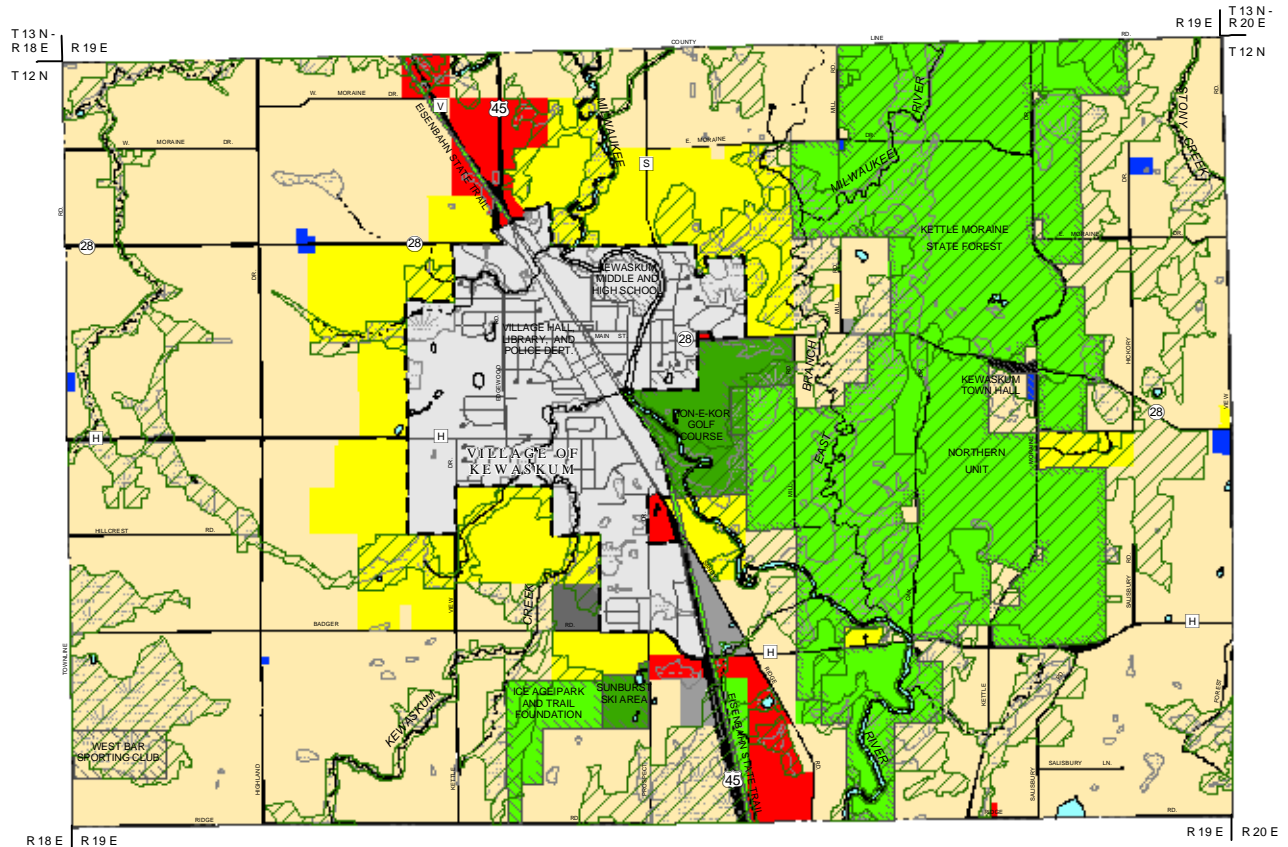
Other differences include commercial areas on the north side of the Village east of USH 45 on the Town plan, which are designated for residential use on the Village plan; and the area west of CTH V shown on the Village plan for industrial development, but shown for agricultural and residential on the Town plan. The plans are similar for the area south of Badger Road, which are designated for commercial, residential, and recreational uses on both plans.

A boundary agreement between a town and an adjacent city or village is a good way to avoid land use conflicts between towns and adjacent cities and villages. Boundary agreements are described in the Intergovernmental Cooperation Element (Chapter XI). Chapter XI also describes the dispute resolution process developed as part of the Washington County Multi-Jurisdictional Comprehensive Plan, which may also be used to help resolve disagreements, on a voluntary basis, arising from the implementation of adopted comprehensive plans.

²*Lands with significant environmental features are identified on Map 10 (Natural Limitations to Building Site Development) and Map 11 (Environmentally Sensitive Lands). Lands with potential for long-term agricultural use are identified on Map 3 in Chapter V.*

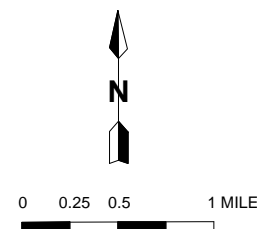
³*The Wisconsin Statutes grant cities and villages the authority to approve or deny subdivision plats within 1.5 miles of villages and cities of the fourth class, and within three miles of cities of the first, second, or third class. Cities and villages may also enact extraterritorial zoning regulations for their extraterritorial areas, but must work with the affected town to develop and approve such regulations. Chapter II provides additional information about extraterritorial authorities.*

Map 12 LAND USE PLAN FOR THE TOWN OF KEWASKUM: 2035



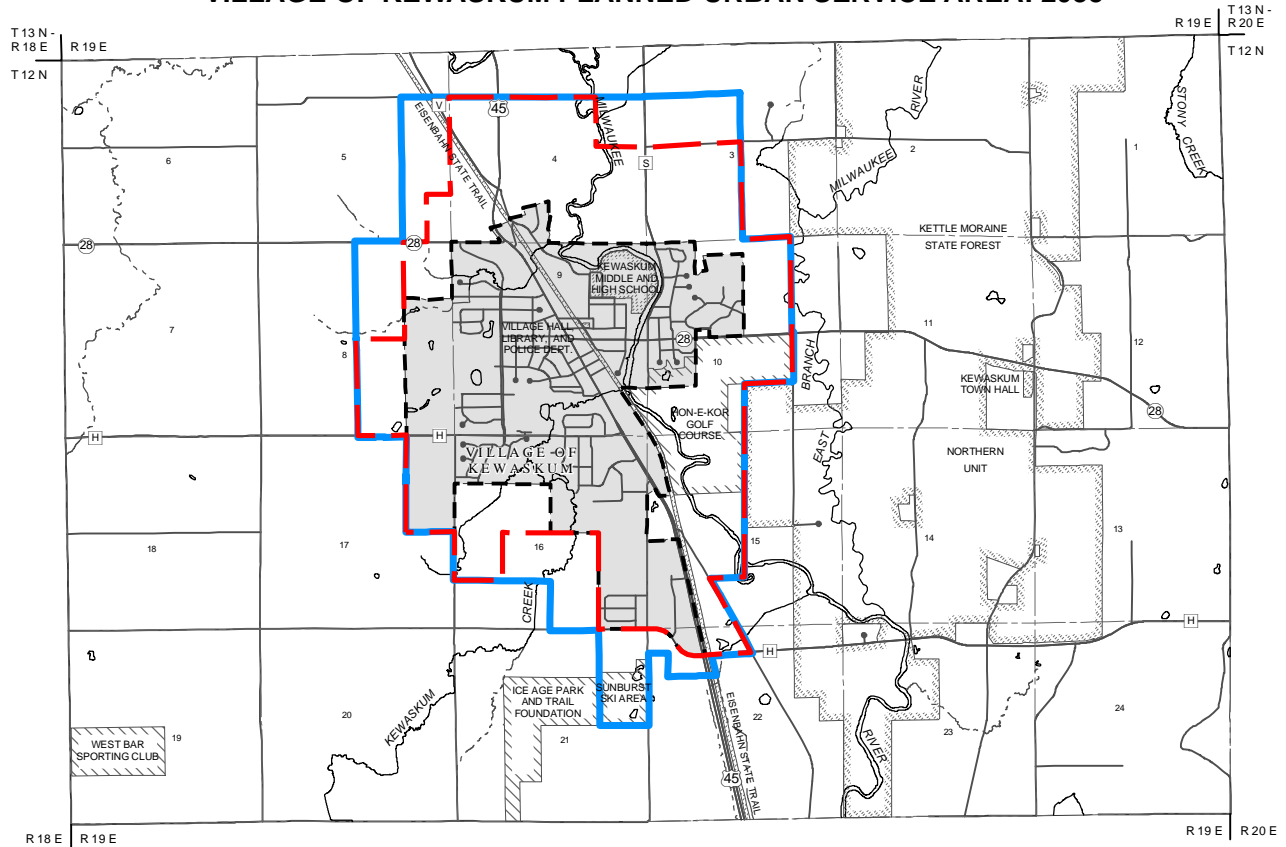
- AGRICULTURAL OR OPEN SPACE
- RESIDENTIAL
- BUSINESS
- MANUFACTURING
- COMMERCIAL RECREATION
- GOVERNMENT AND INSTITUTIONAL
- PUBLIC LAND
- EXTRACTIVE
- SUFACE WATER
- LOWLAND CONSERVANCY OVERLAY
- PRIMARY AND SECONDARY ENVIRONMENTAL CORRIDOR OVERLAY
- STREET AND HIGHWAY RIGHT-OF-WAY
- VILLAGE OF KEWASKUM (JANUARY 2009)




Source: Town of Kewaskum and SEWRPC.



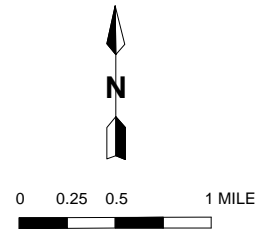
Map 13

VILLAGE OF KEWASKUM PLANNED URBAN SERVICE AREA: 2035



-  PLANNED URBAN SERVICE AREA FOR VILLAGE OF KEWASKUM 2035 COMPREHENSIVE PLAN
-  PLANNED VILLAGE OF KEWASKUM SANITARY SEWER SERVICE AREA
-  VILLAGE OF KEWASKUM (JANUARY 2009)

Source: SEWRPC.



PART 3: TOWN OF KEWASKUM LAND USE PLAN

Table 29

PLANNED LAND USES IN THE TOWN OF KEWASKUM: 2035

Land Use Plan

The Kewaskum area is known throughout Washington County and southeastern Wisconsin for its scenic beauty and as the “Gateway to the Northern Kettle Moraine.” Residents and visitors alike value the area for its glacial topography, family farms, and small town charm. The Town of Kewaskum comprehensive plan, and particularly this Land Use Element, is an important step in protecting these important qualities and ensuring that the Town remains a viable community in which to live, work, and play.

This 2035 land use plan builds on the land use plan adopted by the Town Board in 2006. Protection of agricultural resources and rural preservation were the focus of the 2006 plan, and remain the focus of this comprehensive plan. The land use plan map is shown on Map 12. Acres within each land use plan category are listed on Table 29.

Land Use Category	Acres	Percent
Agricultural Preservation.....	0	0.0
Agricultural-Open Space.....	8,035	56.9
Residential.....	1,610	11.4
Business.....	323	2.3
Manufacturing.....	65	0.5
Commercial Recreation.....	283	2.0
Government and Institutional.....	28	0.2
Public Land.....	3,145	22.2
Mining.....	40	0.3
Street and Highway Rights-of-Way.....	502	3.6
Surface Water.....	86	0.6
Total	14,117	100.0
Overlay Categories		
Lowland Conservancy Overlay.....	2,368	- ^a
Primary and Secondary Environmental Corridor Overlay.....	5,891	- ^a

^aPortions of primary and secondary environmental corridors include wetlands and surface waters, and therefore overlap some of the lowland conservancy areas.

Source: Town of Kewaskum and SEWRPC.

Agricultural Preservation

The Agricultural Preservation category is intended to preserve parcels at least 10 acres in size that predominately contain agricultural land in the Town of Kewaskum and protect farming operations from encroaching non-farm development. Residential subdivisions are not allowed in this classification unless a major portion of the tract of land is preserved for agricultural use. No land in the Town is currently included in this category, but land owners could request that this category be applied at any time through an amendment to this comprehensive plan.

The following uses are permitted in the Agricultural Preservation category:

- Farming and agricultural-related activities.
- Agricultural-related businesses and home businesses.
- Individual single-family lots for farm owner, operator, or worker.

Agricultural-Open Space

The Agricultural-Open Space category occupies 8,035 acres, or about 57 percent of the Town, on the 2035 land use plan map. The Agricultural-Open Space category is established to provide rural single-family housing and hobby farm opportunities in areas that may contain agricultural soils and may be intensively farmed. The minimum lot size varies from three acres to 10 acres, depending on the use, zoning district, and the percentage of environmental corridors located on a parcel. Minimum lot sizes are specified in the Town zoning ordinance, based on the zoning district shown on the Town zoning map.

The following uses are permitted in the Agricultural-Open Space category:

- Farming and farm-related activities.
- Single-family residences.
- Forest and wildlife management activities.

Residential

Residential uses occupy 1,610 acres, or about 11 percent of the Town, on the 2035 land use plan map. This compares to 596 acres of residential lands in the Town in 2008, or an increase of 1,014 acres or about 170 percent between 2008 and 2035. The Residential category provides for single-family residential development, with a minimum lot size of one acre, restricted to existing housing development and lands surrounding the Village of Kewaskum. Areas of existing housing development include the hamlet of St. Michael's, the area along Sandy Ridge Road in Section 22, and the area along CTH H west of Oak Drive in Section 23.

The following uses are permitted in the Residential category:

- Single-family residences.
- Public or private parks.
- Institutional uses such as churches and schools.

Business

The business category is established to allow for commercial uses in the Town. Business uses occupy 323 acres, or about 2 percent of the Town, on the 2035 land use plan map. The primary locations for future business development include lands along USH 45, STH 28, CTH H, CTH V in areas adjacent to the Village of Kewaskum, and adjacent to other existing commercial development. The plan recognizes that there are some existing commercial uses that are not included in the Business category on the land use plan map. Existing Business uses may be continued and considered for expansion, but will not be considered as centers for additional commercial development.

The following uses are permitted in the Business category:

- Retail and service establishments, such as restaurants, stores, specialty shops (antiques or crafts), and commercial greenhouses.
- Professional offices, such as legal, medical, and real estate offices.

Manufacturing

The plan envisions that the areas devoted to industrial land uses would occupy 65 acres, or less than 1 percent of the Town. This category would accommodate light industrial uses. The primary location for current and future manufacturing development is along USH 45.

The following uses are permitted in the Manufacturing category:

- General light manufacturing, food processing plants, printing, and publishing.
- Storage and warehousing, wholesaling, and contractors' yards.

Commercial Recreation

The Commercial Recreation land use category identifies lands appropriate for outdoor commercial recreation and development. It includes privately owned recreational areas, such as golf courses and ski hills. The plan envisions that the areas devoted to park and recreational uses would occupy 283 acres, or about 2 percent of the Town, in 2035.

The following uses are permitted in the Commercial Recreation category:

- Golf courses, miniature golf, and driving ranges.
- Cross country or downhill ski areas.
- Public or private parks.
- Low-intensity or rustic campgrounds.

Intensive day use commercial recreation facilities, such as amusement parks or go-cart tracks, are not permitted.

Government and Institutional

The Government and Institutional land use category includes governmental and institutional buildings and grounds for which the primary function involves administration, safety, assembly, religious, or educational purposes. This includes the Town Hall, cemeteries, and religious institutions. The former Town landfill is also included in this category. The plan envisions that the areas devoted to such uses would occupy 28 acres, or less than 1 percent of the Town.

The following uses are permitted in the Governmental and Institutional category:

- Public or private schools.
- Churches and cemeteries.
- Funeral homes.
- Hospitals, clinics, and nursing homes.
- Public service, utility, and administrative buildings and uses.
- Parks.

Public Land

The plan envisions that the areas devoted to Public Land uses would occupy 3,145 acres, or about 22 percent of the Town, in 2035. This category includes State Forest lands managed by the DNR. The Town has no direct control over State Forest properties but policies related to adjacent land use and future acquisition are included in Part 4. Parcels owned by the Ice Age Trail Alliance are also included in this category.

Mining Area

Mining uses involve extraction of nonmetallic mineral resources, including top soil, sand, and gravel. Mining areas identified on the Town 2035 land use map include existing and planned areas to be used for nonmetallic mining operations, and encompass 40 acres, or less than 1 percent of the Town. All mining uses require the preparation of a reclamation plan for re-use of the site when mining is completed.

Surface Water

The Surface Water land use category includes lakes, ponds, rivers, and streams. Surface waters encompass 86 acres, or about 1 percent of the Town.

Lowland Conservancy Overlay

The Lowland Conservancy Overlay District is intended to preserve, protect, and enhance the ponds, streams, and wetland areas of the Town. Development in lowland conservancy areas should be limited to hiking, fishing, trapping, swimming, and boating (unless prohibited by law), harvesting of crops, silviculture (that does not include filling, flooding, draining, dredging, ditching, tiling, or excavating), construction of fences, piers, docks, and walkways, maintenance and repair of existing streets and bridges, and existing agricultural uses. Additional recommendations for uses within wetlands are included in Chapter V.

Primary and Secondary Environmental Corridor Overlay

Environmental corridors, which are described in Chapter V, are linear areas in the landscape that contain concentrations of natural resources such as woodlands, wetlands, and wildlife habitat areas, as well as floodplains and steeply sloped areas where intensive urban development would be ill-advised. Where possible, this comprehensive plan recommends that urban development be located entirely outside of primary and secondary environmental corridors. While calling for preservation of 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. 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. Recommendations for uses within environmental corridors are included in Chapter V.

Street and Highway Rights-of-Way

All existing street and highway rights-of-way (as of January 1, 2009) are shown on Map 12 as a separate category. The Transportation Element (Chapter VIII) provides additional information regarding planned transportation facilities in the Town. There are 502 acres, or about 4 percent of the Town, within existing street and highway rights-of-way.

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 1,459 persons selected by the Town for the year 2035, an additional 146 housing units will be needed between 2008 and 2035, for a total of 585 housing units in the Town by 2035 (see the Housing Element (Chapter VII) for more information). An additional 146 units between 2008 and 2035 averages to 28 new housing units during each five-year period, plus an additional six units between 2008 and 2010. For purposes of this analysis, it was assumed that 90 percent of new housing units (about 131 of the new homes) would be constructed in areas designated as residential on the land use plan map (Map 12), and that the remaining 10 percent (about 15 of the new homes) would be constructed in areas designated as agricultural-open space. It was further assumed that new homes in areas designated as residential on the land use plan map would be constructed on an average lot size of one acre, plus 25 percent for new streets to serve the development; and new homes in areas designated as agricultural-open space would be constructed on an average lot size of five acres, plus 10 percent for new streets to serve the development. Based on these assumptions, about 250 acres would be converted from agricultural to residential use from 2008 through 2035 to accommodate the additional 146 housing units. About 48 acres would be converted from agricultural-open space to residential use during each five-year period between 2010 and 2035, plus 11 acres between 2008 and 2010.
- **Commercial:** The Town land use plan designates an additional 312 acres in the Business land use category compared to commercial uses in 2008. This averages to about 62 acres of additional commercial development during each five-year period between 2010 and 2035, plus about two acres of additional commercial development between 2008 and 2010.
- **Industrial:** The Town land use plan designates about 47 acres of additional land in the Manufacturing land use category compared to industrial uses in 2008. This averages to about nine acres of additional industrial development during each five-year period between 2010 and 2035, plus about two acres of additional industrial development between 2008 and 2010.
- **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 about 640 acres between 2008 and 2035, which averages to a loss of about 124 acres during each five-year period between 2010 and 2035, plus about 20 acres between 2008 and 2010.

PART 4: LAND USE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goals:

- Protect the Town of Kewaskum's agricultural lands and farming operations.
- Maintain and enhance the rural landscape of the Town of Kewaskum.
- Accommodate residential development primarily in areas designated for Residential use.
- Provide for business and industrial development only in designated locations.
- Preserve the Town of Kewaskum's environmental resources.
- Protect the Kettle Moraine State Forest from encroaching development.

Objectives:

- Identify agricultural soils (Class I and II soils)
- Encourage the development of hobby farms on areas with agricultural soils.
- Require 10 acre minimum density in farmland areas.
- Require residential development standards and designs which protect and maximize natural, scenic and open space qualities.
- Prohibit residential and commercial strip development along all roadways.
- Direct retail and industrial development to established or designated areas.
- Discourage non-farm residential development in areas designated for agricultural use.
- Provide for only single-family housing development to maintain low population densities and low service requests.
- Locate business and industrial development in locations in areas that are served by an adequate transportation system.
- Accommodate small business development which serves local residents and does not require significant public services.
- Require site plan approval for all new business and industrial development.
- Review proposed new business and industrial development to ensure a minimal impact on adjacent land uses.
- Limit development in designated environmental corridors.
- Prohibit development in wetlands and floodplains.

General Policies:

- General descriptions of uses allowed in each land use plan category are provided in Part 3. Specific uses and dimensional requirements are those set forth in the Town of Kewaskum zoning ordinance.
- Discourage non-farm related residential and commercial development in areas designated for agricultural-open space use.
- Use strict density and site design requirements for development along the edge of the State Forest.
- Allow agriculture, forestry and similar activities on lands adjacent to the State Forest.
- Require a reforestation plan for all development sites over five acres in woodlands.
- Protect environmental corridors, wetlands, and other natural resources in accordance with the policies and programs set forth in Chapter V.

Policies and Programs in the Agricultural Preservation Land Use Category:

- Land divisions in the Agricultural Preservation category shall have a minimum 10 acre density.
- The following criteria shall be considered when creating a residential lot for a farm owner, operator, or worker:
 - The proposed lot shall be no more than one acre in size, while maintaining an overall density of no more than one home per 10 acres of land.
 - The proposed lot will not convert land that is tillable, unless no other land is available for such use.
 - The proposed lot will not limit or detract from the surrounding land's potential for agricultural use.
 - The proposed lot will not conflict with farming operations on other properties.

- The proposed lot makes use of existing access roads where practical, and/or is part of an existing farmstead, or the site is designed in a way to maintain a rural setting.
- The proposed lot adheres to the natural resources recommendations in Chapter V.
- Businesses which are related to or compatible with farming operations may be permitted if the following criteria are met:
 - The proposed business and use presents a minimal impact to farming operations and agricultural land.
 - A Conditional Use Permit shall be required to limit the allowable uses and prohibit the expansion or conversion of the business to unacceptable or inappropriate commercial levels.
 - Home businesses utilize existing and approved structures.
- Areas identified as environmental corridors within the Agricultural Preservation category shall be restricted to agricultural and open space uses.
- Existing non-conforming uses shall be allowed under the guidelines and requirements of the Town of Kewaskum Zoning Ordinance.

Policies and Programs in the Agricultural-Open Space Land Use Category:

- Land divisions in areas zoned EA shall have a minimum density of 10 acres. Land divisions in remaining areas in the Agricultural-Open Space category shall have a minimum density of five acres, including areas identified as environmental corridors.
- Site plan review shall be required for all new residential development to protect open space and natural resources. The site plan shall show the location of all proposed and anticipated future development sites, improvements, waterbodies, wetlands, steep slopes, woodlands, agricultural lands, and other items as specified by the Town.
- To minimize the visual impact of development on the Town's landscape, the following design guidelines shall be reviewed prior to development approval.
 - Structures should be located along field edges, tree lines and wooded edges, and not in the middle of open fields.
 - Existing roads should be incorporated into development plans.
 - Natural vegetation should be maintained to the greatest extent possible.
 - Stone fences and tree lines should be maintained whenever possible.

Policies and Programs in the Residential Land Use Category:

- Land divisions in the Residential land use category shall be one acre minimum density, except in areas identified as environmental corridor where a five acre minimum density is required.
- Proposed development shall be required to comply with subdivision design standards of the Town to ensure effective layout and provision of services.
- Proposed development shall comply with the natural resource protection recommendations in Chapter V.
- The design and layout of new development shall be compatible with surrounding residential uses and character.
- Proposed development shall comply with recommendations for transportation and access in Chapter VIII.

Policies and Programs in the Business Land Use Category:

- Development shall be designed in a compact fashion where possible and not stripped along the roadway.
- New development shall receive site plan approval for building appearance, access, landscaping, parking, lighting, vehicle and equipment storage, noise and dust control, and stormwater runoff.

- A landscaped buffer strip for the purpose of screening shall be required between business sites and adjacent residential development.
- Existing business uses in the Town may be allowed to continue, but may not necessarily be allowed to expand.
- Development shall meet and comply with the natural resources protection recommendations in Chapter V.

Policies and Programs in the Manufacturing Land Use Category:

- Development shall be designed in a compact fashion where possible and not stripped along the roadway.
- New development shall receive site plan approval for building appearance, access, landscaping, parking, lighting, vehicle and equipment storage, noise and dust control, and stormwater runoff.
- A landscaped buffer strip for the purpose of screening shall be required between manufacturing sites and adjacent residential development.
- Existing manufacturing uses in the Town not adjacent to USH 45 may be allowed to continue, but may not necessarily be allowed to expand.
- Development shall meet and comply with the natural resources protection recommendations in Chapter V.

Policies and Programs in the Government and Institutional Land Use Category:

- The Town of Kewaskum supports the maintenance of churches and cemeteries to address the spiritual needs of the community.

Policies and Programs in the Public Land Use Category:

- The Town of Kewaskum supports the DNR's potential acquisition boundary for State Forest lands.
- Land use of properties adjacent to State Forest lands shall be restricted to the Agricultural-Open Space category, including residential development at a density of no more than one home per five acres.
- Commercial recreational facilities, such as high-use campgrounds, shall be prohibited adjacent to State Forest lands.

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 compile objectives, policies, goals, maps, and programs of the Town to provide an adequate housing supply that meets existing and forecasted housing demand in the Town. This element shall assess the age, structural, value, and occupancy characteristics of the Town's housing stock; identify specific policies and programs 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 of all age groups and persons with special needs; and identify policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the Town's existing housing stock.

In addition, the planning goals set forth in Section 16.965 of the *Statutes* should be followed in the event the Town intends to pursue planning grants from the Wisconsin Department of Administration (DOA). Because the preparation of this plan was partially funded by a grant from the DOA, it must follow the 14 State planning goals. The 14 State planning goals are set forth in Chapter I.

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 and a description of government programs which facilitate the provision of housing, including affordable housing, are presented at the end of Part 1.

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 and objectives through the plan design year of 2035. Policies, which are steps or actions recommended to be taken to achieve housing goals and objectives; and programs, which are projects or services intended to achieve housing policies, are also identified in Part 3.

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

Table 30**TOTAL HOUSING UNITS IN
THE TOWN OF KEWASKUM: 2000**

Occupancy	Housing Units	
	Number ^a	Percent
Owner-occupied.....	338	83.6
Renter-occupied	56	13.9
Vacant.....	10	2.5
Total	404	100.0

^aTotals are based on 100 percent of respondents to the 2000 Census.

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

Table 31**VALUE FOR SPECIFIED OWNER-OCCUPIED
HOUSING UNITS^a IN THE TOWN OF KEWASKUM: 2000**

Value	Housing Units	
	Number	Percent
Less than \$50,000	2	0.9
\$50,000 to \$99,999.....	25	11.6
\$100,000 to \$149,999.....	63	29.3
\$150,000 to \$199,999.....	75	34.9
\$200,000 to \$299,999.....	42	19.6
\$300,000 to \$499,999.....	6	2.8
\$500,000 or more	2	0.9
Total	215	100.0
Median Value	\$159,900	--

^aThe 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.

were owner-occupied and about 14 percent, or 56 units, were renter-occupied. About 2 percent of the total housing units, or 10 units, were vacant.

Value of Owner-Occupied Housing Units

Table 31 sets forth the value of specified owner-occupied housing units¹ 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 35 percent of owner-occupied homes had values between \$150,000 and \$199,999 and about 29 percent had values between \$100,000 and \$149,999. About 20 percent of owner-occupied homes had values between \$200,000 and \$299,999 and about 11 percent had values between \$50,000 and \$99,999. About 3 percent of homes had values between \$300,000 and \$499,999. About 1 percent of owner-occupied homes had values less than \$50,000 and more than \$500,000 each. The median value for owner-occupied housing units in the Town was \$159,900. Table 32 sets forth the value of owner-occupied housing units for each local government in Washington County.

¹The 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.

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
- Occupancy
- Value of owner-occupied housing units
- Median sale price of housing units
- Structure type and year built
- Condition of existing housing stock

Total Housing Units and Occupancy

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 30, there were 404 housing units in the Town in 2000. About 84 percent, or 338 units,

Table 32

VALUE FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS IN WASHINGTON COUNTY COMMUNITIES: 2000^a

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
Cities								
Hartford ^b	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
Villages								
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 ^c	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
Towns								
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 ^d	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	
Cities									
Hartford ^b	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
Villages									
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 ^c	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
Towns									
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 ^d	4,988	18.1	1,108	4.0	268	1.0	27,490	100.0	159,100

^aThe 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.

^bIncludes entire City of Hartford.

^cIncludes entire Village of Newburg.

^dIncludes all of Washington County and the entire City of Hartford and Village of Newburg.

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

Table 33

**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 ^a	\$147,500	\$202,000	36.9

^aExcludes multi-family housing units.

Source: Washington County and SEWRPC.

Table 34

**MEDIAN SALE PRICE FOR HOUSING UNITS^a
IN WASHINGTON COUNTY COMMUNITIES: 2000-2006**

Community	2000	2006	Percent Change
Cities			
Hartford.....	\$134,000	\$192,700	43.8
West Bend.....	\$125,950	\$175,000	38.9
Villages			
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
Towns			
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

^aExcludes multi-family housing units.

Source: Washington County.

period, the percentage of single-family housing units increased significantly, from 72 percent to 90 percent. About 8 percent of units were in two-family structures and about 2 percent were mobile homes or other types of residential structures in 2000. Between 2000 and 2006, the total number of residential units increased from 407 to 436, or by 7 percent. The percentage of residential units in single-family structures remained the same, about 91 percent. The percentage of units in two-family structures and mobile homes and other types of residential structures also remained the same, about 7 percent and about 2 percent, respectively. Between 2000 and 2006, no multi-family structures existed in the Town.

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 33 sets forth the median prices for housing units in the County in 2000 and 2006. In 2006, the median price for a housing unit² 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 34 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 Kewaskum was \$247,000; this is an increase of about 32 percent from the median price in 2000.

Structure Type and Year Built

Table 35 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 321 to 407 from 1970 through 2000. During this same time

²The median sale price includes single-family, two-family, and condominium housing units.

Table 35

HOUSING UNITS BY STRUCTURE TYPE IN THE TOWN OF KEWASKUM: 1970 THROUGH 2006

Year	Single-Family		Two-Family		Multi-Family		Mobile Homes and Other ^a		Total ^b	
	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	230	71.7	-- ^c	-- ^c	44	13.7	47	14.6	321	100.0
1980	280	75.3	45	12.1	3	0.8	44	11.8	372	100.0
1990	314	85.8	39	10.7	--	--	13	3.5	366	100.0
2000 ^d	367	90.2	31	7.6	--	--	9	2.2	407	100.0
2006 ^e	396	90.8	31	7.1	--	--	9	2.1	436	100.0

^aIncludes 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.

^bTotals are based on all housing units, including occupied and vacant units.

^cTwo-family and multi-family structure totals are combined in the 1970 Census.

^d2000 data are from the U.S. Census.

^e2006 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.

The age of the existing housing stock, set forth in Table 36, 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 12 percent of the Town's housing stock was constructed between 1990 and 2000 and the median year built was 1964. Over one-third of 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 37, 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 98 percent of housing units in the Town had a condition score of excellent/very good, good, average, or fair in 2006. Six 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 36

YEAR BUILT FOR HOUSING UNITS
IN THE TOWN OF KEWASKUM: 2000

Year Built	Housing Units	
	Number ^a	Percent
1995 to March 2000	15	3.7
1990 through 1994	34	8.3
1980 through 1989	32	7.9
1970 through 1979	98	24.1
1960 through 1969	40	9.8
1940 through 1959	40	9.8
Before 1940	148	36.4
Total	407	100.0
Median Year Built	1964	--

^aTotals 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.

Table 37

HOUSING CONDITIONS IN THE TOWN OF KEWASKUM: 2006

Condition	Housing Type								Total	
	Single-Family		Two-Family		Multi-Family		Other			
	Number	Percent ^a	Number	Percent ^a	Number	Percent ^a	Number	Percent ^a	Number	Percent ^a
Unsound	2	0.5	0	0.0	0	0.0	0	0.0	2	0.5
Poor/Very Poor	5	1.2	1	0.2	0	0.0	0	0.0	6	1.5
Average	277	68.4	11	2.7	1	0.2	4	1.0	293	72.3
Fair.....	12	3.0	3	0.7	0	0.0	1	0.2	16	4.0
Good.....	65	16.0	8	2.0	0	0.0	0	0.0	73	18.0
Very Good/Excellent	14	3.5	1	0.2	0	0.0	0	0.0	15	3.7
Total	375	92.6	24	5.9	1	0.2	5	1.2	405	100.0

^aPercent of total housing units.

Source: Grotz Appraisals (Town Assessor) and SEWRPC.

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 1,459 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 (2.57 persons per household in 2035). This number is then multiplied by the vacancy rate of 3 percent recommended by the U.S. Department of Housing and Urban Development (HUD) to determine the total number of housing units needed in the Town in 2035. The resulting number of housing units is about 585.

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 in 2000 (404 units) from the projected number of housing units (585 units) needed in 2035. The resulting projected demand is about 181 additional housing units in the Town by 2035. As of the end of 2007, there were an estimated 439 housing units in the Town, which would result in a need for an additional 146 housing units between 2008 and 2035.

Housing Programs Available in the Town and Washington County

Government sponsored housing programs have been inventoried to assess government’s potential to help the private sector meet housing needs. A summary of housing programs available in the Town and Washington County is presented in Table 38. The full array of government sponsored programs and funding availability is almost continually changing, therefore, the table 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 HUD.

PART 2: COMMUNITY POLICIES AND REGULATIONS AFFECTING THE PROVISION OF HOUSING

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. There is one residential zoning district in the Town, the R-1 (Single-Family Residential) District, which allows single-family homes on lots with a minimum size of one acre. Single-family homes are also allowed in the A-1 (Agricultural/Open Space) District on lot sizes of three acres, at an average density not exceeding one home per five acres. Farm dwellings are allowed in the EA (Agricultural Preservation) District on minimum parcels of 10 acres in size. Lot sizes required by the Town zoning ordinance are appropriate for a rural town that does not provide public water or sewer services.

Table 38

HOUSING PROGRAMS AVAILABLE IN THE TOWN OF KEWASKUM AND WASHINGTON COUNTY

Sponsor	Program Name	Description ^a
U.S. Department of Housing and Urban Development (HUD)	Section 8: Housing Choice Voucher Program	Vouchers are provided to eligible households who are either very low-income families; elderly; or disabled so they may obtain housing in the private market. Applicants that obtain housing with a voucher pay no more than 30 percent of their adjusted family income for the unit.
	Section 8: Project-Based Assistance	HUD provides rental subsidies to project owners on behalf of tenants who are either very low- or low-income families; elderly; or disabled. Tenants pay no more than 30 percent of the family's monthly adjusted income for rent. Though funding is no longer available for new Section 8 projects, property owners that are already receiving funding may continue to participate in the program through the renewal of their contracts. If property owners choose not to renew their contracts, tenants living in these properties will be provided with Section 8 tenant-based vouchers.
	Section 202: Supportive Housing for the Elderly	HUD provides interest-free capital advances to eligible nonprofit organizations to finance the construction, rehabilitation or acquisition of structures to provide housing for very-low income elderly persons. Rental subsidies are provided through project rental assistance contracts to cover the difference between the project operating cost and the tenant's contribution towards rent. Tenants pay no more than 30 percent of their monthly adjusted income for rent.
	Section 811: Supportive Housing for Persons with Disabilities	HUD provides interest-free capital advances to eligible nonprofit organizations to finance the construction, rehabilitation or acquisition of rental housing for very-low income people with disabilities. Rental subsidies are provided through project rental assistance contracts to cover the difference between the project operating cost and the tenant's contribution towards rent. Tenants pay no more than 30 percent of their monthly adjusted income for rent.
	Community Development Block Grant Program	The HUD Small Cities Community Development Block Grant (CDBG) program is administered in Wisconsin by the Wisconsin Department of Commerce. The housing component of this program provides grants to general purpose local units of government for housing programs which principally support low- and moderate-income households, with an emphasis on housing rehabilitation efforts. Cities, villages, and towns with a population less than 50,000 persons and counties other than Milwaukee, Waukesha, and Dane may apply for Small Cities CDBG program grants.
Federal Housing Administration (FHA)	Section 203(k) Rehabilitation Mortgage Insurance	Loans are insured to finance the rehabilitation or purchase and rehabilitation of one- to four-family properties that are at least one year old. Borrowers can get a single mortgage loan, at a long-term fixed (or adjustable) rate, to finance acquisition and rehabilitation of the property.
	Property Improvement Loan Insurance (Title I)	Loans made by private lenders are insured for up to 20 years to finance the light or moderate rehabilitation of either single- or multi-family properties. Properties may consist of single-family and multi-family homes, manufactured homes, non-residential structures, and the preservation of historic homes.
Department of Veteran Affairs (VA)	Home Loan Program	Offers guaranteed loans with no money down and no private mortgage insurance payments to veterans, active duty military personnel, and certain members of the reserves and National Guard. Applicants must meet income and credit requirements for the loans, which are generally administered by lenders approved by the Department of Veteran Affairs.
U.S. Department of Agriculture (USDA)	Section 502: Single-Family Housing Direct Loans	USDA provides direct loans to very low- and low-income households to obtain homeownership. Funding may be used to build, repair, renovate, or relocate homes, or to purchase and prepare sites (including the provision of sewage and water facilities). Subsidies are provided to reduce monthly housing payments—borrowers pay the higher either of 24 percent of the borrower's adjusted annual income, or principal and interest calculated at 1 percent on the loan plus taxes and insurance; if the occupants move from the property, the lesser of the payment assistance or half of the equity must be paid back to USDA. There is no required down payment.
	Section 502: Single-Family Housing Guaranteed Loans	USDA guarantees loans to low- and moderate-income households by commercial lenders to build, repair, renovate or relocate a home, or to purchase and prepare sites (including providing water and sewage facilities). Applicants must be without adequate housing but be able to afford the mortgage payments. Loans are provided at fixed rates with terms of 30 years. No down payment is required.

Table 38 (continued)

Sponsor	Program Name	Description ^a
U.S. Department of Agriculture (USDA) (continued)	Section 502: Mutual Self Help Housing Loans	Loans are provided to help very low- and low-income households construct their own homes. Families perform a significant amount of the construction labor on their homes under qualified supervision. Savings from the reduction in labor costs allow otherwise ineligible families to own their own homes. There is no required down payment and subsidies are provided to reduce monthly housing payments—borrowers pay the higher of either 24 percent of the borrower's adjusted annual income, or principal and interest calculated at 1 percent on the loan plus taxes and insurance. If the occupants move from the property, the lesser of the payment assistance or half of the equity must be paid back to USDA. Nonprofit or public agencies which sponsor mutual self-help housing often use administrative funds from the Section 523 Self-Help Technical Assistance Grant Program.
	Sections 514/516: Farm Labor Housing Loans and Grants	Section 514 loans and Section 516 grants provide low cost financing for the development of affordable rental housing for year round and migrant "domestic farm laborers" and their households. Funds may be used to build, buy, improve, or repair farm labor housing and provide related facilities, such as onsite child care centers. Loans are for 33 years and generally at a 1 percent interest rate; grants may cover up to 90 percent of the development cost (the balance is typically covered by a Section 514 loan). Section 521 rental assistance subsidies may be used to limit tenants' payments to 30 percent of their income.
	Section 515: Rural Rental Housing Loans	Direct mortgage loans are made to provide affordable multi-family rental housing for very low-, low-, and moderate-income families; elderly persons; and persons with disabilities. Loans may be made available at an effective interest rate of 1 percent. Section 521 rental assistance subsidies may be used to limit tenants' payments to 30 percent of their income.
	Section 521: Rural Rental Assistance Payments	Provides rent subsidies to elderly, disabled, very low- and low-income residents of multi-family housing to ensure that they pay no more than 30 percent of their income for housing. Projects that are eligible to use rental assistance include Section 515 Rural Rental Housing and Section 514 Farm Labor Housing.
	Sections 523/524: Rural Housing Site Loans	Loans are made to provide housing sites for low- and moderate-income families. Nonprofit organizations may obtain loans to buy and develop building sites, including the construction of access roads, streets and utilities. Section 523 loans are limited to private or public nonprofit organizations that provide sites for self-help housing only.
	Section 538: Rural Rental Housing Guaranteed Loans	Loans are guaranteed for the construction, acquisition or rehabilitation of rural multi-family housing whose occupants are very low-, low-, or moderate-income households, elderly, handicapped, or disabled persons with income not more than 115 percent of the area median income. The terms of the loans guaranteed may be up to 40 years and the rates must be fixed. The rent, including utilities made by tenants cannot exceed 115 percent of the area median income.
Wisconsin Housing and Economic Development Authority (WHEDA)	Low Income Housing Tax Credit (LIHTC) Program	Provides developers of affordable housing with a tax credit that is used to offset a portion of their Federal tax liability. At a minimum, 20 percent of units must be occupied by households whose incomes are at or below 50 percent of the county median income (CMI) or at least 40 percent of units must be occupied by households whose incomes are at or below 60 percent of the CMI. Units designated as low-income have a maximum rent limit that is based on the CMI. Developers are expected to maintain the elected proportion of low-income units for at least 30 years.
	Home Ownership Mortgage Loan (HOME) Program	The HOME program offers 15 to 30 year mortgage loans at below market, fixed interest rates to low- and moderate-income ^b families and individuals who are first time homebuyers. WHEDA administers the HOME Loan Program, which is funded by the sale of tax-exempt and taxable bonds.
	HOME Plus Loan Program	Provides financing of up to \$10,000 for down payment and closing costs, and a line of credit for future repairs. To be eligible for a HOME Plus Loan, borrowers must be applying for their first mortgage with a WHEDA HOME Loan.
The HOME Consortium ^c	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.

Table 38 (continued)

Sponsor	Program Name	Description ^a
The HOME Consortium ^c (continued)	C-CAP Down Payment Assistance (DPA) Grant	<p>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.</p> <ul style="list-style-type: none"> • Buyer household income cannot exceed 80 percent of the HUD estimated median family income by size for the Milwaukee Metropolitan Statistical Area. • 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	<p>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 and with funds provided through the HOME Consortium.</p>
IndependenceFirst (Private)	WisLoan	<p>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 Wisconsin Department of Health and Family Services. The IndependenceFirst office located in Milwaukee serves Washington County.</p>

Note: For most programs, "very-low income" families are defined as those whose annual incomes are at or below 50 percent of the median for the area, adjusted for family size. "Low-income" families are defined as those whose annual incomes are between 50 percent and 80 percent of the median income for the area, adjusted for family size. "Moderate-income" families are defined as those whose annual incomes do not exceed 115 percent of the area median income; however, for HUD's CDBG programs, low- to moderate-income families are defined as those earning 80 percent or less of the area median income, and for the USDA's Section 515 Rural Rental Housing Loan program, moderate-income families must have incomes not exceeding \$5,500 above the low-income limit.

^aThis table provides a general description of the various housing programs. Details can be found at the websites of the administering agencies.

^bThe combined income of all adults who occupy the property cannot exceed the limit established for the county in which the property was purchased. The limit is \$65,200 for a one to two person household and \$71,720 for a three or more person household in Washington County.

^cThe 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. 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, and the Slinger Housing Authority.

Source: SEWRPC.

The EA zoning district allows one single-family home to be occupied by the farm operator per parcel as a principal use. Additional existing dwellings and housing for farm laborers and seasonal and migratory farm workers may be permitted as conditional uses in the EA 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 of Kewaskum zoning ordinance allows conservation subdivisions as a conditional use within a planned unit development (PUD) in the Agricultural Preservation (EA), Agricultural/Open Space (A-1), and Single-Family Residential (R-1) zoning districts.

Accessory apartments, sometimes referred to as “mother-in-law” units, are secondary dwellings established in conjunction with and clearly subordinate to a primary dwelling, and may be part of the same structure as the primary dwelling or a detached unit on the same lot, as specified in the zoning ordinance. Accessory apartments are one way to provide lower-cost housing in communities, such as the Town of Kewaskum, that lack the urban services necessary to support apartment buildings and other multi-family housing. The Town zoning ordinance currently does not permit accessory apartments.

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. The minimum floor area requirement for a single-family detached dwelling in the Town is 1,200 square feet.

PART 3: HOUSING GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goals:

- In cooperation with neighboring communities, support a range of housing types to serve the varied and special needs of area residents.
- Maintain the rural character of the Town.
- Accommodate new residential development at appropriate densities.
- Support fair housing practices.
- Provide safe and decent housing for all Town residents.

Objectives:

- Provide for only single-family housing development to maintain low population densities and low service requests.

Policies:

- Designate areas on the Town land use plan map (Map 12 in Chapter VI) to support the private sector in the development or redevelopment of housing to serve the needs of persons of all income levels, ages, and persons with disabilities, including low- and moderate-income housing.
- Support appropriate County, private, and church efforts and consider new programs that provide needed assistance for elderly and disabled residents who wish to stay in their own homes.
- Support preventive maintenance of existing housing units and early rehabilitation of deteriorating housing units.
- Encourage 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 include construction design concepts such as Universal Design³ and Visitability. Visitability is a movement to change home construction practices so that all new homes, not just custom built homes, offer a few specific features that make the home easier for people with mobility impairment to live in or visit. Minimum requirements include wide passage doors, at least a half-bath on the first floor, and at least one zero-step entrance approached by an accessible route on a firm surface no steeper than a 1:12 grade from a driveway or public sidewalk.

Programs:

- Allocate sufficient area for residential development on the Town land use plan map (Map 12 in Chapter VI) to accommodate the anticipated population of the Town in 2035.
- Consider amending the Town zoning ordinance to accommodate accessory units in residential zoning districts as an option for providing affordable housing and housing for the elderly and persons with disabilities.
- On request, cooperate with government agencies and developers to implement creative ideas that are supported by the Town to provide low- and moderate-income housing in the Town while maintaining appropriate densities.
- Continue to enforce the Town building code to ensure adequate insulation, heating, and plumbing.
- On request, cooperate 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.
- On request, cooperate 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.

³Accessibility 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.”

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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 the transportation element to compile objectives, policies, goals, maps, and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking, and water transportation. This element shall compare the Town's objectives, policies, goals, and programs to those of State and Regional transportation plans; identify highways within the Town by function and incorporate State, Regional, and other applicable transportation plans, including transportation corridor plans, County highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans, and rail plans that apply in the Town.

In addition, the planning goals set forth in Section 16.965 of the *Statutes* should be followed in the event the Town intends to pursue planning grants from the Wisconsin Department of Administration (DOA). Because the preparation of this plan was partially funded by a grant from the DOA, it must follow the 14 State planning goals. The 14 State planning goals are set forth in Chapter I.

This chapter is divided into two parts; an inventory of existing transportation facilities in the Town and County and planning recommendations 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 Kewaskum. Much of the inventory information included in this section is drawn from the regional transportation system plan. The 2035 regional transportation plan includes four elements: public transportation, travel demand management, bicycle and pedestrian facilities, and arterial streets and highways. 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 52 miles of streets and highways in the Town of Kewaskum,¹ under the Town's Wisconsin Department of Transportation (WisDOT) certified mileage. Streets and highways in the Town are shown on Map 14.

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 plan² 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 16.4 miles of arterial highways in the Town in 2008. About 7.3 miles were under the jurisdiction of WisDOT, including USH 45 and STH 28. About 6.4 miles of arterial highways were under the jurisdiction of Washington County, CTH H, S, and V. There were about 1.9 miles of arterial streets under Town jurisdiction.

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 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

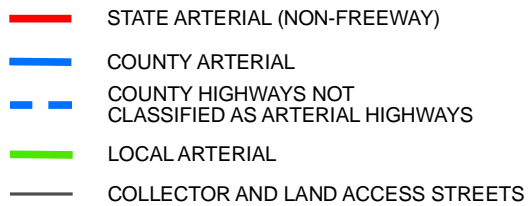
The primary function of land access streets is to provide access to abutting property. Collector streets are intended to serve primarily as connections between the arterial street system and the land access streets. In addition to collecting and distributing traffic to and from the land access streets, 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 generally uniform throughout a community as specified in the Town's land division ordinance,³ compared to arterial streets whose widths and cross-sections vary based on anticipated traffic loads. In 2008, there were 36.2 miles of collector and land access streets in the Town.

¹Total street and highway mileage does not include private streets.

²The 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.

³Minimum right-of-way and pavement width requirements for new town roads are specified in Section 82.50 of the Wisconsin Statutes.

EXISTING STREETS AND HIGHWAYS IN THE TOWN OF KEWASKUM AND ENVIRONS: 2008



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.

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 five 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. 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. The three additional intercity buses serving the Region were Badger Coaches, Megabus, and Wisconsin Coach Lines. Badger Coaches provides daily round trips between Madison and downtown Milwaukee. Services provided by Megabus include daily round-trips between Chicago and downtown Milwaukee. Wisconsin Coach Lines provides round-trips from Goerke's Corners in Waukesha County to Chicago O'Hare International Airport and Chicago Midway 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 disabled.

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. Of the 12 miles in the County, 3.4 miles are in the Town of Kewaskum. 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.

Electric Personal Assistive Mobility Devices (EPAMD)

As of 2004, there were approximately 160,000 people in the U.S. who used electric-powered wheelchairs or scooters. As baby boomers become senior citizens and mobility becomes a concern for this large population, the use of these aids is expected to rise.

Most wheelchairs are designed for use on sidewalks, driveways, and hard, even surfaces. Newer designs for wheelchairs are more similar to scooters than to the traditional design of the wheelchair. The impetus for this new design has been people's desire for more independence and mobility, to the point of being able to mount curbs and travel over rough ground.

Because of safety concerns, some communities have begun regulating EPAMDs by requiring reflectors and a headlamp during non-daylight hours, not allowing them on roads with speed limits higher than 25 mph, or restricting them to sidewalks and bike paths. Regulations in the Town of Kewaskum have thus far been unnecessary due to the rare use of EPAMDs.

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 Company (WSOR) provides freight service over an approximately 23 mile segment of railway in the southern portion of the County. There no longer is rail freight service in the Town. The railroad right-of-way was abandoned in 2000 and has since been converted to the Eisenbahn State Trail.

Ports and Harbors

There are no ports⁴ 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 its rugged grass runway 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 Kewaskum.

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."

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.

⁴Ports are defined as facilities for the docking, loading, or unloading of ships, barges, or boats that primarily transport freight.

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 2035.⁵ 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 15. Alternative alignments for the conceptual location of the proposed street and highway segments shown on Map 15 will be evaluated during preliminary engineering, which will precede construction of proposed routes.

Recommended functional improvements in the Town include the planned extension of Kettle View Drive between CTH H and USH 45, and the planned relocation of USH 45 between Sandy Ridge Road and CTH V within the former railway right-of-way. As noted in Map 15, the alignment for the planned Kettle View Drive extension is conceptual. The actual alignment may differ from the alignment shown on the map and will be determined cooperatively by the Village and Town of Kewaskum and Washington County. The Town of Kewaskum has not expressed opposition to the recommended functional improvements; however, the Village of Kewaskum has expressed opposition to the proposed relocation of USH 45 within the former railway right-of-way.

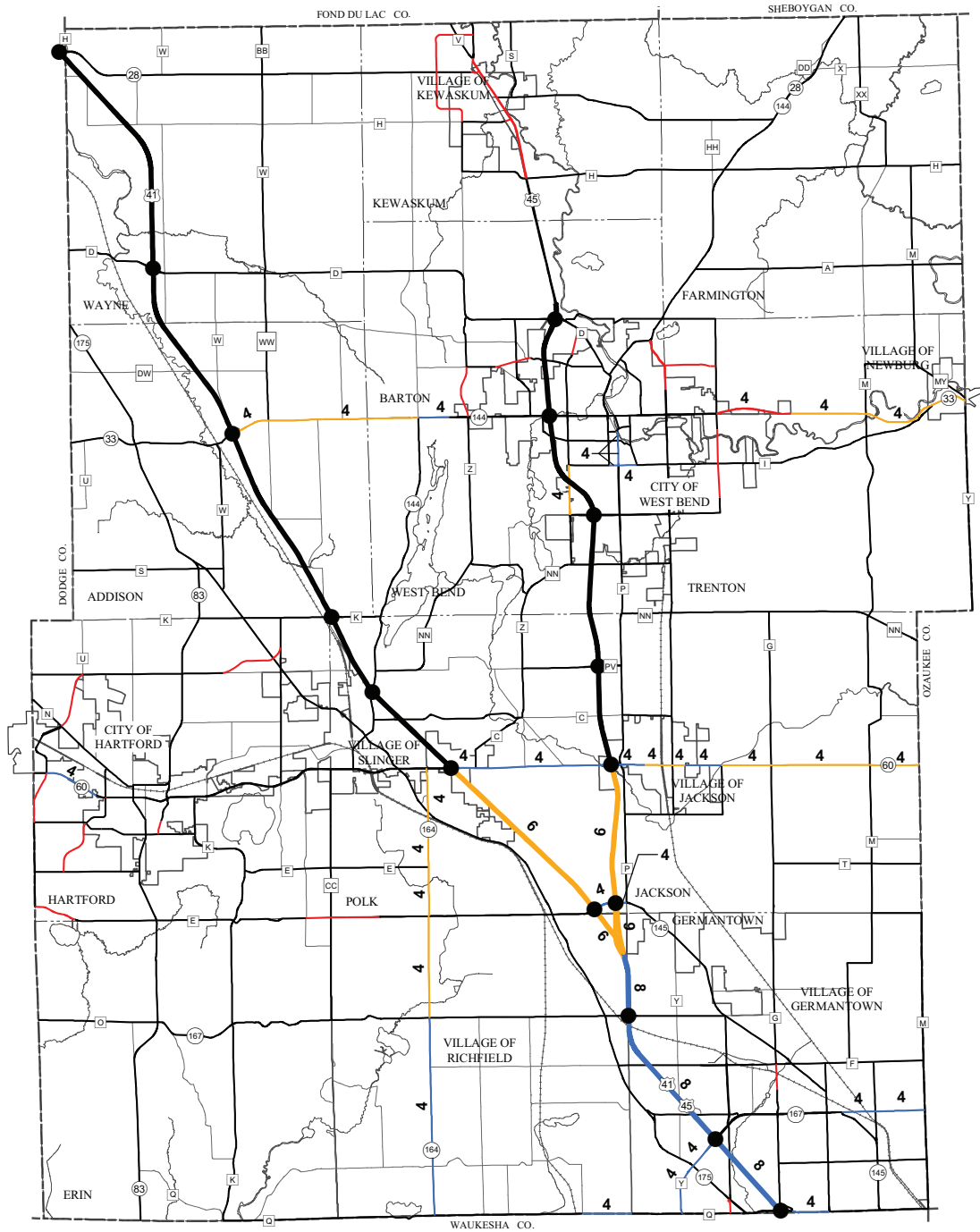
The Jurisdictional Highway System Plan also makes recommendations for arterial street and highway system jurisdictional responsibility; specifically, which unit of government (State, County, or local) should have jurisdiction over each arterial street and highway and be responsible for maintaining and improving the facility. Map 16 shows the level of government recommended to have jurisdiction over arterial streets and highways in Washington County by 2035. Recommended jurisdictional changes in the Town include the transfer of CTH H west of Kettle View Drive from County to local (Town) jurisdiction, the transfer of Badger Road from USH 45 to Kettle View Drive from local (Town) to County jurisdiction, and the transfer of Kettle View Drive from Badger Road to CTH H from local (Town) to County jurisdiction. The plan also recommends that the portion of the proposed Kettle View Drive extension between Badger Road and STH 28 be under County jurisdiction while the portion between STH 28 and USH 45 would be under local jurisdiction. The Town, Village, and County would have to agree to any transfer before it could occur.

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 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

⁵*Documented in SEWRPC Planning Report No. 23, 2nd 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.*

Map 15 CAPACITY IMPROVEMENTS IN THE YEAR 2035 WASHINGTON COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN



ARTERIAL STREET OR HIGHWAY

- NEW (ACTUAL ALIGNMENT TO BE DETERMINED DURING PRELIMINARY ENGINEERING)
- WIDENING AND/OR OTHER IMPROVEMENTS TO PROVIDE SIGNIFICANT ADDITIONAL CAPACITY
- RESERVE RIGHT-OF-WAY TO ACCOMMODATE FUTURE IMPROVEMENT (ADDITIONAL LANES OR NEW FACILITY)
- RESURFACING OR RECONSTRUCTION TO PROVIDE ESSENTIALLY THE SAME CAPACITY

4 NUMBER OF TRAFFIC LANES FOR NEW OR WIDENED AND/OR IMPROVED FACILITY (2 LANES WHERE UNNUMBERED)

FREEWAY INTERCHANGE

- INTERCHANGE

RESPONSIBLE COUNTY FOR EXISTING COUNTY TRUNK HIGHWAYS (CTH) LOCATED ON A COUNTY LINE

DODGE COUNTY: CTH U NORTH OF CTH S FOR ONE-HALF MILE
 FOND DU LAC COUNTY: CTH H NORTH OF STATE TRUNK HIGHWAY (STH) 28
 OZAUCHEE COUNTY: CTH Y FROM CEDAR SAUK DRIVE TO KNOLLWOOD ROAD AND CTH M SOUTH OF PIONEER ROAD (CTH M) FOR ONE AND ONE-HALF MILES.
 WAUKESHA COUNTY: CTH Q FROM CTH K TO 500 FEET WEST OF ST. AUGUSTINE ROAD AND CTH Q FROM STH 175 TO COLGATE ROAD.
 WASHINGTON COUNTY FOR ALL OTHERS.

LOCAL GOVERNMENT CONCERNS REGARDING PLAN

THE TOWN OF BARTON EXPRESSED OPPOSITION REGARDING THE PLANNED EXTENSION OF N. RIVER ROAD ON NEW ALIGNMENT AND TO THE PLANNED EXTENSION OF 18TH AVENUE, SCHUSTER DRIVE, AND KETTLE VIEW DRIVE IN THE TOWN OF BARTON.

THE TOWNS OF BARTON AND TRENTON EXPRESSED OPPOSITION TO THE PLANNED EAST - WEST ARTERIAL ROUTE LOCATED NORTH OF THE HARTFORD AND SLINGER AREAS.

THE TOWNS OF BARTON AND TRENTON EXPRESSED OPPOSITION REGARDING THE PLANNED EAST - WEST ARTERIAL ROUTE LOCATED SOUTH OF THE HARTFORD AND SLINGER AREAS.

THE VILLAGE OF RICHFIELD AND TOWN OF ERIN EXPRESSED OPPOSITION REGARDING THE PLANNED EAST - WEST ARTERIAL ROUTE LOCATED SOUTH OF THE HARTFORD AND SLINGER AREAS.

THE VILLAGE OF RICHFIELD EXPRESSED OPPOSITION REGARDING THE PLANNED WIDENING OF STH 164 BETWEEN CTH Q AND STH 167, AND TO THE POTENTIAL FUTURE WIDENING OF STH 164 NORTH OF STH 167 TO PIONEER ROAD.

THE VILLAGE OF GERMANTOWN EXPRESSED OPPOSITION TO DIVISION ROAD BEING PROPOSED AS A LOCAL ARTERIAL FACILITY BETWEEN CTH Q AND STH 145 RATHER THAN AS A COUNTY ARTERIAL FACILITY AND TO ANY OTHER PLANNED JURISDICTIONAL RESPONSIBILITY THAT DIFFERS FROM THEIR COMPREHENSIVE PLAN.

THE ALIGNMENT FOR THE PLANNED NORTH - SOUTH EXTENSION OF KETTLE VIEW DRIVE BETWEEN CTH H AND STH 28 IS CONCEPTUAL. THE ACTUAL ALIGNMENT MAY BE EXPECTED TO DIFFER FROM THE ALIGNMENT SHOWN ON THIS MAP AND WILL BE DETERMINED COOPERATIVELY BY THE VILLAGE AND TOWN OF KEWASKUM AND WASHINGTON COUNTY.

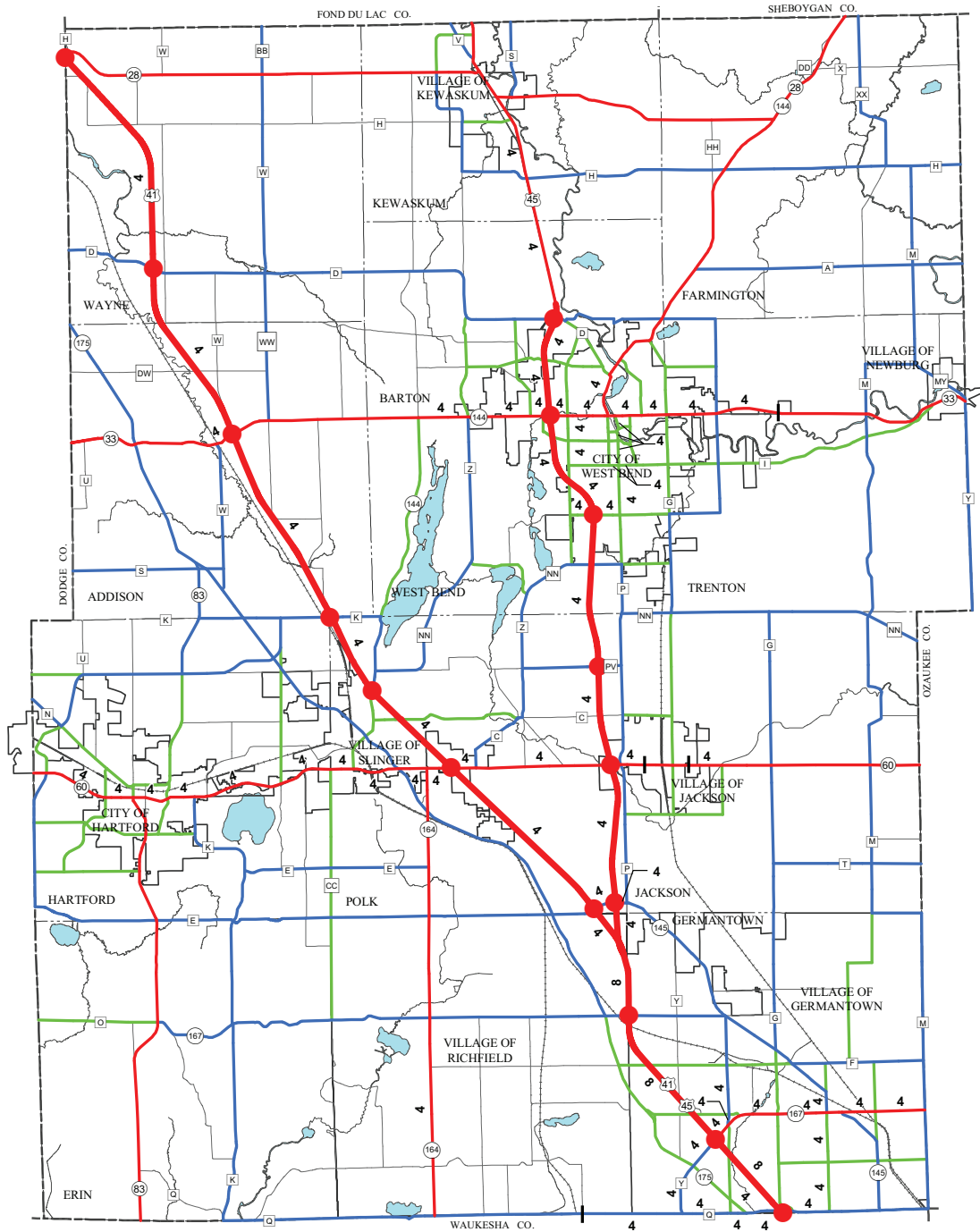
THE VILLAGE OF KEWASKUM EXPRESSED OPPOSITION TO CTH H BEING PROPOSED AS A LOCAL ARTERIAL FACILITY BETWEEN KETTLE VIEW DRIVE AND USH 45 RATHER THAN AS A COUNTY ARTERIAL FACILITY.

THE VILLAGE OF KEWASKUM EXPRESSED OPPOSITION REGARDING THE PLANNED ALTERNATIVE ROUTE OF USH 45 WITHIN THE FORMER RAILWAY RIGHT-OF-WAY IN THE VILLAGE.

THE TOWN OF ERIN EXPRESSED OPPOSITION TO CTH Q BEING PROPOSED AS A LOCAL NONARTERIAL FACILITY BETWEEN CTH K AND STH B3 RATHER THAN A COUNTY NONARTERIAL FACILITY. CTH Q BEING PROPOSED AS A LOCAL ARTERIAL FACILITY BETWEEN STH B3 AND THE DODGE COUNTY LINE RATHER THAN A COUNTY ARTERIAL FACILITY, AND CTH CC BEING PROPOSED AS A LOCAL ARTERIAL FACILITY BETWEEN STH 167 AND STH 60 RATHER THAN A COUNTY ARTERIAL FACILITY.

0 0.5 1 2 3 MILES

YEAR 2035 WASHINGTON COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN



FREEWAY

- STATE TRUNK
- INTERCHANGE

ARTERIAL STREETS OR HIGHWAY

- STATE TRUNK
- COUNTY TRUNK
- LOCAL TRUNK
- 4 NUMBER OF LANES
(2 WHERE UNNUMBERED)

RESPONSIBLE COUNTY FOR EXISTING COUNTY TRUNK HIGHWAYS (CTH) LOCATED ON A COUNTY LINE

DODGE COUNTY: CTH U NORTH OF CTH S FOR ONE-HALF MILE

FOND DU LAC COUNTY: CTH H NORTH OF STATE TRUNK HIGHWAY (STH) 28

OZAUCHEE COUNTY: CTH Y FROM CEDAR SAUK DRIVE TO KNOLLWOOD ROAD AND CTH M SOUTH OF PIONEER ROAD (CTH M) FOR ONE AND ONE-HALF MILES.

WAUKESHA COUNTY: CTH Q FROM CTH K TO 500 FEET WEST OF ST. AUGUSTINE ROAD AND CTH Q FROM STH 175 TO COLGATE ROAD.

WASHINGTON COUNTY FOR ALL OTHERS.

LOCAL GOVERNMENT CONCERNS REGARDING PLAN

THE TOWN OF BARTON EXPRESSED OPPOSITION REGARDING THE PLANNED EXTENSION OF N. RIVER ROAD ON NEW ALIGNMENT AND TO THE PLANNED EXTENSION OF 18TH AVENUE, SCHUSTER DRIVE, AND KETTLE VIEW DRIVE IN THE TOWN OF BARTON.

THE TOWNS OF BARTON AND TRENTON EXPRESSED OPPOSITION TO THE PLANNED EAST - WEST ARTERIAL ROUTE LOCATED SOUTH OF THE HARTFORD AND SLINGER AREAS.

THE TOWNS OF ADDISON AND HARTFORD EXPRESSED OPPOSITION REGARDING THE PLANNED EAST - WEST ARTERIAL ROUTE LOCATED NORTH OF THE HARTFORD AND SLINGER AREAS.

THE VILLAGE OF RICHFIELD AND TOWN OF ERIN EXPRESSED OPPOSITION REGARDING THE PLANNED EAST - WEST ARTERIAL ROUTE LOCATED SOUTH OF THE HARTFORD AND SLINGER AREAS.

THE VILLAGE OF RICHFIELD EXPRESSED OPPOSITION REGARDING THE PLANNED WIDENING OF STH 164 BETWEEN CTH Q AND STH 167, AND TO THE POTENTIAL FUTURE WIDENING OF STH 164 NORTH OF STH 167 TO PIONEER ROAD.

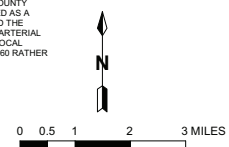
THE VILLAGE OF GERMANTOWN EXPRESSED OPPOSITION TO DIVISION ROAD BEING PROPOSED AS A LOCAL ARTERIAL FACILITY BETWEEN CTH Q AND STH 145 RATHER THAN AS A COUNTY ARTERIAL FACILITY AND TO ANY OTHER PLANNED JURISDICTIONAL RESPONSIBILITY THAT DIFFERS FROM THEIR COMPREHENSIVE PLAN.

THE ALIGNMENT FOR THE PLANNED NORTH - SOUTH EXTENSION OF KETTLE VIEW DRIVE BETWEEN CTH H AND STH 28 IS CONCEPTUAL. THE ACTUAL ALIGNMENT MAY BE EXPECTED TO DIFFER FROM THE ALIGNMENT SHOWN ON THIS MAP AND WILL BE DETERMINED COOPERATIVELY BY THE VILLAGE AND TOWN OF KEWASKUM AND WASHINGTON COUNTY.

THE VILLAGE OF KEWASKUM EXPRESSED OPPOSITION TO CTH H BEING PROPOSED AS A LOCAL ARTERIAL FACILITY BETWEEN KETTLE VIEW DRIVE AND USH 45 RATHER THAN AS A COUNTY ARTERIAL FACILITY.

THE VILLAGE OF KEWASKUM EXPRESSED OPPOSITION REGARDING THE PLANNED ALTERNATIVE ROUTE OF USH 45 WITHIN THE FORMER RAILWAY RIGHT-OF-WAY IN THE VILLAGE.

THE TOWN OF ERIN EXPRESSED OPPOSITION TO CTH Q BEING PROPOSED AS A LOCAL NONARTERIAL FACILITY BETWEEN CTH K AND STH B3 RATHER THAN A COUNTY NONARTERIAL FACILITY. CTH Q BEING PROPOSED AS A LOCAL ARTERIAL FACILITY BETWEEN STH B3 AND THE DODGE COUNTY LINE RATHER THAN A COUNTY ARTERIAL FACILITY, AND CTH CC BEING PROPOSED AS A LOCAL ARTERIAL FACILITY BETWEEN STH 167 AND STH 60 RATHER THAN A COUNTY ARTERIAL FACILITY.



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, 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. A new public park-ride lot is also recommended to be developed at the USH 45/CTH D 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 regional plan recommends that county and local governments prepare bicycle system plans for their jurisdictions that would supplement and refine the regional plan.

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 residential areas with average densities of one or more homes per 20,000 square feet. Since most development in the Town is rural in nature, sidewalks are generally not required.

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.⁶ 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.

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.

⁶A 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.

PART 3: TRANSPORTATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goals:

- Maintain a safe and efficient transportation system in the Town through cooperative planning with local, county, and state officials.
- Continue to maintain and improve Town roads in a timely and well-planned manner.

Objectives:

- Preserve and protect the capacity and safety of the transportation system within the Town.
- 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.
- Achieve a spatial distribution of land uses that is properly related to existing and planned transportation, utility, and public facility systems.
- Build and maintain quality roads.
- Seek to provide a system of inter-connected streets.
- Limit the number of driveways and access points on roadways.

Policies:

- Provide and maintain a street and highway system that efficiently serves the anticipated land use development pattern shown on Map 12 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.
- Locate business and industrial development at select locations along state and county highways.
- 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 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:

- Notify Washington County when a certified survey map (CSM) 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.
- Consider connections to existing or future development on adjacent parcels when reviewing site plans, preliminary plats, and certified survey maps.
- Development shall be designed in a compact fashion where possible rather than stripped along streets and highways.
- 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*,⁷ into Town of Kewaskum plans.
- 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.
- Continue to work with Washington County and SEWRPC to implement desired recommendations from the Washington County Jurisdictional Highway System Plan (Maps 15 and 16) and the Transportation Improvement Program.
- 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.

⁷The 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.

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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 the utilities and community facilities element to compile objectives, policies, goals, maps, and programs to guide the future development of utilities and community facilities in the Town such as sanitary sewer service, stormwater management, water supply, solid waste disposal, onsite wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities, and other public facilities, such as police, fire and rescue facilities, libraries, schools, and other government facilities. This element shall describe the location, use, and capacity of existing public utilities, and community facilities that serve the Town; include an approximate timetable that forecasts the need in the Town to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities; and assess future needs for government services in the Town that are related to such utilities and facilities.

In addition, the planning goals set forth in Section 16.965 of the *Statutes* should be followed in the event the Town intends to pursue planning grants from the Wisconsin Department of Administration (DOA). Because the preparation of this plan was partially funded by a grant from the DOA, it must follow the 14 State planning goals. The 14 State planning goals are set forth in Chapter I.

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.¹ 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 Kewaskum 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 Kewaskum 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

¹Information regarding parks is inventoried in Chapter V, Agricultural, Natural, and Cultural Resources Element.

management facilities, healthcare facilities, government and public institutional buildings, police service, fire protection and emergency rescue services, public and private schools, cemeteries, childcare, 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 224 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 Kewaskum, 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.

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 Kewaskum draws water from the shallow aquifer. 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.

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.² Although often designed on a subdivision-by-subdivision or

²*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.*

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 Kewaskum 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 regulate and amend, when necessary, the Town Stormwater Management and Erosion Control Ordinance.

Solid Waste Disposal

The Town of Kewaskum operates a drop-off site where residents can dispose of solid waste. The drop-off site is located adjacent to the Town Hall.

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. The landfill receives solid waste from sources throughout the State of Wisconsin, primarily from the county in which it is 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.

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.

Recycling Facilities

Each local government in Washington County carries out a recycling program for household waste (no hazardous waste) within its jurisdiction. A recycling center, located adjacent to the Town Hall, serves the recycling needs of Town of Kewaskum residents.

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 an annual Clean Sweep program for hazardous waste disposal, as well as a tire collection program. The Town should also continue to provide a recycling facility for household waste at the Town Hall for Town residents.

Road Maintenance

The Town of Kewaskum Highway Department is responsible for maintaining about 38 miles of Town roads. Duties include conducting maintenance such as pavement patching, mowing roadsides, grading gravel shoulders, replacing cross road culverts, cleaning roadside ditches, and installing and replacing signs. The Highway Department also coordinates road paving and reconstruction projects in the Town and plows snow. Washington County provides the Town assistance with road construction and maintenance, such as centerline striping, on a contract (fee for service) basis.

Parks

As of 2009, there were no Town-owned park and open space sites. The DNR owns the Eisenbahn State Trail, which passes through the Town. The DNR also owns 3,054 acres in the Town as part of the Kettle Moraine State Forest-Northern Unit. There were also four private sites located in the Town encompassing 484 acres, for a total of 3,579 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,³ 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. There are no County park sites recommended in the Town, primarily because the State Forest provides for natural resource-related recreation for Town residents.

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, such as the Town of Kewaskum, 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 the town hall.

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.

³See *SEWRPC Community Assistance Planning Report No. 136 (3rd Edition)*, A Park and Open Space Plan for Washington County, March 2004.

In 2008, there was one wireless antenna tower in the Town, operated by U.S. Cellular. The tower is located in Section 8.

A regional broadband access plan, which built upon the wireless telecommunications plan, was completed in 2007.⁴ 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. 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, 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. 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.

Cemeteries

There are six cemeteries in the Town of Kewaskum: The new Holy Trinity Catholic Cemetery, Kewaskum Union Cemetery, Peace United Church of Christ Cemetery, St. Bridget Catholic Cemetery, St. Michael Catholic Cemetery, and Trinity Evangelical Lutheran Cemetery. Together, the cemeteries encompass about 12 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 Washington 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.

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,

⁴Documented in SEWRPC Planning Report No. 53, A Regional Broadband Telecommunications Plan for Southeastern Wisconsin, October 2007.

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 39. No facilities for the aged were located in the Town, but such facilities are available nearby in the City 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 40. 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. There were no licensed group child care centers or licensed family child care centers in the Town of Kewaskum, but child care facilities were located in nearby communities to serve Town residents.

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 Town to plan for additional child care facilities. However, the Town should consider allowing 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.

Table 39

ASSISTED LIVING FACILITIES FOR THE ADVANCED AGED IN WASHINGTON COUNTY: 2006

Name	Street Address ^a	Capacity
Nursing Homes		
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
Community Based Residential Facilities		
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 Hildale Road, Hartford	28
Residential Care Apartment Complexes		
Cedar Bay East.....	5577 Home Drive, West Bend	54
Cedar Bay West.....	5555 Cedar Bay Drive, West Bend	107
Fields (The).....	675 E. 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
Adult Family Homes		
Legate AFH.....	229 W. Paradise Drive, West Bend	4
Symicek AFH	834 Center Street, Hartford	4
Adult Day Care Facilities		
Aurora Medical Center Adult Day Service.....	1022 E. Sell Drive, Hartford	20
LSS Adult Day Center	140 N. 7 th Street, West Bend	20

^aStreet address is the facilities mailing address.

Source: Wisconsin Department of Health and Family Services.

Table 40

ASSISTED LIVING FACILITIES FOR PERSONS WITH DISABILITIES IN WASHINGTON COUNTY: 2006

Name	Street Address ^a	Capacity
Nursing Homes		
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
Community Based Residential Facilities		
Autumn Oaks LLC.....	227 E. Washington Street, Slinger	30
Calm Harbor	139 South 8 th 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
Adult Family Homes		
17 th Avenue Adult Family Home	233 S. 17 th Avenue, West Bend	4
Beverly Tessar	1230 N. 10 th 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 th 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

^aStreet address is the facilities mailing address.

Source: Wisconsin Department of Health and Family Services.

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 Kewaskum Code of Ordinances specifies the following enforcement officers for Town ordinances, who may issue citations to persons found to be violating a Town ordinance:

- Town zoning ordinance: Zoning Administrator
- Uniform dwelling code: Building Inspector
- Driveway regulation and weight limits: Town Board
- Stormwater Management and Erosion Control Ordinance: Town Engineer
- Nonmetallic Mining Reclamation Ordinance: Town Board

Fire Protection

Fire protection is provided to the entire Town by the Kewaskum Fire Department, located in the Village of Kewaskum. The Kewaskum Fire Department, operated by the Village of Kewaskum, consists of 54 paid on-call employees and one full-time employee. The Town encourages the Kewaskum Fire Department to conduct periodic needs assessment studies to determine if the department has sufficient firefighters, equipment, water supply, and facilities to adequately protect the Town.

Emergency Management Services

Emergency medical service units associated with the Kewaskum Fire Department 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 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 Town Chairman serves as the contact person for the coordination of emergency services in the Town.

Libraries

Washington County is served by five public libraries, which are part of the Mid-Wisconsin Federated Library System.⁵ The Town of Kewaskum does not have a public library. The closest 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 41 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.

⁵The Mid-Wisconsin Federated Library System includes 27 public libraries located in Washington, Dodge, and Jefferson Counties.

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.

Table 41

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.

Schools

In 2008, there were 36 public schools in five public high school districts and 26 private schools in Washington County. The Town of Kewaskum is located entirely within the Kewaskum School District, as are the Village of Kewaskum, the Town of Farmington, the Town of Wayne, and the northern portion of the Town of Barton. The Kewaskum School District does not operate any schools within the Town. Schools operated by the Kewaskum School District are located in the Village of Kewaskum, Town of Wayne, and Town of Farmington. Kewaskum High School in the Village of Kewaskum serves Town residents. All of the public and private schools and public high school districts in Washington County are shown on Map 17 and listed in Table 42.

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 school 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 – Kewaskum Town Hall

The Town Hall is located at 9019 Kettle Moraine Drive, just south of STH 28. The Town Hall was constructed in 1994 and includes a meeting hall, two offices, a vault, and a full kitchen. The Town highway garage, solid waste drop-off site, and recycling center are located adjacent to the Town Hall. The Town Hall is available for private rental to Town residents and businesses for a small fee, and for use by local non-profit groups at no fee. 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 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 and farm 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 facilities; health care services and facilities; sheriff and emergency management services; and other general government services. Transportation facilities and services, some of which are provided by the County, are addressed in the Transportation Element (Chapter VIII).
- ***Town of Kewaskum*** provides services or establishes agreements for solid waste disposal, recycling facilities, fire protection, and emergency medical services throughout the Town. The Town also maintains streets under Town jurisdiction and enforces and requires facilities for stormwater management. Town land use regulations 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 utilities and community facilities appropriate for a rural town.
- Provide adequate emergency services for Town residents and businesses.

Objectives:

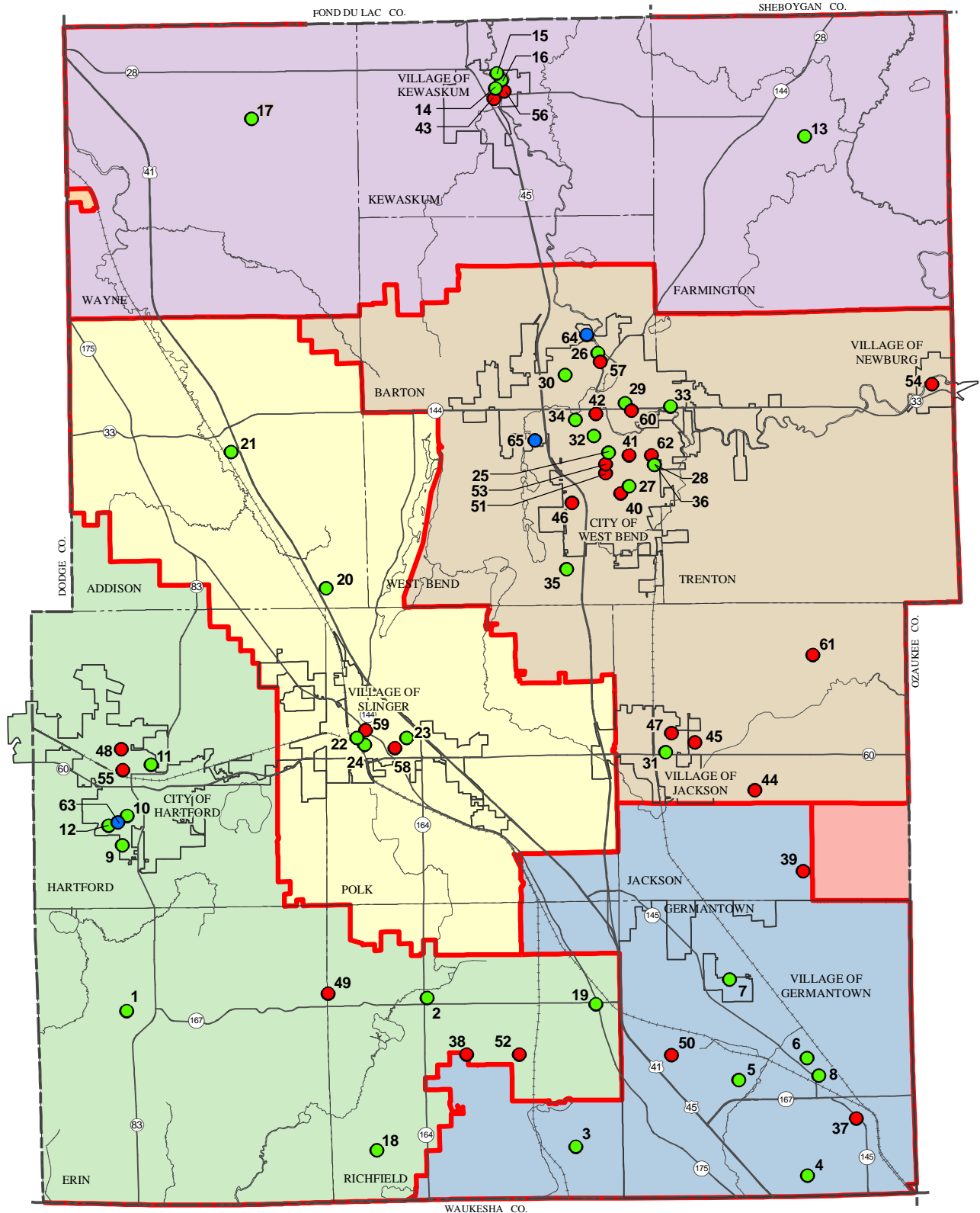
- Require developers to pay their “fair share” for improvements needed to support new development requests.
- Adequate stormwater management facilities should be provided for all development.
- Encourage shared services with neighboring communities, where appropriate.

Policies:

- Proposed development shall comply with the subdivision design standards of the Town to ensure effective layout and provision of services.

Map 17

PUBLIC AND PRIVATE SCHOOLS AND PUBLIC HIGH SCHOOL DISTRICTS IN WASHINGTON COUNTY: 2008



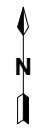
HIGH SCHOOL DISTRICTS

 CEDARBURG	 LOMIRA
 GERMANTOWN	 SLINGER
 HARTFORD UNION H.S.	 WEST BEND
 KEWASKUM	 SCHOOL DISTRICT BOUNDARY

SCHOOL TYPES

 PUBLIC
 PRIVATE
 COLLEGE / UNIVERSITY
25 SCHOOL TYPE REFERENCE NUMBER (SEE TABLE 42)

Source: Washington County, School Districts, and SEWRPC.



0 0.5 1 2 3 MILES

Table 42

PUBLIC AND PRIVATE SCHOOLS AND SCHOOL DISTRICTS IN WASHINGTON COUNTY: 2005-2006

Number on Map 17	Public Schools	Grades ^a	Enrollment ^b	Street Address ^c
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 (Village of Richfield)
3	Germantown School District Amy Belle Elementary School	PK-5	392	3294 Willow Creek Road, Colgate (Village 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 CTH H, Campbellsport
18	Richfield J1 School District Plat Elementary School	PK-2	116	4908 Monches Road, Colgate (Village 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. 18th Avenue, West Bend
36	West High School.....	9-12	1,213	1305 E. Decorah Road, West Bend
	Private Schools	Grades ^a	Enrollment ^d	Street Address ^c
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 (Village 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. 8th Avenue, West Bend
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

Table 42 (continued)

Number on Map 17	Private Schools	Grades ^a	Enrollment ^d	Street Address ^c
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 (Village of Richfield)
53	St. John's Lutheran School.....	PK-8	226	899 S. 6th 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 ^a	Enrollment ^e	Street Address ^c
63	Moraine Park Technical College – Hartford	- -	- f	805 Cedar Street, Hartford
64	Moraine Park Technical College – West Bend.....	- -	- f	2151 N. Main Street, West Bend
65	University of Wisconsin-Washington County	- -	1,018	400 University Drive, West Bend

^aK is kindergarten and PK is pre-kindergarten.

^bEnrollment is based on 2005 data.

^cStreet address is the school's mailing address.

^dEnrollment is based on 2006 data.

^eEnrollment is based on 2007 data.

^f2007 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 to rely on the Washington County Sheriff's Department to provide police protection services to the Town.
- Continue to contract with neighboring communities to provide fire protection and rescue services to the Town.
- Continue the use of private wells to supply the water for most domestic and other uses in the Town.
- Continue to rely primarily 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 cooperate with Washington County to protect public health and safety.
- 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 district prepare accurate facilities plans.
- Continue to rely on the Kettle Moraine State Forest and County and school district parks and recreational facilities to serve Town residents.
- Cooperate with electric and gas service providers, such as We Energies, to provide power and heat to Town residents and businesses.
- Continue to provide solid waste disposal services for Town residents.
- Continue to provide recycling services for Town residents.
- Work with private providers to provide the most affordable and efficient communications and telecommunications systems to Town residents and landowners.
- 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 Board.
- 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 Board.

Programs:

- Consider conducting a needs assessment and adopting an impact fee ordinance for facilities provided by the Town.
- Consider preparing a Town stormwater management plan to provide for comprehensive and coordinated stormwater management facilities and measures.
- Continue to administer the Town erosion control and stormwater management ordinance.
- Continue to comply with 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.
- 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.
- Cooperate with Washington County and adjacent communities when approached to consider joint service agreements or facilities.

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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 objectives, policies, goals, maps, and programs to promote the stabilization or expansion of the economic base and quality employment opportunities in the Town, including an analysis of the labor force and economic base of the Town. This element shall 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 shall 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; and identify County, Regional, and State economic development programs that apply to the Town.

In addition, the planning goals set forth in Section 16.965 of the *Statutes* should be followed in the event the Town intends to pursue planning grants from the Wisconsin Department of Administration (DOA). Because the preparation of this plan was partially funded by a grant from the DOA, it must follow the 14 State planning goals. The 14 State planning goals are set forth in Chapter I.

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,¹ 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 and objectives through the plan design year of 2035. Recommended policies, defined as steps or actions to achieve economic development goals and objectives; and programs, defined as projects or services necessary to achieve economic development policies, are also identified in Part 3.

A description of economic development programs which may assist in the establishment, retention, and expansion of area businesses is provided in Appendix D.

¹This data is only available at the County level.

PART 1: INVENTORY AND ANALYSIS

Table 43

EMPLOYMENT STATUS OF PERSONS 16 YEARS OF AGE OR OLDER RESIDING IN THE TOWN OF KEWASKUM: 2000

Employment Status	Residents 16 Years of Age and Older		
	Number	Percent of Labor Force	Percent of all Persons 16 and Older
Employed	646	97.0	71.2
Unemployed	20	3.0	2.2
In Armed Forces.....	--	--	--
Subtotal in Labor Force	666	100.0	73.4
Not in Labor Force	241	--	26.6
Total	907	--	100.0

Labor Force

The labor force is defined as those residents of the Town of Kewaskum 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.

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

Table 43 sets forth the employment status of Town residents 16 years of age or older. There were 646 employed persons residing in the Town and 666 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 20 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 Regional² labor force, and 3.2 percent of the State labor force were unemployed in 2000. About 27 percent of Town residents, or 241 persons, 16 years of age or older did not participate in the labor force in 2000.³ Unemployment has trended upward, particularly during 2008 and the first part of 2009. As of April 2009, the Wisconsin Department of Workforce Development (DWD) reported the unemployment rate in Washington County at 9.3 percent of the labor force and the unemployment rate for the Milwaukee Metropolitan area⁴ at 8.9 percent of the labor force.

Table 11, in Chapter III, sets forth the location of employment for Town and County residents in 2000. About 74 percent of employed Town residents worked within Washington County, including about 34 percent in the City of West Bend, and about 26 percent of residents traveled outside the County for employment. Of the 26 percent of Town residents who traveled outside the County for employment, about 10 percent worked in Milwaukee County and about 7 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 32 percent, or 205 workers. Production, transportation, and material moving and sales and office occupations ranked second and third respectively, with about 23 percent, or 148 workers, and about 23 percent, or 146 workers, of the employed Town residents. Construction, extraction, and maintenance occupations (13 percent); service occupations (8 percent); and farming, fishing, and forestry occupations (2 percent) represent the remaining 23 percent of the employed Town workforce. Farm owners are classified as managers, and included in the “management, professional, and related occupations” category, while farm workers who are not owners are included in the “farming, fishing, and forestry occupations” category.

²The Southeastern Wisconsin Region consists of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

³Persons age 16 and older who did not participate in the labor force include those persons who did not work nor seek employment.

⁴The Milwaukee Metropolitan area consists of Milwaukee, Ozaukee, Washington, and Waukesha Counties.

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. About 86 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 42 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 1,459 persons. Assuming the Town population projection and the County age composition projection will apply within the Town, about 1,167 Town residents will be of working age (age 16 or older⁵). If current labor force participation trends hold constant and the same methodology for calculation is used as above, about 868 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 Kewaskum 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.

Table 44 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 45 sets forth the number of jobs in 2000 in the Town of Kewaskum and each community in the County. In 2000, the Town of Kewaskum had 502 jobs. Jobs in the County 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

⁵*This definition is based on methodology used by the U.S. Census Bureau for compiling labor force data.*

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 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. 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.

There were 64,362 jobs located in the County in 2004, which is an increase of 4 percent from the 2000 level. Table 46 sets forth the number of jobs by industry group in the County as of 2004. The two industry groups listed on Table 46 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 Types⁶

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

⁶*This data is only available at the County level.*

Table 44

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 45

NUMBER OF JOBS IN WASHINGTON COUNTY COMMUNITIES: 2000

Community	Number of Jobs	Percent
Cities		
Hartford ^a	8,248	13.3
West Bend	19,181	31.0
Villages		
Germantown	12,724	20.5
Jackson	3,392	5.5
Kewaskum	1,891	3.1
Newburg ^b	514	0.8
Slinger	2,453	4.0
Towns		
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^c	61,946	100.0

^a*Includes entire City of Hartford.*

^b*Includes entire Village of Newburg.*

^c*Includes Washington County and the entire City of Hartford and Village of Newburg.*

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

Table 46

PRIVATE AND GOVERNMENT EMPLOYMENT BY INDUSTRY GROUP IN WASHINGTON COUNTY: 2004

Industry Group (NAICS) ^a	Former SIC Industry Group ^b	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	- - ^c	- - ^c
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	- - ^c	- - ^c
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 ^d	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 ^e	- -	56,422	87.7
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	4,853	7.6
Subtotal	- -	5,776	9.0
Total	- -	64,362 ^f	100.0

^aAmerican Industry Classification System.

^bStandard Industry Classification system.

^cDetailed 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.

^d The educational service category includes those employed by private schools and colleges. Public school employees are included in the local government category.

^eSubtotal includes the sum of forestry, mining, utilities, and transportation and warehouse industry jobs.

^fIncludes Washington County only.

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

- 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.

Table 47

WASHINGTON COUNTY EMPLOYMENT LOCATION QUOTIENT: 2004^a

Industry (NAICS)	Comparison with State	Comparison with Nation
Private Employment		
Forestry, fishing, related activities, and other	- ^b	- ^b
Mining	- ^b	- ^b
Utilities	- ^b	- ^b
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	- ^b	- ^b
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

^aIncludes Washington County only.

^bDetailed data is not available at the County level.

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

Location Quotient Analysis

The Washington County location quotient, set forth in Table 47, 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 2008 are listed by community on Table 48. Ranges are given rather than a specific number of employees for privacy reasons. In the Town, Summit Ski Corporation was the largest employer, with 250 to 499 employees. Most of these jobs are seasonal and part-time. Other large employers, with 20-49 employees, in the Town included John Engelhardt & Sons, Inc.; and Johnson School Bus Service, Inc. 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

Table 48

MAJOR EMPLOYERS IN WASHINGTON COUNTY: 2007^{a,b}

Name	Location	Number of Employees ^c
City of Hartford		
Broan-Nutone, LLC	926 West State Street	500-999
Quad/Graphics, Inc. ^d	1900 West Sumner Street	500-999
Signicast Corporation ^d	1800 Innovation Way	500-999
API Software, Inc.	310 North Wilson Avenue	250-499
Aurora Medical Center of Washington County, Inc.	1032 East Sumner Street	250-499
Aurora Medical Group, Inc.	1004 East Sumner Street	100-249
Hartford Finishing, Inc.	844 West State Street	100-249
K-MART Corporation	1275 Bell Avenue	100-249
Mineshaft Restaurant	22 North Main Street	100-249
Menasha Packaging Company	621 Wacker Drive	100-249
Steel Craft Corporation of Hartford	105 Steelcraft Drive	100-249
THI of Wisconsin at Hartford, LLC	1202 East Sumner Street	100-249
Triton Corporation	857 West State Street	100-249
City of West Bend		
Washington County	432 East Washington Street	500-999
Serigraph, Inc.	3801 East Decorah Road	500-999
West Bend Mutual Insurance Co.	1900 South 18th Avenue	500-999
West Bend School District	735 South Main Street	500-999
City of West Bend	1115 South Main Street	250-499
Kettle Moraine YMCA, Inc.	1111 West Washington Street	250-499
Regal Ware, Inc.	1100 Schmidt Road	250-499
Serigraph, Inc.	3701 East Decorah Road	250-499
WAL-MART Associates, Inc.	1515 West Paradise Drive	250-499
Amity Rolfs, Inc.	820 East Washington Street	100-249
Aurora Medical Group, Inc.	205 Valley Avenue	100-249
Fleet & Farm Supply Co. of West Bend, Inc.	1637 West Wash Street	100-249
Gehl Co.	143 Water Street	100-249
Kohl's Department Stores, Inc.	1400 South Main Street	100-249
Menard, Inc.	575 West Paradise Drive	100-249
REM Wisconsin	505 Meadowbrook Drive	100-249
Moore Wallace North America, Inc.	201 East Progress Drive	100-249
Serigraph, Inc.	603 Hi Mount Road	100-249
The Threshold Inc.	600 Rolfs Avenue	100-249
Ultra Mart Foods, LLC	2380 West Washington Street	100-249
Ultra Mart Foods, LLC	1719 South Main Street	100-249
Village of Germantown		
Techstar MFG Company	W190 N11701 Moldmakers Way	500-999
Airgas Safety, Inc.	W185 N11300 Whitney Drive	250-499
David J. Frank Landscape Contracting, Inc.	N120 W21350 Freistadt Road	250-499
GKN Sinter Metals, Inc.	N112 W18700 Mequon Road	250-499
Gehl Guernsey Farms, Inc. .	N116 W15970 Main Street	100-249
Germantown Public High School	W180 N11501 River Lane	100-249
Germantown Public School (Kennedy Middle)	W160 N11836 Crusader Court	100-249
J.W. Speaker Corporation	W185 N11315 Whitney Drive	100-249
L.T. Hampel Corporation	W194 N11551 McCormick Drive	100-249
Smurfit-Stone Container Enterprises, Inc.	11900 North River Lane	100-249
Virginia Highlands Health and Rehabilitation Center	N173 N10915 Bernies Way	100-249
Ultra Mart Foods, LLC	N112 W16200 Mequon Road	100-249
Village of Germantown	N112 W17001 Mequon Road	100-249
Village of Jackson		
Sysco Food Services of Eastern Wisconsin, LLC	1 Sysco Drive	500-999
Village of Kewaskum		
Regal Ware Inc.	1675 Reigle Drive	100-249
Kewaskum School District	1675 Reigle Drive #100	100-249

Table 48 (continued)

Name	Location	Number of Employees ^c
Village of Richfield ^e		
Cabela's	3049 STH 145	250-499
W.G. Strohwig Tool/Die, Inc.	3285 Industrial Road	100-249
Town of Addison		
Kreilkamp Trucking Inc.	6487 STH 175	250-499
Maysteel, LLC	6199 CTH W	250-499
Town of Barton		
Weasler Engineering, Inc.	7801 North USH 45	250-499
Town of Germantown		
Riteway Bus Service, Inc.	W201 N13900 Fond Du Lac Avenue	100-249
Town of Jackson		
Schreiber Foods	807 Pleasant Valley	100-249
Town of Kewaskum		
Summit Ski Corporation	8355 Prospect	250-499
Town of Polk		
St. Joseph's Hospital	3200 Pleasant Valley Road	500-999
Town of West Bend		
Benevolent Corp Cedar Community	5595 CTH Z	500-999

^aMajor employers include those with 100 or more employees at a single location.

^bIncludes 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.

^cThe exact number of employees is confidential. The number of employees includes seasonal and part-time workers.

^dPartially located in that portion of the City of Hartford in Dodge County.

^eThe Town of Richfield incorporated as a Village on February 13, 2008.

Source: Wisconsin Department of Workforce Development and SEWRPC.

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 49.

Annual Wages⁷

The average annual wage paid to workers employed in Washington County in 2005 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. 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 in 1999 was \$59,500, which was \$2,467 more than the median household income in the County (\$57,033), \$12,913 more than the median household income in the Region (\$46,587), \$15,709 more than the median household income in the State (\$43,791), and \$17,506 more than the household income in the Nation (\$41,994).

⁷This data is only available at the County level.

Table 49

LARGEST EMPLOYERS IN WASHINGTON COUNTY COMMUNITIES WITHOUT A MAJOR^a EMPLOYER: 2007

Name	Location	Number of Employees ^b
Village of Newburg		
No-No's Restaurant LLC	3498 STH 33 East	35 – 99
Dehling – Voigt Inc.	4229 CTH Y	35 – 99
Central United Corporation	6789 Carmody Court	35 – 99
Village of Slinger ^c		
Slinger School District	207 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 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
Town of Erin		
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
Town of Farmington		
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
Town of Hartford		
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 Course	6439 Clover Road	20 – 49
Hartford Animal Clinic	2962 STH 83	10 – 19
Town of Hartford	3360 CTH K	10 – 19
Town of Trenton		
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
Town of Wayne		
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

^aMajor employers are those with 100 or more employees.

^bEmployers listed in this table have a minimum of five employees.

^cOnly 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.

Reported household income in the Town has increased from \$19,732 in 1979 to \$59,500 in 1999, which is an increase of about 202 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 \$45,623 to \$59,500, which is an increase of about 30 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 15 households, or about 4 percent of all households, with incomes below the poverty level in the Town in 2000. Of the 15 households, 12 were family households and three 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 1999.⁸

Commercial and Industrial Areas

The Town of Kewaskum 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 12 in Chapter VI) designates 388 acres for commercial and industrial development in 2035, which is an increase of 359 acres from the 29 acres developed for such uses in 2008. The land use plan map also designates over 8,000 acres for agricultural-open space uses. Agriculture is expected to remain the primary economic activity in the Town during the planning period.

Business/Industrial Parks

Existing business parks located in the County are listed in Table 50. 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
- 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 are no business parks located in the Town of Kewaskum. 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 Addison. Existing business parks 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.

The Village of Kewaskum has proposed development of a business park north of STH 28 and west of USH 45 in the draft Village comprehensive plan.

⁸*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 50

BUSINESS/INDUSTRIAL PARKS IN WASHINGTON COUNTY: 2008^a

Park Name	Location ^b	Total Site Area (Acres)	Area Developed/ Committed for Business/Industrial Uses (Acres)	Remaining Available Developable Area (Acres)
City of Hartford				
Dodge Industrial Park ^c	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 ^d	120.0
Town of Polk				
Helsan Business Park ^e	T10N, R19E Section 36-4	39.0	36.5	2.5
Total – 27 Sites	--	3,520.0	2,630.0	890.0

^aBusiness/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.

^bThe 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.

^cThe Dodge Industrial Park is partially located in that portion of the City of Hartford in Dodge County.

^dIncludes an existing nonmetallic mining site.

^eThe Helsan Business Park was annexed by the Village of Richfield in late 2008.

Source: Washington County, Local Governments, and SEWRPC.

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. The Department of Natural Resources has not identified any environmentally contaminated sites in the Town of Kewaskum.

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*⁹, 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 51. 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 317 acres for commercial development and an additional 46 acres for industrial development between 2000 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, 5,644 additional jobs,¹⁰ for a total of 6,146 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 1,215 jobs in the Town in 2035, compared to 502 jobs in the Town in 2000, or a 142 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 12 times, from 502 jobs in 2000 to 6,146 jobs in 2035. Such an increase is unlikely, because the lack of sanitary sewer and water services in 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. Agriculture is also expected to continue to provide jobs in the Town throughout the planning period.

Based on consideration of the range of employment projections described in the preceding paragraph, the Town of Kewaskum selected an employment projection of 790 jobs in the year 2035. This number lies between the 502 jobs in the Town in 2000 and the "recent trends" projection.

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 Kewaskum 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.

Desired business and industries for the Town include the following, which are those identified as part of the Washington County multi-jurisdictional comprehensive planning process:

- Biomanufacturing and manufacturing of medical equipment
 - 3254, Pharmaceutical and Medicine Manufacturing
 - 3391, Medical Equipment and Supplies Manufacturing

⁹Documented in SEWRPC Technical Report No. 10 (4th Edition), *The Economy of Southeastern Wisconsin*, July 2004.

¹⁰Based 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 51

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 ^a	23,999	24,062	63	38.9	30.5
Retail	10,152	12,674	2,522	16.5	16.1
General ^b	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 ^c	2,319	2,163	-156	3.7	2.7
Total	61,691	78,861	17,170	100.0	100.0

^aIndustrial includes construction, manufacturing, and wholesale trade categories.

^bIncludes finance, insurance, and real estate (FIRE), and service categories.

^cIncludes agricultural, agricultural services, forestry, mining, and unclassified jobs.

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

- 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
 - 48-49, Transportation and Warehousing
 - 484, Truck Transportation
 - 482, Rail 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 be completed as part of the economic development element. The following strengths and weaknesses were identified during the kickoff meeting for the Town comprehensive plan as part of the SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis.

Perceived strengths regarding attracting and retaining desirable businesses and industries:

- High quality of life, including recreational and open space amenities; rural character; high quality public services; low crime rate; and location in the Milwaukee Metropolitan Area
- Proximity and accessibility to highway system; STH 28, USH 41, and USH 45, and good access to Milwaukee
- Recreation areas and trails
- Presence of farms and natural resources
- Police, fire, and emergency services

Perceived weaknesses regarding attracting and retaining desirable businesses and industries:

- Rush hour traffic and lack of major roads
- Increase in crime

- Lack of industrial base
- Lack of electrical transmission lines
- Lack of criteria for determining whether proposed growth is economically positive
- Inability to protect Town land from annexation and development
- Inadequate oversight of development
- Loss of natural resources and natural areas
- Lack of major employer/industries and not enough good jobs available
- Schools' academic standing

PART 3: ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goals:

- The Town supports small-scale economic development that does not negatively impact the Town's rural character or natural resources.
- Communicate with existing local businesses and work to retain them, if possible.
- Encourage the preservation of agricultural lands.
- Provide for business and manufacturing development in designated locations.

Objectives:

- Locate business and manufacturing development at locations that are served by an adequate transportation system.
- Accommodate small business development which serves local residents and does not require significant public services.
- Require site plan approval for all new business and manufacturing development.
- Review business and manufacturing development to ensure a minimal impact on adjacent land uses.

Policies:

- Identify suitable areas for commercial and manufacturing development on the Town land use plan map (See Map 12 in Chapter VI).
- Identify lands for agricultural-open space use on the Town land use plan map in order to maintain an agricultural economy in the Town (See Map 12 in Chapter VI).
- Support economic development organizations that act to retain and create employment opportunities for residents of the Town.
- Promote the positive attributes of the Town to desirable businesses that may consider locating or expanding in the Town.

Programs:

- Business and manufacturing uses shall be designed in a compact fashion where possible and not stripped along a roadway.
- New business and manufacturing development shall receive site plan approval for building appearance, access, landscaping, parking, lighting, vehicle and equipment storage, noise and dust control, and stormwater runoff.
- A landscaped buffer strip for the purpose of screening shall be required between business/manufacturing sites and adjacent residential development.

- Existing business uses in the Town may be allowed to continue, but may not necessarily be allowed to expand.
- Existing manufacturing uses in the Town not adjacent to USH 45 may be allowed to continue, but may not necessarily be allowed to expand.
- Development shall meet and comply with the natural resources protection recommendations in Chapter V.

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 the intergovernmental cooperation element to compile objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts, drainage districts, and adjacent local governmental units, for siting and building public facilities and sharing public services. This element shall analyze the relationship of the Town to school districts, drainage districts, and adjacent local governmental units, and to the Region, the State, and other governmental units; consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the Town shares common territory; incorporate any plans or agreements to which the Town is a party under Sections 66.0301, 66.0307, or 66.0309; and identify existing or potential conflicts between the Town and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.¹

In addition, the planning goals set forth in Section 16.965 of the *Statutes* should be followed in the event the Town intends to pursue planning grants from the Wisconsin Department of Administration (DOA). Because the preparation of this plan was partially funded by a grant from the DOA, it must follow the 14 State planning goals. The 14 State planning goals are set forth in Chapter I.

Some of the benefits of Intergovernmental Cooperation include:

- **Cost Savings**
Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation 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.

¹*There are no drainage districts or military bases or installations in the Town of Kewaskum.*

- **Early Identification of Issues**

Cooperation 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**

Cooperation 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 45). The department will also provide assistance to the Town with 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 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 and a Haz Mat team that serve all communities in the County, including the Town of Kewaskum.

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 Kewaskum 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 Kewaskum, are shown on Map 17 and listed in Table 42 in Chapter IX. Chapter IX also describes facilities planning by school districts to determine and provide for future needs. There are no schools located in the Town.

The Kewaskum School District 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.² The Town of Kewaskum 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 Kewaskum.

Adjacent Local Governments

The Town has agreements with the Towns of Farmington and Wayne and the Village of Kewaskum, all in Washington County, and the Town of Auburn in Fond du Lac County for maintenance of roads on the Town line that are not under County or State jurisdiction. The Town also has a service agreement with the Village of Kewaskum Fire Department for fire protection and 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.³ 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.

²*The Mid-Wisconsin Federated Library System includes 27 public libraries located in Washington, Dodge, and Jefferson Counties.*

³*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 D.

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.

PART 2: EXAMPLES OF EXISTING SERVICE AND OTHER AGREEMENTS IN THE TOWN OF KEWASKUM

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 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 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 Kewaskum 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.
 - Service agreement with the Village of Kewaskum Fire Department for fire protection and for emergency rescue services.
 - Agreements with the Towns of Farmington, Wayne, and Auburn, and the Village of Kewaskum 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 Kewaskum 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 Kewaskum 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 Kewaskum are part of the SEWRPC region, which serves the seven counties and 146 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 Kewaskum, 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 Kewaskum has identified primary and secondary environmental corridors on the Town land use plan map (Map 12 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 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 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 Kewaskum 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, 2008.⁴

PART 4: INTERGOVERNMENTAL CONFLICTS AND DISPUTE RESOLUTION

Dispute Resolution Process⁵

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. The Town of Kewaskum adopted a resolution on April 20, 2009 agreeing to participate in the dispute resolution process. The Town was the first local government in the County to formally agree to participate.

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.

⁴*Documented in SEWRPC Community Assistance Planning Report No. 287, A Multi-Jurisdictional Comprehensive Plan for Washington County: 2035, April 2008.*

⁵*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.*

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.

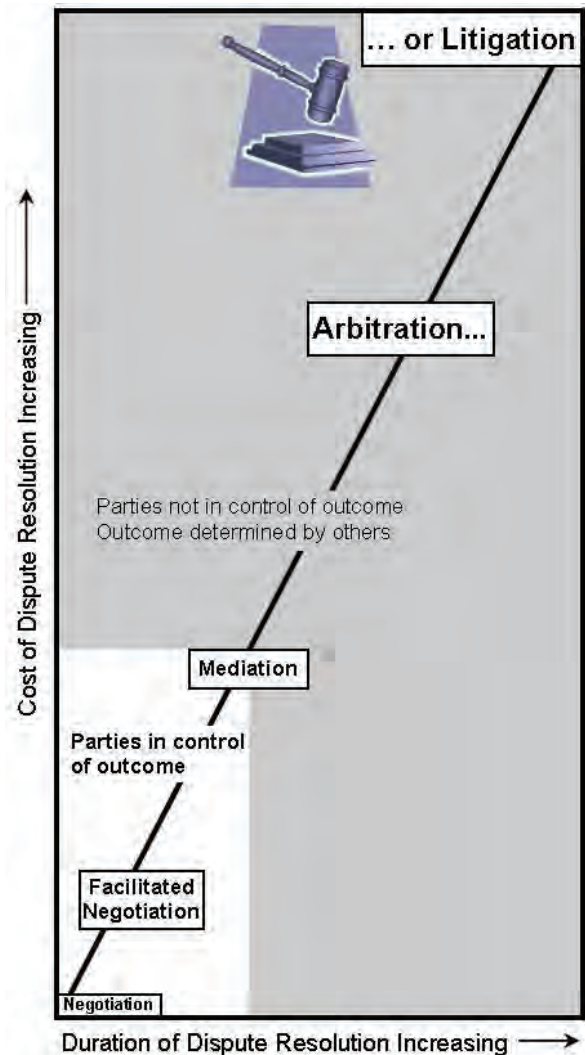
There are two basic elements involved with negotiation: the process and the substance. The process refers to how the parties negotiate: the context of the negotiations, the parties to the negotiations, the relationships among these parties, the communication between these parties, the tactics used by 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.

Figure 3

DISPUTE RESOLUTION LADDER



Source: the Dispute Resolution Board Foundation and Washington County.

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 E.

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 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. Map 13 in Chapter VI shows the Village of Kewaskum's planned 2035 urban service area boundary and the Village's planned sewer service area boundary. Both the Village 2035 urban service area and planned sewer service area contain portions currently within the Town of Kewaskum. The Town of Kewaskum designates areas surrounding the Village for residential development at a density of one home per 40,000 square feet, or slightly less than one acre. The Village plan recommends densities equivalent to one home per 20,000 to 30,000 square feet north of the Village and up to four homes per acre (about 10,000 square foot lots) on the west and south sides of the Village. In addition, the Village plan anticipates that new homes constructed in the urban service area would be provided with sanitary sewer and public water services. It would be cost-prohibitive to provide sewer and water services to areas developed at the one home per acre density recommended by the Town land use plan.

Other differences include commercial areas on the north side of the Village east of USH 45 on the Town plan, which are designated for residential use on the Village plan; and the area west of CTH V shown on the Village plan for industrial development, but shown for agricultural and residential on the Town plan. The plans are similar for the area south of Badger Road, which are designated for commercial, residential, and recreational uses on both plans.

Maps 15 and 16 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 Kewaskum 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. A boundary agreement between the Town and Village of Kewaskum would be another means of resolving conflicts between the communities, particularly when disputes are based on conflicting recommendations for future land uses or residential densities within the village's extraterritorial area and/or 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, OBJECTIVES, POLICIES, AND PROGRAMS

Goals:

- Maintain the existing boundaries of the Town of Kewaskum.
- Coordinate with school districts as they plan and locate facilities.
- Establish and/or continue cooperative planning with neighboring communities.
- Maintain a safe and efficient transportation system in the Town through cooperative planning with local, county, regional, and State officials.

Objectives:

- Work with neighboring communities on development and growth issues which affect land use in the Town.
- Create and maintain a buffer area of residential use on properties immediately adjacent to the Village of Kewaskum.
- Pursue shared services with neighboring communities when appropriate.
- Cooperate with school districts and other units of government when selecting sites for locating public facilities such as schools, fire stations, and libraries.

Policies:

- Support cooperative planning with the Village of Kewaskum to assure that growth is orderly and land conserving.
- Work with other units and agencies of government and private entities, where appropriate, to construct and/or operate community facilities and services in a cost-effective and efficient way through joint service agreements.
- Participate 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 17 in Chapter IX.

Programs:

- 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.
- Cooperate with Washington County and adjacent communities when approached to consider joint service agreements or facilities, as appropriate.
- 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.

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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 the implementation element to compile 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 contained in this comprehensive plan. This element shall describe how each of the elements of this comprehensive plan will be integrated and made consistent with the other elements of this comprehensive plan; include a mechanism to measure the Town's progress toward achieving all aspects of this comprehensive plan; and include a process for updating this comprehensive plan. A comprehensive plan shall be updated no less than once every 10 years.

In addition, the planning goals set forth in Section 16.965 of the *Statutes* should be followed in the event the Town intends to pursue planning grants from the Wisconsin Department of Administration (DOA). Because the preparation of this plan was partially funded by a grant from the DOA, it must follow the 14 State planning goals. The 14 State planning goals are set forth in Chapter I.

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:¹
 - 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).

¹The Wisconsin Department of Administration 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 Southeastern Wisconsin Regional Planning Commission (SEWRPC).
- The public library serving the Town (the Kewaskum Public 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 September 28, 2009. A public hearing was also held before the Town Board on September 28, 2009. The Town provided public notice of the hearing before the Town Board in accordance with the requirements of the comprehensive planning law, and distributed the draft plan report to all of the parties specified in the law. The Plan Commission approved the plan on October 19, 2009. The Plan Commission resolution approving the comprehensive plan and recommending adoption of the plan by the Town Board is included in Appendix F.

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 Kewaskum Town Board adopted this comprehensive plan on October 19, 2009. A copy of the adopting ordinance is included in Appendix G.

A public participation plan for development of this comprehensive plan was prepared in 2004, and adopted by the Town Board on September 20, 2004 (see Appendix B).

PLAN AMENDMENTS AND UPDATES

This comprehensive plan should be reviewed periodically to ensure that the land use plan map and plan categories, the goals, objectives, policies and programs, and other plan information reflects current conditions, and that the plan is achieving its intended goals. If it is determined that plan text, maps, or other features of the plan are not satisfactory, a plan amendment may be necessary.

Text Amendments

Text amendments to plan recommendations may consist of changing a goal, objective, policy, or program included in one of the plan element chapters, or adding or deleting a goal, objective, policy, or program. Changing the uses allowed in a category shown on the land use plan map, or adding new land use plan categories, would also be a change to plan recommendations.

The plan could also be amended to change the population projections or other assumptions used as a basis for the plan, or to update inventory information to reflect more current data. For example, more current population and employment data will be available once the results of the 2010 Census are released. Once that information is available, the Town may wish to re-evaluate the population projection used to prepare this plan.

Map Amendments

The land use plan map (Map 12) may be amended to add, delete, or change the boundaries of land use plan categories. The initial plan map represents a starting point to guide growth and development in the Town according to the goals, objectives, policies, programs, and overall vision documented in the plan. Town officials should use the vision, goals, objectives, policies, and programs as a basis for amending the land use plan map.

Amendment Procedures

The purpose of this plan is to bring and provide predictability to land use decisions; that is, predictability from one decision to the next and from one Town Board to the next, based on the policies and programs set forth in the plan. For this reason, amendments should be carefully considered and have thorough public comment. Indeed, the comprehensive planning law requires that any plan amendment follow the same procedure as that used 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* (listed on the first page of this chapter). The Town may consider adopting an “umbrella” public participation plan to be used for all plan amendments.

Proposed amendments will be considered as needed at a joint meeting of the Town Plan Commission and Town Board. The Town Board, upon recommendation of the Town Plan Commission, may consider (but is not obligated to approve) amendments to this plan. The Town Plan Commission and the Town Board will consider the following questions when considering approval of a plan amendment:

- Is the proposed amendment consistent with the vision, goals, objectives, policies, and programs of this plan?
- Will the proposed amendment benefit the Town as a whole?
- Will the proposed amendment lead to any detrimental environmental effects?
- Is the proposed amendment compatible with surrounding land uses?
- Will the proposed amendment lead to development that will require additional public services and costs?
- Will the proposed amendment limit future land use options and opportunities?

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 Kewaskum 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 tools for implementing 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 this plan and balances individual property rights with community interests and goals. The zoning ordinance contains provisions for regulating the use of property, the size of lots, the intensity of development, site planning, the provision of open space, and the protection of natural resources.

The Town zoning ordinance includes the zoning districts and other regulations needed to implement this comprehensive plan, including the land use plan map (Map 12 in Chapter VI). Table 52 lists each of the land use plan categories on Map 12 and the corresponding zoning districts. A summary of zoning districts is included on Table 11 in Chapter II. No amendments to the Town zoning ordinance text are needed to achieve consistency between the comprehensive plan and the ordinance.

Zoning Map Amendments

Zoning Map Amendments to Achieve Consistency Between the Comprehensive Plan and Zoning Map

Prior to or immediately following adoption of this plan by the Town Board, the Plan Commission will initiate appropriate amendments so that the zoning map is consistent with the recommendations of this plan, particularly the land use plan map. The following changes will be considered by the Town Plan Commission and Town Board:

- Change the legend on the zoning map to delete the Q-1 Quarrying and Nonmetallic Mining District, the L-1 Landfill District, and the HPD Historic Preservation Overlay District, and change the name of the Lowland Conservation Overlay to the C-1 Lowland Conservancy Overlay District. The Q-1, L-1, and HPD Overlay districts were repealed when the Town zoning ordinance was comprehensively updated in 2007. The name of the C-1 overlay district was also changed at that time.
- Amend the Town zoning map to apply the C-1 overlay district to non-farmed wetlands identified on the 2005 Wisconsin Wetland Inventory map. A comparison of wetlands identified in the Town by the SEWRPC year 2000 land use inventory² and the year 2005 DNR wetland inventory is shown on Map 18.

²The year 2000 SEWRPC land use inventory was used as the basis for identifying the environmental corridors and wetlands (lowland conservancy overlay) shown on the Town land use plan map (Map 12 in Chapter VI).

Table 52

TOWN OF KEWASKUM LAND USE PLAN CATEGORIES AND CORRESPONDING ZONING DISTRICTS

Land Use Plan Categories (see Map 12 in Chapter VI)	Corresponding Zoning Districts
Agricultural Preservation	EA Agricultural Preservation District
Agricultural Open Space	EA Agricultural Preservation District A-1 Agricultural/Open-Space District
Residential	R-1 Single-Family Residential District ^a
Business	B-1 Business District ^a
Manufacturing	M-1 Manufacturing District ^a B-1 Business District ^a
Commercial Recreation	P-1 Park District
Government and Institutional	I-1 Institutional District ^a
Public Lands	P-1 Park District
Mining Area	EA Agricultural Preservation District ^b A-1 Agricultural/Open-Space District ^b
Lowland Conservancy Overlay	C-1 Lowland Conservancy Overlay District
Primary and Secondary Environmental Corridor Overlay	Regulated under Section 17.03 (8) of the Town zoning ordinance ^c

^aThe EA or A-1 zoning district may be applied on an interim basis on parcels in agricultural use until an application is approved for a specific residential, business, manufacturing, or institutional use.

^bNonmetallic mineral extraction may be allowed as a conditional use in the EA and A-1 zoning districts.

^cThe C-1 Lowland Conservancy Overlay District should be applied to wetlands and surface waters in primary and secondary environmental corridors. Upland portions of environmental corridors are regulated under Section 17.03(8) of the Town of Kewaskum Zoning Ordinance. Upland areas are those outside wetlands and surface waters, and typically include woodlands, steep slopes, and wildlife habitat.

Source: SEWRPC.

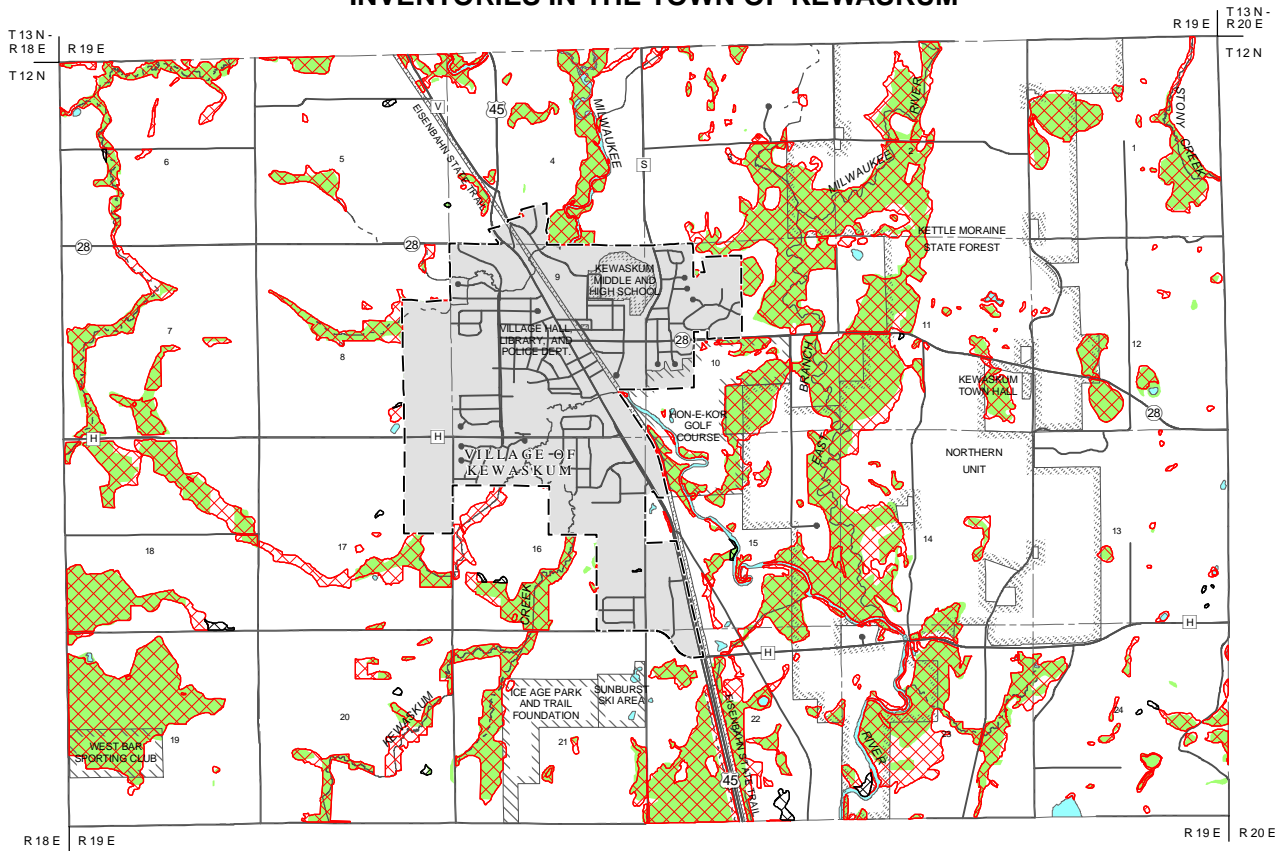
The new DNR wetland inventory includes a “farmed wetland” category. “Farmed wetlands” are defined by the Natural Resources Conservation Service (NRCS) as “land that is partially altered but because of wetness, cannot be farmed every year.”³ The Wetland Conservation provisions of the 1985 Farm Bill, as 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 EA or A-1 zoning district as long as the parcel remains in agricultural use. When a parcel containing a farmed wetland is rezoned to an urban use (residential, business, manufacturing, or institutional), the C-1 overlay district should be applied to the wetland.

- Areas that are currently in agricultural use, and zoned for such use, but shown on the land use plan map for future urban development may remain in agricultural zoning as long as the parcel remains in agricultural use. Rezoning that would accommodate residential, commercial, industrial, or other urban use shown on the land use plan map will be considered when a property owner submits a request for rezoning that specifies the proposed use of the property and, where required by the zoning ordinance, a proposed site plan.

³Definition taken from the “Wetland Restoration Handbook for Wisconsin Landowners, 2nd edition, written by Alice L. Thompson and Charles S. Luthin, DNR Publication No. PUB-SS-989, 2004.

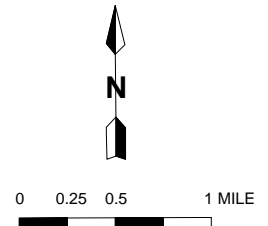
Map 18

COMPARISON OF 2000 AND 2005 WETLAND INVENTORIES IN THE TOWN OF KEWASKUM



- WETLANDS FROM 2000 SEWRPC LAND USE INVENTORY
- NON - FARMED WETLANDS FROM 2005 DNR WISCONSIN WETLAND INVENTORY
- FARMED WETLANDS FROM 2005 DNR WISCONSIN WETLAND INVENTORY
- SURFACE WATER (2000)

Source: Wisconsin Department of Natural Resources and SEWRPC.



Future Rezoning

The land use plan map and the goals, objectives, policies, and programs in this comprehensive plan provide the basis for making zoning decisions, in a consistent and orderly fashion, to maintain the rural character of the Town of Kewaskum. Once zoning for a development has been granted, the Town's role and authority is significantly diminished.

The Town Plan Commission and Town Board will use the following guidelines when considering rezonings requested after this plan is adopted:

- Rezoning should be granted only for specific development sites and not for large areas which are not proposed for immediate development.
- If the Town wishes to indicate the development potential of a larger area, the Land Use Plan map will be amended to designate the desired use. This will indicate the Town's long-term intention, but withholds final zoning approval until the exact timing and scope of development is known.
- The Town will work with owners of vacant land already zoned for development in order to ensure that the goals, objectives, policies, and programs of this plan are met. For example, in the case of an area zoned for homes, the Town should encourage landowners to use cluster development, tree planting, and vegetative landscaping techniques to maximize the rural qualities of the sites.

All rezoning applications should be carefully reviewed relative to the land use plan map and plan goals, objectives, policies, and programs. 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.

Land Division Ordinance and Official Mapping Ordinance

Land Division Ordinance

The Town Plan Commission and Town Board will consider amending Section 5.02 of the Town Land Division Ordinance to require preliminary plats to include the boundaries of primary and secondary environmental corridors within the proposed subdivision. This information will assist in determining if minimum lot size and other requirements of the Town zoning ordinance applicable to lots within environmental corridors will be met.

Official Mapping Ordinance

The Town of Kewaskum 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, policies, and programs regarding implementation of this plan:

Goals:

- Ensure the Town of Kewaskum's comprehensive plan remains relevant.
- Provide access to the plan and implementing ordinances.

Objectives:

- 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:

- Publicize agendas and minutes of meetings at which land use and zoning are discussed.
- Provide public notice of proposed plan amendments and rezonings.
- Provide a structured format for citizens to make their opinions known at meetings where land use changes are being discussed.

Programs:

- Provide public notice and hold a public hearing on proposed plan amendments, in accordance with Section 66.1001(4) of the *Statutes*.
- Notify adjacent landowners when a proposed land use plan map amendment or rezoning application for a specific parcel or group of parcels will be considered by the Town Plan Commission and Town Board.
- Provide copies of the plan to public libraries and post a copy on the SEWRPC website (www.sewrpc.org).
- Continue to post zoning and subdivision ordinances on the Town website (www.townofkewaskum.com), and provide paper copies of the ordinances on request.

PROGRAM PRIORITIZATION

As previously noted, the comprehensive planning law requires the Implementation Element to include a compilation of programs, in a specified sequence, to implement the recommendations set forth in the nine required plan elements. The Town of Kewaskum Plan Commission and Town Board reviewed the programs developed as part of the plan (there are no programs recommended in the Issues and Opportunities Element) and developed a relative priority ranking for their implementation. Recommended priorities for implementing programs are presented in Table 53. Any new programs recommended in this plan must be individually reviewed and approved by the Town Board through the annual budget process prior to implementation.

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 by the same staff with great care given to ensure internal consistency among the various elements. All element chapters were reviewed by the Town of Kewaskum Plan Commission and Town Board. There are no known inconsistencies among plan elements.

PROGRESS IN IMPLEMENTING THE PLAN**Annual Report on Plan Implementation**

The Town Plan Commission will undertake a general plan reevaluation once a year, which may include a brief description of activities conducted to implement the plan and a list of plan amendments approved by the Town Board during the year.

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.⁴ 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 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.

⁴The Town is required to update the comprehensive plan at least once every 10 years by the State comprehensive planning law.

Table 53

TOWN OF KEWASKUM COMPREHENSIVE PLAN IMPLEMENTATION PRIORITIES

Note: Priorities were determined by the Town Plan Commission and Town Board. Each program 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 program is noted in parenthesis at the end of the program.

Implementation programs receiving a priority rating of 1.50 or lower (highest priority for implementation):

- **Program:** Allocate sufficient area for residential development on the Town land use plan map (Map 12 in Chapter VI) to accommodate the anticipated population of the Town in 2035. (1.00)
- **Program:** Notify adjacent landowners when a proposed land use plan map amendment or rezoning application for a specific parcel or group of parcels will be considered by the Town Plan Commission and Town Board. (1.00)
- **Program:** Require residential development standards and designs which protect and maximize natural, scenic, and open space qualities (see Chapter VI). (1.14)
- **Program:** Proposed development shall be required to comply with subdivision design standards of the Town to ensure effective layout and provision of services. (1.14)
- **Program:** The design and layout of new development shall be compatible with surrounding residential uses and character. (1.14)
- **Program:** New development shall receive site plan approval for building appearance, access, landscaping, parking, lighting, vehicle and equipment storage, noise and dust control, and stormwater runoff. (1.14)
- **Program:** 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. (1.14)
- **Program:** Provide copies of the plan to public libraries and post a copy on the SEWRPC website (www.sewrpc.org). (1.14)
- **Program:** Site plan review shall be required for all new residential development to protect open space and natural resources. The site plan shall show the location of all proposed and anticipated future development sites, improvements, waterbodies, wetlands, steep slopes, woodlands, agricultural lands, and other items as specified by the Town. (1.29)
- **Program:** A landscaped buffer strip for the purpose of screening shall be required between manufacturing sites and adjacent residential development. (1.29)
- **Program:** Continue to participate in the annual bridge inspection program conducted by Washington County. (1.29)
- **Program:** Lay out streets so that all vehicles, especially emergency vehicles, can travel in a safe and efficient manner. (1.29)
- **Program:** Provide public notice and hold a public hearing on proposed plan amendments, in accordance with Section 66.1001(4) of the *Statutes*. (1.29)
- **Program:** 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. (1.33)
- **Program:** Continue to post zoning and subdivision ordinances on the Town website (www.townofkewaskum.com), and provide paper copies of the ordinances on request. (1.33)
- **Program:** Nonmetallic mining activities shall comply with the requirements of the Town Zoning Ordinance and the Nonmetallic Mining Reclamation Ordinance. (1.43)
- **Program:** Land divisions in the Residential land use category shall be one acre minimum density, except in areas identified as environmental corridor where a five acre minimum density is required. (1.43)
- **Program:** Proposed development shall comply with the natural resource protection recommendations in Chapter V. (1.43)
- **Program:** The Town of Kewaskum supports the maintenance of churches and cemeteries to address the spiritual needs of the community. (1.43)
- **Program:** Continue to enforce the Town building code to ensure adequate insulation, heating, and plumbing. (1.43)
- **Program:** Consider preparing a Town stormwater management plan to provide for comprehensive and coordinated stormwater management facilities and measures. (1.43)
- **Program:** Continue to administer the Town erosion control and stormwater management ordinance. (1.43)
- **Program:** Cooperate with Washington County and adjacent communities when approached to consider joint service agreements or facilities. (1.50)

Table 53 (continued)

Remaining implementation programs, listed in relative rank order:

- **Program:** Waterways shall be protected from disturbance and damage to ensure protection of water quality. Practices such as limiting the access of cattle to waterways, stormwater detention basins, manure storage structures, erosion control measures, vegetative plantings, and buffer strips along waterways are some of the techniques available to protect the Town's water resources. (1.57)
- **Program:** To minimize the visual impact of development on the Town's landscape, the following design guidelines shall be reviewed prior to development approval: (1.57)
 - Structures should be located along field edges, tree lines and wooded edges, and not in the middle of open fields.
 - Existing roads should be incorporated into development plans.
 - Natural vegetation should be maintained to the greatest extent possible.
 - Stone fences and tree lines should be maintained whenever possible.
- **Program:** Development shall be designed in a compact fashion where possible and not stripped along the roadway. (1.57)
- **Program:** A landscaped buffer strip for the purpose of screening shall be required between business sites and adjacent residential development. (1.57)
- **Program:** On request, cooperate 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. (1.57)
- **Program:** Continue to comply with 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. (1.57)
- **Program:** Review of development proposals and rezoning requests should include consideration of the placement of driveways. Driveways shall be routed so as to not disrupt steep slopes. Driveway construction shall be required to provide erosion control measures for slopes of 8 percent or more. (1.71)
- **Program:** Land divisions in areas zoned EA shall have a minimum density of 10 acres. Land divisions in remaining areas in the Agricultural-Open Space category shall have a minimum density of five acres, including areas identified as environmental corridors. (1.71)
- **Program:** Land use of properties adjacent to State Forest lands shall be restricted to the Agricultural-Open Space category, including residential development at a density of no more than one home per five acres. (1.71)
- **Program:** 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. (1.71)
- **Program:** Notify Washington County when a certified survey map (CSM) 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. (1.71)
- **Program:** Continue to work with Washington County and SEWRPC to implement desired recommendations from the Washington County Jurisdictional Highway System Plan (Maps 15 and 16) and the Transportation Improvement Program. (1.71)
- **Program:** Conform to existing topography, if possible, when constructing new streets. (1.71)
- **Program:** Consider connections to existing or future development on adjacent parcels when reviewing site plans, preliminary plats, and certified survey maps. (1.83)
- **Program:** The following criteria shall be considered when creating a residential lot for a farm owner, operator, or worker: (1.86)
 - The proposed lot shall be no more than one acre in size, while maintaining an overall density of no more than one home per 10 acres of land.
 - The proposed lot will not convert land that is tillable, unless no other land is available for such use.
 - The proposed lot will not limit or detract from the surrounding land's potential for agricultural use.
 - The proposed lot will not conflict with farming operations on other properties.

Table 53 (continued)

- The proposed lot makes use of existing access roads where practical, and/or is part of an existing farmstead, or the site is designed in a way to maintain a rural setting.
- The proposed lot adheres to the natural resources recommendations in Chapter V.
- **Program:** Areas identified as environmental corridors within the Agricultural Preservation category shall be restricted to agricultural and open space uses. (1.86)
- **Program:** Existing non-conforming uses shall be allowed under the guidelines and requirements of the Town of Kewaskum Zoning Ordinance. (1.86)
- **Program:** Proposed development shall comply with recommendations for transportation and access in Chapter VIII. (1.86)
- **Program:** Businesses which are related to or compatible with farming operations may be permitted if the following criteria are met: (2.00)
 - The proposed business and use presents a minimal impact to farming operations and agricultural land.
 - A Conditional Use Permit shall be required to limit the allowable uses and prohibit the expansion or conversion of the business to unacceptable or inappropriate commercial levels.
 - Home businesses utilize existing and approved structures.
- **Program:** 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)
- **Program:** Consider incorporating desired policies from State long-range transportation planning efforts, including *Connections 2030*, into Town of Kewaskum plans. (2.00)
- **Program:** 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. (2.00)
- **Program:** Work with State and County governments and nonprofit conservation organizations for the long-term protection of environmental corridors, natural areas, critical species habitat sites, and other endangered species habitat areas. (2.14)
- **Program:** The Town of Kewaskum supports the DNR's potential acquisition boundary for State Forest lands. (2.14)
- **Program:** Commercial recreational facilities, such as high-use campgrounds, shall be prohibited adjacent to State Forest lands. (2.14)
- **Program:** Consider amending the Town zoning ordinance to accommodate accessory units in residential zoning districts as an option for providing affordable housing and housing for the elderly and persons with disabilities. (2.14)
- **Program:** 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. (2.14)
- **Program:** An on-site reforestation plan shall be submitted for review by the Town for new development in woodlots five acres or larger. (2.29)
- **Program:** Land divisions in the Agricultural Preservation category shall have a minimum 10 acre density. (2.29)
- **Program:** On request, cooperate 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. (2.29)
- **Program:** On request, cooperate with government agencies and developers to implement creative ideas that are supported by the Town to provide low- and moderate-income housing in the Town while maintaining appropriate densities. (2.43)
- **Program:** Consider conducting a needs assessment and adopting an impact fee ordinance for facilities provided by the Town. (2.43)
- **Program:** Existing business uses in the Town may be allowed to continue, but may not necessarily be allowed to expand. (2.57)
- **Program:** Existing manufacturing uses in the Town not adjacent to USH 45 may be allowed to continue, but may not necessarily be allowed to expand. (2.57)

Source: Town of Kewaskum and SEWRPC.

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 Kewaskum 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 comprehensive 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)(i) 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.

Chapter XIII

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 Kewaskum; 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 |

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 during development of the Town comprehensive plan, referred to as a public participation plan.
- The multi-jurisdictional comprehensive planning workgroup, with assistance from County and UW-Extension staff, developed a recommended public participation plan (PPP) for the multi-jurisdictional plan and each local government plan. The PPP was adopted by the Kewaskum Town Board on September 20, 2004.

Plan Review and Adoption Requirements of Wisconsin Statutes:

- 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 to the Town Board on October 19, 2009.

- The plan commission recommendation must be in the form of a resolution adopted by a majority vote of the entire membership of the commission (see Appendix F).
- The Town must adopt Village powers in order to establish a Plan Commission. The Town of Kewaskum adopted Village powers on April 3, 1962, and established a Town Plan Commission on March 17, 1986.
- 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. This plan was adopted by the Kewaskum Town Board on October 19, 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 Kewaskum Town Board held a public hearing on the plan on September 28, 2009.
- 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 (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

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 Kewaskum land use plan 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.

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 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.

The Planning Area

The planning area is composed of the Town of Kewaskum, which in 2007 encompassed a total of 14,117 acres, or about 22 square miles. The Town is located in the north central portion of Washington County. It is bordered by the Town of Auburn in Fond du Lac County on the north; and by the Town of Farmington on the east, by the Town of Barton on the south, and by the Town of Wayne on the west, all located in Washington County. The Town completely surrounds the Village of Kewaskum.

Benefits of Comprehensive Planning

- Planning helps define the future character of a community.
- Planning helps protect natural and cultural resources.
- Planning can provide a rational basis for local decisions.
- Planning can provide certainty regarding future development.
- Planning can save money.
- Planning can promote economic development.
- Planning can promote public health.

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.

CHAPTER II - EXISTING PLANS AND ORDINANCES: 2007

A review of the existing framework of areawide and local plans and related land use regulations was conducted at the beginning of the planning process, and are summarized in the following paragraphs:

Town of Kewaskum Land Use Plan

An updated *Town of Kewaskum Land Use Plan* was adopted by the Town Plan Commission on March 14, 2006, and by the Town Board on March 20, 2006. Protection of agricultural resources and rural preservation are the focus of the plan. The plan includes an agricultural preservation classification that was established to preserve parcels at least 10 acres in size that predominately contain agricultural land and protect farming operations from encroaching non-farm development. According to the plan, residential development will be restricted to existing housing development and lands surrounding the Village of Kewaskum. Permitted uses in the residential area include only single-family homes, parks, and churches. The maximum residential density is one home per acre, except in areas identified as environmental corridor where a five acre minimum density is recommended. This comprehensive plan revises and replaces the Town land use plan to reflect changing conditions in the Town, and to meet State comprehensive planning requirements.

Town of Kewaskum Zoning Ordinance

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. The Kewaskum Town Board adopted an updated zoning ordinance in February 2007. A zoning map for the Town was adopted in April 1997, and was most recently updated in November 2008. Zoning within the Town consists of seven basic zoning districts and one overlay district. Washington County enforces shoreland and floodplain zoning regulations in shoreland areas in the Town of Kewaskum.

Town of Kewaskum Land Division Ordinance

Under Chapter 236 of the *Statutes*, local governments are required to review and take action on plats for subdivisions. 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 Kewaskum adopted a land division ordinance, which applies to all lands within the Town, in November 1999. Under the ordinance, a subdivision plat is required for any 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. All other divisions of land within the Town require Town Board approval of a certified survey map.

Other Town Land Use-Related Ordinances

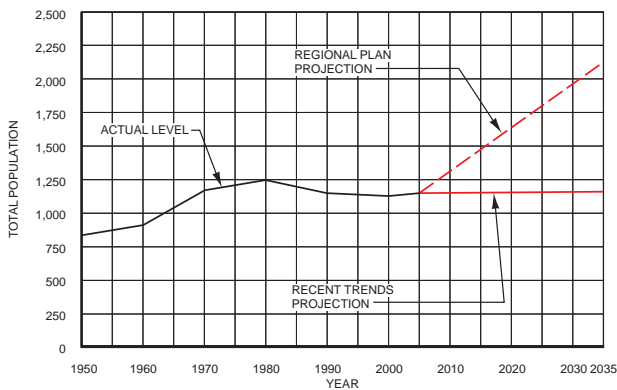
In addition to the zoning and land division ordinances, the Town of Kewaskum has adopted a stormwater management and erosion control ordinance and a nonmetallic mining reclamation ordinance. The Town has not adopted an official map and is not required to do so.

Extraterritorial Zoning Regulations

In November 2006, the Village of Kewaskum initiated an extraterritorial zoning process for adjacent lands in the Town of Kewaskum. A joint extraterritorial zoning committee, composed of three members of the Village Plan Commission and three members appointed by the Town Board, was formed to develop zoning regulations and a

Figure 4

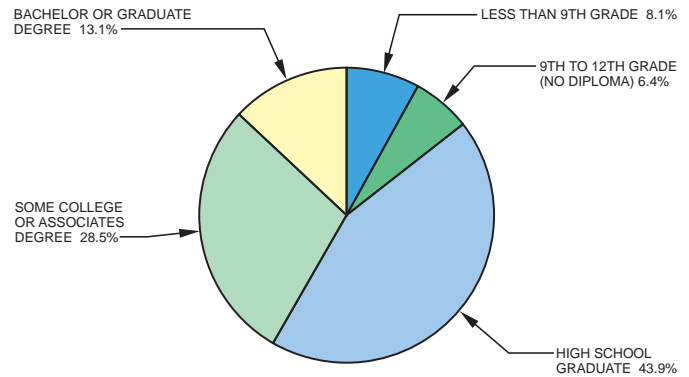
HISTORICAL AND ALTERNATIVE POPULATION LEVELS IN THE TOWN OF KEWASKUM: 1950-2035



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

Figure 5

TOWN OF KEWASKUM EDUCATIONAL ATTAINMENT OF PERSONS 25 YEARS OF AGE AND OLDER: 2000



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

zoning map for the extraterritorial area. The Town was not consulted when the Village prepared the preliminary extraterritorial zoning map. The two-year process specified in Section 62.23(7a) of the *Statutes* ended in November 2008 without adoption of an extraterritorial zoning ordinance, and the process was terminated.

Extraterritorial Plat Authority

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. Portions of the Town are located in the extraterritorial plat review areas of the Village of Kewaskum and the City of West Bend. Both the Village and the City exercise extraterritorial plat review authority in portions of the Town.

CHAPTER III - POPULATION, HOUSEHOLD, AND EMPLOYMENT TRENDS AND PROJECTIONS

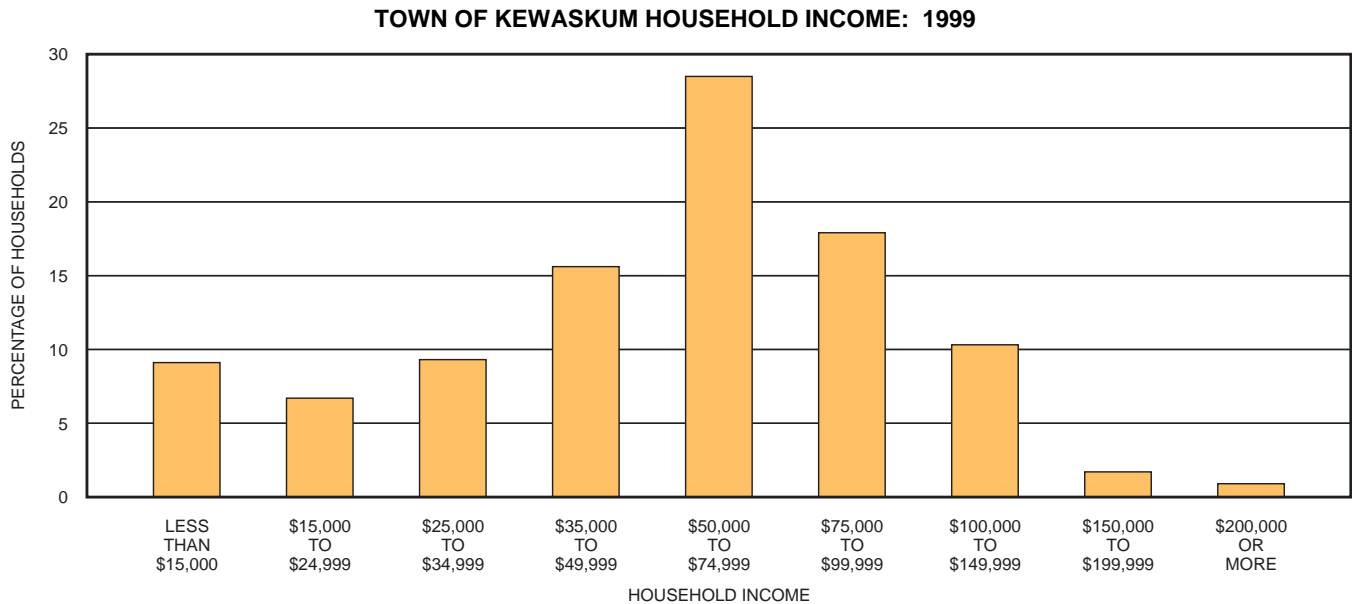
Population

- The January 1, 2007 DOA population estimate for the Town of Kewaskum was 1,131 residents.
- The 2035 regional land use plan envisions a future population of 2,100 Town residents in 2035, while a continuation of recent trends would result in about 1,150 Town residents in 2035 (See Figure 4).
- 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 and other comprehensive planning elements on a 2035 population projection of 1,459 persons, which falls between the regional land use plan and “recent trends” projections.
- The median age in the Town of Kewaskum in 2000 was 39 years, compared to a median age of 37 years in the County.

Educational Attainment

- In 2000, nearly 42 percent of Town of Kewaskum residents age 25 years of age 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 are well suited for skilled employment such as management, professional, business, and financial occupations and skilled and high tech production positions (See Figure 5).

Figure 6

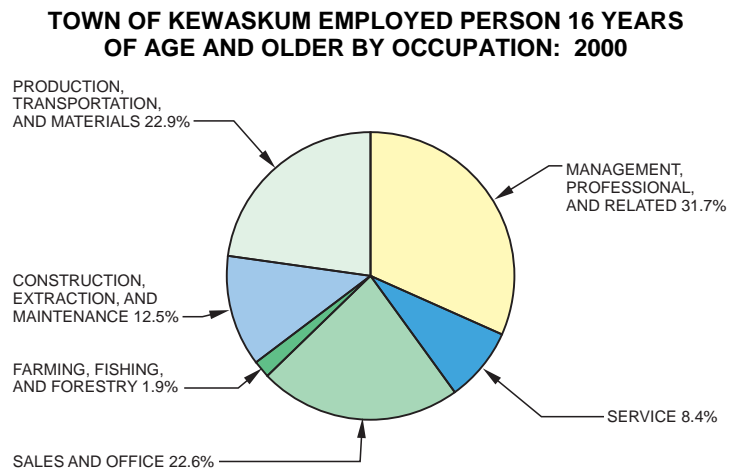


Source: U.S. Bureau of the Census and SEWRPC.

Households

- There were 394 households in the Town of Kewaskum, with an average household size of 2.84 persons in 2000.
- The selected population projection would result in approximately 568 households in the Town in 2035, based on an anticipated average household size of 2.57 persons per household.
- The annual median household income in the Town of Kewaskum in 1999 was \$59,500, which was \$2,467, or about 4 percent, higher than the 1999 annual median household income in the County (See Figure 6).

Figure 7



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

Employment

- There were 666 Town of Kewaskum residents age 16 years of age and older in the labor force in 2000.
- The largest percentage of Town workers, about 32 percent, was employed in management, professional, and related occupations (See Figure 7).

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

“In 2035, the Town of Kewaskum remains the “Gateway to the Northern Kettle Moraine” with all of its scenic beauty and recreational opportunities. The Town’s safe and quiet rural atmosphere is made up of farmland, open space, and mostly single-family residential development that has a minimal impact on the landscape and the local tax levy. The Town has a working relationship with the Village of Kewaskum that includes cooperating on boundary issues and public services.”

Overall goals and objectives developed by the Town are presented in Chapter IV. The overall goals are general and provided the framework for more specific goals in the eight element Chapters (Chapters V through XII).

CHAPTER V - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES ELEMENT

Inventory of Soils and Agricultural Resources

Saturated Soils

Approximately 31 percent of the Town of Kewaskum is covered by hydric soils (about 4,498 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.

Existing Farmland

There were 7,034 acres, or about 50 percent of the Town, in agricultural use in 2000.

- Cultivated lands covered approximately 6,058 acres, or 83 percent of agricultural lands in the Town.
- Pasture land and unused agricultural land covered approximately 1,072 acres, or 15 percent of agricultural lands in the Town.
- Orchards, nurseries, and specialty crops covered approximately 2 acres, or less than 1 percent of agricultural lands in the Town.
- Farm buildings covered approximately 145 acres, or 2 percent of agricultural lands in the Town.

Inventory of Natural Resources

Topography

- The Kettle Moraine passes through the Town of Kewaskum and provides the majority of the Town’s landscape with scattered patches of glacial drift and glacial outwash occurring throughout the remainder of the Town.
- About 1,625 acres, or more than 11 percent of the Town, have slopes of 20 percent or greater; while about 1,366 acres, or almost 10 percent of the Town, have slopes ranging from 12 to 20 percent.
- 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 through the Town of Kewaskum. Two additional geological sites among the 11 identified sites are also located in the Town; the Kewaskum Kame, which was considered to be of county or regional significance, and the Kewaskum Quarry and Lime Kiln, which was considered to be of local importance.

Existing Nonmetallic Mining Sites

There were two active nonmetallic mining sites and no identified inactive nonmetallic mining sites in the Town in 2007.

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 88 acres of surface water, 2,930 acres of floodplains, and 2,350 acres of wetlands in the Town.

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. The Town of Kewaskum is located entirely east of the subcontinental divide 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. Major streams in the Town include the East Branch Milwaukee River, the Milwaukee River, and Kewaskum Creek. Major lakes are defined as those lakes which have a surface area of 50 acres or more. There are no major lakes in 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 identified in SEWRPC's regional land use inventory encompassed about 2,350 acres, or about 16 percent of the Town, in 2000.

Floodplains

The floodplains of a river are the wide, gently sloping areas usually lying on both sides of a river or stream channel. Floodplains within the Town identified as part of the shoreland and floodplain zoning map update for Washington County encompass 2,930 acres, or about 20 percent of the Town.

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. Shorelands within the Town identified as part of the shoreland and floodplain zoning map update for Washington County encompass 4,649 acres, or about 32 percent of the Town.

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. Recharge to groundwater is derived almost entirely from precipitation.

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 program¹ currently being conducted by SEWRPC will provide

¹*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.*

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. 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).

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.

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. In 2005, 277 acres of woodlands in the Town, of which 25 acres were open to the public, were enrolled in the program.

Natural Areas

A total of eight natural areas, encompassing about 1,239 acres, have been identified in the Town of Kewaskum. Two of the sites, the Kewaskum Maple-Oak Woods State Natural Area and the Milwaukee River Floodplain Forest State Natural Area, are classified as NA-1 sites, and together encompass about 221 acres. There are also four NA-2 sites within the Town which cumulatively encompass about 580 acres. The remaining two sites are classified as NA-3 sites and together encompass about 438 acres. The regional natural areas plan² recommends the preservation of all natural areas owned or located in the Town through protective acquisition.

Critical Species Habitat and Aquatic Sites

Six aquatic sites supporting threatened or rare fish or herptile species (Blanding's turtle) have been identified in the Town of Kewaskum. These six sites include about 15 miles of rivers and streams, including portions of the Milwaukee River, and about seven acres of lake waters. Aquatic habitat sites are protected under DNR regulations and County shoreland regulations.

Environmental Corridors and Isolated Natural Resource Areas

Primary Environmental Corridors

- At least 400 acres in size, two miles long, and 200 feet wide.
- In 2000, 5,664 acres, encompassing about 40 percent of the Town, were located within primary environmental corridors.

Secondary Environmental Corridors

- If linking primary corridors, no minimum area or length criteria apply.
- If not linking primary corridors, must be at least 100 acres in size and one mile long.
- In 2000, secondary environmental corridors, made up principally of scattered wetlands, totaled 227 acres, or about 2 percent of the Town.

²Documented in *SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997. An update to the plan is expected to be completed in 2009.*

Isolated Natural Resource Areas

- Encompasses at least five acres but not large enough to meet the size or length criteria for primary or secondary environmental corridors.
- In 2000, isolated natural resource areas within the Town, generally comprised of wooded areas, totaled 103 acres, or less than 1 percent of the Town.

The primary environmental corridors in the Town are located principally along the East Branch Milwaukee River, the Milwaukee River, Kewaskum Creek, and in the two State Forest Natural Areas located in the Town.

Park and Open Space Sites

Wisconsin Department of Natural Resources

The DNR owns the Eisenbahn State Trail, of which portions passing through the Town comprise about 41 acres. The DNR also owns a 3,054-acre tract in the Town comprising the Washington County portion of the Kettle Moraine State Forest-Northern Unit. In addition to land currently owned by the DNR, there is a larger project boundary associated with that portion of the Kettle Moraine State Forest-Northern Unit located within the Town. The Town of Kewaskum portion of the Kettle Moraine State Forest-Northern Unit project boundary encompasses an additional 694 acres within the Town.

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

As of 2009, a 126-acre site acquired and owned by the Ice Age Trail Alliance was the only privately owned site of this type in the Town of Kewaskum.

Lands Under by Protective Easements

There were conservation easements on three sites in the Town of Kewaskum in 2009, a 10-acre DNR easement in Section 3, a 10-acre DNR streambank protection easement in Section 6, and a second 10-acre DNR streambank protection easement in Section 7.

Town of Kewaskum Park and Open Space Sites

There are no park and open space sites owned by the Town of Kewaskum. However, there are three privately owned sites totaling 358 acres. The largest of these privately owned sites is the Hon-E-Kor Golf Course.

Inventory of Cultural Resources

As of 2008, no Town of Kewaskum sites were listed on the National Register of Historic Places or on the State Register of Historical Places. Thirty-four sites have been designated as County landmarks by the Washington County Landmarks Commission. One of the County Landmarks, the Backhaus Estate, on Old Fond du Lac Road, is located in the Town.

A local historical society, the Kewaskum 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.

Agricultural, Natural, and Cultural Resources Goals and Programs

Goals:

- Maintain and enhance the rural landscape of the Town of Kewaskum.
- Protect the Town of Kewaskum's agricultural lands and farming operations.
- Preserve the Town of Kewaskum's environmental resources.
- Protect the Kettle Moraine State Forest from encroaching development.
- Encourage preservation of historic or cultural structures and archaeological sites.

Programs:

- Require residential development standards and designs which protect and maximize natural, scenic, and open space qualities (see Chapter VI).
- Work with State and County governments and nonprofit conservation organizations for the long-term protection of environmental corridors, natural areas, critical species habitat sites, and other endangered species habitat areas.
- Review of development proposals and rezoning requests should include consideration of the placement of driveways. Driveways shall be routed so as to not disrupt steep slopes. Driveway construction shall be required to provide erosion control measures for slopes of 8 percent or more.
- Waterways shall be protected from disturbance and damage to ensure protection of water quality. Practices such as limiting the access of cattle to waterways, stormwater detention basins, manure storage structures, erosion control measures, vegetative plantings, and buffer strips along waterways are some of the techniques available to protect the Town's water resources.
- An on-site reforestation plan shall be submitted for review by the Town for new development in woodlots five acres or larger.
- Nonmetallic mining activities shall comply with the requirements of the Town Zoning Ordinance and the Nonmetallic Mining Reclamation Ordinance.

CHAPTER VI - LAND USE ELEMENT

Land Use Trends

- Between 1980 and 2000, the amount of land used for urban uses, including residential, commercial, industrial, and transportation uses, increased by about 348 acres, from about 811 acres to about 1,159 acres, or about a 43 percent increase. The amount of land used for residential, commercial, and industrial purposes increased by about 60 percent during this time period.
- The percentage of land classified as “nonurban” decreased by about 3 percent between 1980 and 2000. The amount of land used for agriculture decreased by about 636 acres, or by about 8 percent. The number of acres in the “open lands” category, that is, lands that are vacant and apparently unused, decreased by about 79 acres during the 1980 to 2000 period. The acreage of woodlands, wetlands, and surface waters increased by about 8 percent between 1980 and 2000, due primarily to an increase in wooded areas in the Town. The area within extractive sites decreased by 52 percent, from 25 acres in 1980 to 12 acres in 2000.

Existing Land Uses (2008)

Urban Land Uses

Urban land uses include residential, commercial, industrial, governmental and institutional, recreational, and transportation, communication, and utility uses. Urban uses encompassed 1,413 acres, or about 10 percent of the Town in 2008.

- Residential land comprised the largest urban land use category in the Town in 2008. Residential uses encompassed 596 acres, or about 42 percent of all urban land and about 4 percent of the Town.
- Business land uses encompassed 11 acres, or less than 1 percent of the Town.
- Transportation, communication, and utility uses encompassed 504 acres, or about 4 percent of the Town.
- Land used for government and institutional uses encompassed about 21 acres, or less than 1 percent of the Town.
- Intensively used recreational land encompassed about 261 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 trails, playfields, golf courses, ski hills, and associated parking.

Nonurban Land Uses

Nonurban land uses consist of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; extractive sites; and unused land. Nonurban land uses encompassed 12,704 acres, or about 90 percent of the Town, in 2008. Significant portions of the Town were used for agricultural purposes (about 50 percent) or encompassed within woodlands and wetlands (an additional 35 percent).

- Agriculture was the most common land use in the Town in 2008. Agricultural lands encompassed 7,037 acres, or about 50 percent of the Town. Agricultural lands include all croplands, pasture lands, and farm buildings.
- Natural resource areas consisting of surface water, wetlands, and woodlands combined to encompass 5,036 acres, or about 36 percent of the Town.
- Extractive sites encompassed about 26 acres, or less than 1 percent of nonurban land uses and less than 1 percent of the Town in 2008.³ There were two operating nonmetallic mining (extractive) sites in the Town.
- Open lands encompassed 605 acres, or about 4 percent of the Town. Open lands include lands in rural areas that are not being farmed and other lands that have not been developed, such as lots that have been platted but not yet developed.

There are no active landfills in the Town. The DNR has identified the former Town landfill in its registry of waste disposal sites. The DNR has not identified any environmentally contaminated sites in the Town.

TOWN OF KEWASKUM LAND USE PLAN

The land use plan map for the Town for the year 2035 is presented on Map 12 in Chapter VI. Table 29 in Chapter VI sets forth the number of acres and percent of the Town in each land use category on the Land Use Plan map. The 2035 land use plan builds on the land use plan adopted by the Town Board in 2006. Protection of agricultural resources and rural preservation were the focus of the 2006 plan, and remain the focus of the comprehensive plan.

Land Use Goals and Programs

Goals:

- Protect the Town of Kewaskum's agricultural lands and farming operations.
- Maintain and enhance the rural landscape of the Town of Kewaskum.
- Accommodate residential development primarily in areas designated for Residential use.
- Provide for business and industrial development only in designated locations.
- Preserve the Town of Kewaskum's environmental resources.
- Protect the Kettle Moraine State Forest from encroaching development.

Policies and Programs in the Agricultural Preservation Land Use Category:

- Land divisions in the Agricultural Preservation category shall have a minimum 10 acre density.
- The following criteria shall be considered when creating a residential lot for a farm owner, operator, or worker:
 - The proposed lot shall be no more than one acre in size, while maintaining an overall density of no more than one home per 10 acres of land.

³*Includes entire area owned by the site operator. This acreage differs from the acreage provided in Table 19 in Chapter V (Nonmetallic Mining Sites in the Town of Kewaskum: 2007) which includes only the areas that are operational, planned to be mined in the future, and portions of sites that have been reclaimed.*

- The proposed lot will not convert land that is tillable, unless no other land is available for such use.
- The proposed lot will not limit or detract from the surrounding land's potential for agricultural use.
- The proposed lot will not conflict with farming operations on other properties.
- The proposed lot makes use of existing access roads where practical, and/or is part of an existing farmstead, or the site is designed in a way to maintain a rural setting.
- The proposed lot adheres to the natural resources recommendations in Chapter V.
- Businesses which are related to or compatible with farming operations may be permitted if the following criteria are met:
 - The proposed business and use presents a minimal impact to farming operations and agricultural land.
 - A Conditional Use Permit shall be required to limit the allowable uses and prohibit the expansion or conversion of the business to unacceptable or inappropriate commercial levels.
 - Home businesses utilize existing and approved structures.
- Areas identified as environmental corridors within the Agricultural Preservation category shall be restricted to agricultural and open space uses.
- Existing non-conforming uses shall be allowed under the guidelines and requirements of the Town of Kewaskum Zoning Ordinance.

Policies and Programs in the Agricultural-Open Space Land Use Category:

- Land divisions in areas zoned EA shall have a minimum density of 10 acres. Land divisions in remaining areas in the Agricultural-Open Space category shall have a minimum density of five acres, including areas identified as environmental corridors.
- Site plan review shall be required for all new residential development to protect open space and natural resources. The site plan shall show the location of all proposed and anticipated future development sites, improvements, waterbodies, wetlands, steep slopes, woodlands, agricultural lands, and other items as specified by the Town.
- To minimize the visual impact of development on the Town's landscape, the following design guidelines shall be reviewed prior to development approval.
 - Structures should be located along field edges, tree lines and wooded edges, and not in the middle of open fields.
 - Existing roads should be incorporated into development plans.
 - Natural vegetation should be maintained to the greatest extent possible.
 - Stone fences and tree lines should be maintained whenever possible.

Policies and Programs in the Residential Land Use Category:

- Land divisions in the Residential land use category shall be one acre minimum density, except in areas identified as environmental corridor where a five acre minimum density is required.
- Proposed development shall be required to comply with subdivision design standards of the Town to ensure effective layout and provision of services.
- Proposed development shall comply with the natural resource protection recommendations in Chapter V.
- The design and layout of new development shall be compatible with surrounding residential uses and character.
- Proposed development shall comply with recommendations for transportation and access in Chapter VIII.

Policies and Programs in the Business Land Use Category:

- Development shall be designed in a compact fashion where possible and not stripped along the roadway.
- New development shall receive site plan approval for building appearance, access, landscaping, parking, lighting, vehicle and equipment storage, noise and dust control, and stormwater runoff.
- A landscaped buffer strip for the purpose of screening shall be required between business sites and adjacent residential development.
- Existing business uses in the Town may be allowed to continue, but may not necessarily be allowed to expand.
- Development shall meet and comply with the natural resources protection recommendations in Chapter V.

Policies and Programs in the Manufacturing Land Use Category:

- Development shall be designed in a compact fashion where possible and not stripped along the roadway.
- New development shall receive site plan approval for building appearance, access, landscaping, parking, lighting, vehicle and equipment storage, noise and dust control, and stormwater runoff.
- A landscaped buffer strip for the purpose of screening shall be required between manufacturing sites and adjacent residential development.
- Existing manufacturing uses in the Town not adjacent to USH 45 may be allowed to continue, but may not necessarily be allowed to expand.
- Development shall meet and comply with the natural resources protection recommendations in Chapter V.

Policies and Programs in the Government and Institutional Land Use Category:

- The Town of Kewaskum supports the maintenance of churches and cemeteries to address the spiritual needs of the community.

Policies and Programs in the Public Land Use Category:

- The Town of Kewaskum supports the DNR's potential acquisition boundary for State Forest lands.
- Land use of properties adjacent to State Forest lands shall be restricted to the Agricultural-Open Space category, including residential development at a density of no more than one home per five acres.
- Commercial recreational facilities, such as high-use campgrounds, shall be prohibited adjacent to State Forest lands.

CHAPTER VII - HOUSING ELEMENT

Inventory and Projections

Total Housing Units and Occupancy

- There were 404 housing units in the Town in 2000. About 84 percent, or 338, were owner-occupied and about 14 percent, or 56, were renter-occupied. About 2 percent of the total housing units, or 10 units, were vacant.

Value of Owner-Occupied Housing Units

- The median value for owner-occupied housing units in the Town was \$159,900 in 2000.

Median Sales Prices in 2006

- In 2006, the median price in the Town of Kewaskum was \$247,000; this is an increase of about 32 percent from the median price in 2000.

Structure Type and Year Built

The total number of housing units increased from 321 to 407 from 1970 through 2000. During this same time period, the percentage of single-family housing units increased significantly, from 72 percent to 90 percent. About 8 percent of units were in two-family structures and about 2 percent were mobile homes or other types of residential structures in 2000. Between 2000 and 2006, the total number of residential units increased from 407 to 436, or by 7 percent. The percentage of residential units in single family structures remained the same, about 91 percent. The percentage of units in two-family structures and mobile homes and other types of residential structures also remained the same, about 7 percent and about 2 percent, respectively. Between 2000 and 2006, no multi-family structures existed in the Town.

Household Projections: 2035

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 in 2000 (404 units) from the projected number of housing units needed in 2035. The resulting projected demand is about 181 additional housing units in the Town by 2035. As of the end of 2007, there were an estimated 439 housing units in the Town, which would result in a need for an additional 146 housing units between 2008 and 2035.

Housing Goals and Programs

Goals:

- In cooperation with neighboring communities, support a range of housing types to serve the varied and special needs of area residents.
- Maintain the rural character of the Town.
- Accommodate new residential development at appropriate densities.
- Support fair housing practices.
- Provide safe and decent housing for all Town residents.

Programs:

- Allocate sufficient area for residential development on the Town land use plan map (Map 12 in Chapter VI) to accommodate the anticipated population of the Town in 2035.
- Consider amending the Town zoning ordinance to accommodate accessory units in residential zoning districts as an option for providing affordable housing and housing for the elderly and persons with disabilities.
- On request, cooperate with government agencies and developers to implement creative ideas that are supported by the Town to provide low- and moderate-income housing in the Town while maintaining appropriate densities.
- Continue to enforce the Town building code to ensure adequate insulation, heating, and plumbing.
- On request, cooperate 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.
- On request, cooperate 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.

CHAPTER VIII - TRANSPORTATION ELEMENT

Transportation Facilities and Services

Streets and Highways

- In 2008, there were approximately 52 miles of streets and highways in the Town of Kewaskum,⁴ under the Town's WisDOT certified mileage.

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.

- There were about 16.4 miles of arterial highways in the Town in 2008.
- About 7.3 miles were under the jurisdiction of WisDOT, including USH 45 and STH 28.
- About 6.4 miles of arterial highways were under the jurisdiction of Washington County, CTH H, S, and V.
- There were about 1.9 miles of arterial streets under Town jurisdiction.

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 2008, there were about 36.2 miles of collector and land access streets in the Town.

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.

City of West Bend Transport Taxi System

- The West Bend Transport Taxi Service consists of 14 vehicles operated by the City of West Bend. Service is provided to City residents in specified locations, which include City limits and up to two miles outside City limits. Typical response time is 30 minutes.

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
 - American Red Cross, West Bend Chapter
 - Life Star Medical Transport

Bikeways

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.

⁴Total street and highway mileage does not include private streets.

Twelve miles of the trail are located in the northern half of the County, beginning at Rusco Drive in the City of West Bend north through the City, Town of Barton, and Town and Village of Kewaskum to the north County line. Of the 12 miles in the County, 3.4 are in the Town of Kewaskum. 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 Company (WSOR) provides freight service over an approximately 23 mile segment of railway in the southern portion of the County. There is no longer rail freight service in the Town. The railroad right-of-way was abandoned in 2000 and has since been converted to the Eisenbahn State Trail.

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.
- 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 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.

Transportation Goals and Programs

Goals:

- Maintain a safe and efficient transportation system in the Town through cooperative planning with local, county, and state officials.
- Continue to maintain and improve Town roads in a timely and well-planned manner.

Programs:

- Notify Washington County when a certified survey map (CSM) 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.
- Consider connections to existing or future development on adjacent parcels when reviewing site plans, preliminary plats, and certified survey maps.
- Development shall be designed in a compact fashion where possible rather than stripped along streets and highways.
- 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 Kewaskum plans.
- 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.
- Continue to work with Washington County and SEWRPC to implement desired recommendations from the Washington County Jurisdictional Highway System Plan (Maps 15 and 16 in Chapter VIII) and the Transportation Improvement Program.
- 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.

CHAPTER IX - UTILITIES AND COMMUNITY FACILITIES ELEMENT

Existing Utilities and Community Facilities

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 224 POWTS in the Town. There are no public sanitary sewers in the Town.

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.

Stormwater Management

- Stormwater in the Town of Kewaskum drains through natural watercourses, roadside ditches, and culverts. The Town does not have a centralized storm sewer system.

Solid Waste Disposal

- The Town of Kewaskum operates a drop-off site where residents can dispose of solid waste. The drop-off site is located adjacent to the Town Hall.

Recycling Facilities

- Each local government in Washington County carries out a recycling program for household waste (no hazardous waste) within its jurisdiction. A recycling center, located adjacent to the Town Hall, serves the recycling needs of Town of Kewaskum residents.

Road Maintenance

- The Town of Kewaskum Highway Department is responsible for maintaining about 38 miles of Town roads. Duties include conducting summer maintenance such as pavement markings, mowing roadsides, grading gravel shoulders, replacing cross road culverts, cleaning roadside ditches, and installing street signs.
- The Highway Department also coordinates road paving and reconstruction projects in the Town and plows snow.

- Washington County provides the Town assistance with road construction and maintenance, such as centerline striping, on a contract (fee for service) basis.

Parks

- As of 2009, there were no Town-owned park and open space sites.
- The DNR owns the Eisenbahn State Trail, which passes through the Town. The DNR also owns 3,054 acres in the Town as part of the Kettle Moraine State Forest-Northern Unit.
- There were also four private sites located in the Town encompassing 484 acres, for a total of 3,579 acres within park and open space sites.

Telecommunications Facilities

- In 2008, there was one wireless antenna tower in the Town, operated by U.S. Cellular. The tower is located in Section 8.

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.
- 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.

Cemeteries

- There are six cemeteries in the Town of Kewaskum: The new Holy Trinity Catholic Cemetery, Kewaskum Union Cemetery, Peace United Church of Christ Cemetery, St. Bridget Catholic Cemetery, St. Michael Catholic Cemetery, and Trinity Evangelical Lutheran Cemetery. Together, the cemeteries encompass about 12 acres.

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.

Assisted Living Facilities

Facilities for Persons of Advanced Age

- No facilities for the aged were located in the Town, but such facilities are available nearby in the City and Town of West Bend, City of Hartford, Village of Slinger, and Village of Jackson.

Facilities for the Mentally and Physically Disabled

- 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.

Child Care Facilities

- There were no licensed group child care centers or licensed family child care centers in the Town of Kewaskum, but child care facilities were located in nearby communities to serve 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.

- 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.

Enforcement of Town Ordinances

The Town of Kewaskum Code of Ordinances specifies the following enforcement officers for Town ordinances, who may issue citations to persons found to be violating a Town ordinance:

- Town zoning ordinance: Zoning Administrator
- Uniform dwelling code: Building Inspector
- Driveway regulation and weight limits: Town Board
- Stormwater Management and Erosion Control Ordinance: Town Engineer
- Nonmetallic Mining Reclamation Ordinance: Town Board

Fire Protection

- Fire protection is provided to the entire Town by the Kewaskum Fire Department, located in the Village of Kewaskum.
- The Town encourages the Kewaskum Fire Department to conduct periodic needs assessment studies to determine if the department has sufficient firefighters, equipment, water supply, and facilities to adequately protect the Town.

Emergency Rescue Services

- Emergency medical service units associated with the Kewaskum Fire Department 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 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 Town Chairman serves as the contact person for the coordination of emergency services in the Town.

Libraries

- The Town of Kewaskum does not have a public library. The closest libraries are the Kewaskum Public Library in the Village of Kewaskum and the West Bend Community Memorial Library in the City of West Bend.

Schools

- The Town of Kewaskum is located entirely within the Kewaskum School District, as are the Village of Kewaskum, the Town of Farmington, the Town of Wayne, and the northern portion of the Town of Barton. The Kewaskum School District does not operate any schools within the Town. Schools operated by the Kewaskum School District are located in the Village of Kewaskum, Town of Wayne, and Town of Farmington. Kewaskum High School in the Village of Kewaskum serves Town residents.

Other Government Facilities –Kewaskum Town Hall

- The Town Hall is located at 9019 Kettle Moraine Drive, just south of STH 28. The Town Hall was constructed in 1994 and includes a meeting hall, two offices, a vault, and a full kitchen. The Town highway garage, solid waste drop-off site, and recycling center are located adjacent to the Town Hall. The Town Hall is available for private rental to Town residents and businesses for a small fee, and for use by local non-profit groups at no fee. 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 Town Hall facilities to effectively conduct Town government business.

Utilities and Community Facilities Goals and Programs

Goals:

- Provide utilities and community facilities appropriate for a rural town.
- Provide adequate emergency services for Town residents and businesses.

Programs:

- Consider conducting a needs assessment and adopting an impact fee ordinance for facilities provided by the Town.
- Consider preparing a Town stormwater management plan to provide for comprehensive and coordinated stormwater management facilities and measures.
- Continue to administer the Town erosion control and stormwater management ordinance.
- Continue to comply with 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.
- 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.
- Cooperate with Washington County and adjacent communities when approached to consider joint service agreements or facilities.

CHAPTER X - ECONOMIC DEVELOPMENT ELEMENT

Inventory and Analysis

Labor Force

- There were 646 employed persons residing in the Town and 666 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 20 unemployed persons age 16 or older, or about 3 percent of the labor force.
- About 74 percent of employed Town residents worked within Washington County, including about 34 percent in the City of West Bend, and about 26 percent of residents traveled outside the County for employment.
- Of the 26 percent of Town residents who traveled outside the County for employment, about 10 percent worked in Milwaukee County and about 7 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 32 percent, or 205 workers.

Employment

Number and Type of Jobs

- 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.
- In 2000, the Town of Kewaskum had 502 jobs.

Major Employment Types⁵

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.

Major Employment Locations

- In the Town, Summit Ski Corporation was the largest employer, with 250 to 499 employees. Most of these jobs are seasonal and part-time.
- Other large employers, with 20-49 employees, in the Town included John Engelhardt & Sons, Inc.; and Johnson School Bus Service, Inc.

Personal Income

- The median household income in the Town in 1999 was \$59,500, which was \$2,467 more than the median household income in the County (\$57,033), \$12,913 more than the median household income in the Region (\$46,587), \$15,709 more than the median household income in the State (\$43,791), and \$17,506 more than the household income in the Nation (\$41,994).

Commercial and Industrial Areas

The Town of Kewaskum 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 12 in Chapter VI) designates 388 acres for commercial and industrial development in 2035, which is an increase of 359 acres from the 29 acres developed for such uses in 2008. The land use plan map also designates over 8,000 acres for agricultural-open space uses. Agriculture is expected to remain the primary economic activity in the Town during the planning period.

Business/Industrial Parks

- There are no business parks located in the Town.

⁵This data is only available at the County level.

Environmentally Contaminated Sites

- The DNR has not identified any environmentally contaminated sites in the Town of Kewaskum.

Employment Projections

- The total number of jobs in the County is projected to increase by 17,170 jobs, or by about 28 percent.
- The Town land use plan map designates an additional 317 acres for commercial development and an additional 46 acres for industrial development between 2000 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, 5,644 additional jobs,⁶ for a total of 6,146 jobs, could be accommodated in the commercial and industrial areas shown on the Town land use plan.
- A continuation of recent employment trends (1980 through 2005) would result in 1,215 jobs in the Town in 2035, compared to 502 jobs in the Town in 2000, or a 142 percent increase.
- Based on consideration of the range of employment projections described above, the Town of Kewaskum selected an employment projection of 790 jobs in the year 2035. This number lies between the 502 jobs in the Town in 2000 and the “recent trends” projection.

Economic Development Goals and Programs

Goals:

- The Town supports small-scale economic development that does not negatively impact the Town’s rural character or natural resources.
- Communicate with existing local businesses and work to retain them, if possible.
- Encourage the preservation of agricultural lands.
- Provide for business and manufacturing development in designated locations.

Programs:

- Business and manufacturing uses shall be designed in a compact fashion where possible and not stripped along a roadway.
- New business and manufacturing development shall receive site plan approval for building appearance, access, landscaping, parking, lighting, vehicle and equipment storage, noise and dust control, and stormwater runoff.
- A landscaped buffer strip for the purpose of screening shall be required between business/manufacturing sites and adjacent residential development.
- Existing business uses in the Town may be allowed to continue, but may not necessarily be allowed to expand.
- Existing manufacturing uses in the Town not adjacent to USH 45 may be allowed to continue, but may not necessarily be allowed to expand.
- Development shall meet and comply with the natural resources protection recommendations in Chapter V.

⁶*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.*

CHAPTER XI - INTERGOVERNMENTAL COOPERATION ELEMENT

Benefits of Intergovernmental Cooperation

- Cost Savings
- Address Regional Issues
- Early Identification of Issues
- Reduced Litigation
- Understanding
- Trust
- History of Success

Analysis of Intergovernmental Relationships

Adjacent Local Governments

- The Town has agreements with the Towns of Farmington and Wayne and the Village of Kewaskum, all in Washington County, and the Town of Auburn in Fond du Lac County for maintenance of roads on the Town line that are not under County or State jurisdiction. The Town also has a service agreement with the Village of Kewaskum Fire Department for fire protection and emergency rescue services.

State, County, and Regional Agencies

Washington County

Washington County provides a number of services to the Town and Town residents. The following are a few of the County departments that provide services to local governments:

- Planning and Parks Department
- Highway Department
- Sheriff's Department
- Emergency Management Department

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.⁷
- 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.

⁷The 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.

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.

Wisconsin Department of Natural Resources (DNR)

- 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.

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.

Special-Purpose Units of Government

School Districts

- The Town of Kewaskum is located entirely within the Kewaskum School District. There are no schools located in the Town.

Libraries

- The Town of Kewaskum 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 Kewaskum.

Intergovernmental Conflicts and Dispute Resolution

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. The Town of Kewaskum adopted a resolution on April 20, 2009 agreeing to participate in the dispute resolution process. The Town was the first local government in the County to formally agree to participate.

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 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.

Intergovernmental Cooperation Goals and Programs

Goals:

- Maintain the existing boundaries of the Town of Kewaskum.
- Coordinate with school districts as they plan and locate facilities.
- Establish and/or continue cooperative planning with neighboring communities.
- Maintain a safe and efficient transportation system in the Town through cooperative planning with local, county, regional, and State officials.

Programs:

- 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.
- Cooperate with Washington County and adjacent communities when approached to consider joint service agreements or facilities, as appropriate.
- 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.

CHAPTER XII - IMPLEMENTATION ELEMENT

Plan Adoption

- An open house to provide information about this plan and solicit public comment was held on September 28, 2009.
- The Town Plan Commission approved the plan by resolution on October 19, 2009 (see Appendix G).
- The Town Board held a public hearing on the plan on September 28, 2009, and adopted the plan by ordinance on October 19, 2009 (see Appendix H).

Plan Amendments and Updates

The comprehensive plan should be reviewed periodically to ensure that the land use plan map and plan categories, the goals, objectives, policies and programs, and other plan information reflects current conditions, and that the plan is achieving its intended goals. If it is determined that plan text, maps, or other feature of the plan is not satisfactory, a plan amendment may be necessary. Chapter XII sets forth the procedure for amending the plan.

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*.

The Town has adopted a zoning ordinance and a land division (subdivision) ordinance. As of January 1, 2010, both ordinances must be consistent with this Town comprehensive plan. Chapter XII lists changes to the Town zoning map and land division ordinance that will be considered by the Town Board to achieve consistency.

Program Prioritization

The comprehensive planning law requires the Implementation Element to include a compilation of programs, in a specified sequence, to implement the recommendations set forth in the other required plan elements. The Town of Kewaskum Plan Commission reviewed the programs developed in the previous eight elements (there are no programs recommended in the Issues and Opportunities Element) and developed a relative priority ranking for their implementation. Recommended priorities for implementing programs are presented in Table 53 in Chapter XII. Any new programs recommended in this plan must be individually reviewed and approved by the Town Board through the annual budget process prior to implementation.

Implementation Goals and Programs

Goals:

- Ensure the Town of Kewaskum's comprehensive plan remains relevant.
- Provide access to the plan and implementing ordinances.

Programs:

- Provide public notice and hold a public hearing on proposed plan amendments, in accordance with Section 66.1001(4) of the *Statutes*.
- Notify adjacent landowners when a proposed land use plan map amendment or rezoning application for a specific parcel or group of parcels will be considered by the Town Plan Commission and Town Board.
- Provide copies of the plan to public libraries and post a copy on the SEWRPC website (www.sewrpc.org).
- Continue to post zoning and subdivision ordinances on the Town website (www.townofkewaskum.com), and provide paper copies of the ordinances on request.

**GLOSSARY
AND
LIST OF ACRONYMS**

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GLOSSARY AND LIST OF ACRONYMS

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).

Agricultural, Natural, and Cultural Resources (ANCR) Element Workgroup. The purpose of this workgroup was to focus on the development of the Agricultural, Natural and Cultural Resources Element of the Washington County Multi-Jurisdictional Comprehensive Plan. Responsibilities included analyzing and reviewing trends, inventories, and forecasts pertaining to agricultural, natural and cultural resource issues and developing preliminary recommendations for the Agricultural, Natural and Cultural Resources Element.

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 E. 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 and secondary environmental corridors, isolated natural resource areas, natural areas, and surface waters. Floodplains and wetlands, together with other features that may limit development of a parcel, are shown on Map 10 in Chapter VI.

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.

Housing, Utilities and Community Facilities, and Economic Development (HUED) Element Workgroup. The purpose of this workgroup was to focus on the development of the Utilities and Community Facilities Element, Economic Development Element, and Housing Element of the Washington County Multi-Jurisdictional Comprehensive Plan. Responsibilities included analyzing and reviewing trends, inventories, and forecasts pertaining to utilities, community facilities, economic development, and housing issues; and developing preliminary recommendations for the Utilities and Community Facilities Element, Economic Development Element, and Housing Element.

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.

Lake, Drainage. Lakes that have both an inlet and an outlet and whose main water source is a river or stream.

Lake, Seepage. Lakes which have no inlet or outlet and whose main source of water is direct precipitation and runoff supplemented by groundwater.

Lake, Spring. 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.

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 the farmland protection areas recommended by this plan. 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.

Land Use and Transportation (LUT) Element Workgroup. The purpose of this workgroup was to focus on the development of the Land Use Element and Transportation Element of the Washington County Multi-Jurisdictional Comprehensive Plan. Responsibilities included analyzing and reviewing trends, inventories, and forecasts pertaining to land use and transportation issues and developing preliminary recommendations for the Land Use Element and Transportation Element.

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. LUST sites in the Town are described in Chapter VI.

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.

Lowland. Areas covered by water (lakes, streams, and ponds), or within riparian areas, wetlands, or floodplains.

Lowland Woodlands. See "Woodlands."

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).

Multi-Jurisdictional Advisory Committee (MJAC). The purpose of the Advisory Committee is to oversee activities necessary to develop and implement a comprehensive plan, as defined in Section 66.1001 of the *Wisconsin Statutes*, for Washington County. Responsibilities include overseeing the work of the three element workgroups and timeliness of major planning milestones; implementing the public participation plan and work program; developing the Issues and Opportunities Element, Intergovernmental Cooperation Element, and Implementation Element; monitoring of the plan for consistency among communities and guiding comprehensive plan implementation, including introduction of required resolutions and ordinance amendments.

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 in Washington County 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 10 in Chapter VI, and include 100-year floodplains, wetlands, hydric soils, contaminated sites, nonmetallic mining sites, slopes of 20 percent or greater, former landfills, and surface water.

Navigable Waters. Lake Michigan, all natural inland lakes, and all rivers, streams, ponds, sloughs, flowages, and other waters within the jurisdictional limits of Washington County 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 Element. The element of a county or local park and open space plan that makes recommendations for protecting natural resources and open spaces. Typically, the element focuses on the protection of environmental corridors, natural areas, and critical species habitat sites. Protection of farmland, woodlands and wetlands outside environmental corridors, and other natural resources may also be addressed.

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.

Orthophotograph: An aerial photograph that has been corrected so that the scale of the photograph is uniform. An orthophotograph can be used to measure true distances, because it has been adjusted for topographic relief, lens distortion, and camera tilt. SEWRPC produces a set of orthophotographs of the seven-county region every five years, which serves as the basis for updating inventories of land uses, wetlands, and environmental corridors.

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).

Outwash Plain: Deposits formed by the streams originating from the melting ice of a glacier, which carry away some of the material in the moraine. Coarser material is deposited near the ice, and finer material is deposited further away.

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”)

RWQMP. The “Regional Water Quality Management Plan” prepared and adopted by SEWRPC. The plan is intended to be 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.

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 sanitary 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. Shorelands are regulated under the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance (Chapter 23 of the *County Code of Ordinances*). The ordinance applies to shorelands, shoreland-wetlands, and floodplains in all towns within the County, including the Town of Polk. Chapter NR 115 of the *Wisconsin Administrative Code* sets forth the minimum requirements that must be included in County shoreland zoning ordinances.

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).

Technical Advisory Committee (TAC). Advisory to the Planning, Conservation and Parks Committee, the Comprehensive Planning Technical Advisory Committee members include County Board supervisors and staff from related committees and departments. The TAC reviews the preliminary draft chapters of the Washington County Comprehensive Plan.

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, anticipated to be introduced in Southeastern Wisconsin in 2007-2008.
- **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.

Uplands. Areas outside surface waters (lakes, streams, and ponds), riparian areas, wetlands, and floodplains.

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 DNR, 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/.

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. Areas delineated and mapped by SEWRPC that are at least one acre in area and covered by deciduous or coniferous trees; except for woodlands located in wetlands. Woodlands, such as tamarack swamps, that are located in wetlands are classified as wetlands. Woodlands within wetlands are also referred to as “lowland woodlands.”

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 Resource Conservation Service, which is an agency of the U. S. Department of Agriculture (USDA)
OWLT – Ozaukee Washington Land Trust
PDR – Purchase of Development Rights (see definition)
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 (see definition)
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

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APPENDICES

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Appendix A

**RESOLUTION TO PARTICIPATE
IN THE MULTI-JURISDICTIONAL
COMPREHENSIVE PLANNING PROCESS**

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RESOLUTION 2004-04

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 Kewaskum, 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 Kewaskum; and

WHEREAS, the Town Board of the Town of Kewaskum 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 Kewaskum, which is eligible to receive \$12,000 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 Kewaskum 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 Kewaskum 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 Kewaskum 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 Kewaskum.

BE IT FURTHER RESOLVED that the Town Board of the Town of Kewaskum 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 20th day of September, 2004.

Motion for adoption moved by James Koepke

Motion for adoption seconded by William H. Butzlaff

Voting Aye: 3 Nay: 0

APPROVED:

Michael Lettow
Michael Lettow, Chairman

James C. Koepke
James Koepke, Supervisor

William H. Butzlaff
William H. Butzlaff, Supervisor

ATTEST:

Sandra Stern
Sandra Stern, Town Clerk

*Prepared by the Planning Division of the Washington County
Planning and Parks Department and the
Southeastern Wisconsin Regional Planning Commission
- August 30, 2004*

Appendix B

**RESOLUTION ADOPTING THE
PUBLIC PARTICIPATION PLAN**

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RESOLUTION No. 2004-05

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 Kewaskum 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

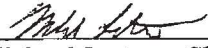
WHEREAS, Washington County and the Town of Kewaskum has established a Multi-Jurisdictional Comprehensive Planning Work Group that has been meeting monthly to prepare a public participation plan in preparation for a State of Wisconsin comprehensive planning grant application due November 1, 2004; and

WHEREAS, the Town of Kewaskum 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

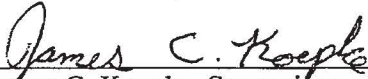
WHEREAS, the Public Participation Plan developed by the Multi-Jurisdictional Comprehensive Planning Work Group including the Town of Kewaskum, Washington County, the Southeastern Wisconsin Regional Planning Commission and the University of Wisconsin-Extension includes written procedures to foster public 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 Town Board of the Town of Kewaskum 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.

Dated this 20th day of September, 2004 _____



Michael Lettow, Chairman



James C. Koepke, Supervisor



William H. Butzlaff, Supervisor

ATTEST:



Sandra Stern, Town Clerk

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.

Town actions and programs (for example, zoning and land division ordinance 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.¹ 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.

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

¹*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.*

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 upon the recommendation of the joint zoning committee.

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 2009. In July 2006, the Village of Slinger initiated preparation of an extraterritorial zoning ordinance that included portions of the Towns of Addison, Hartford, Polk, and West Bend. In July 2008, the affected Towns voted against continuing the process beyond the two-year period specified in Section 62.23 (7a) of the *Statutes*, and the process was terminated. An extraterritorial zoning process was initiated by the Village of Kewaskum in portions of the Town of Kewaskum in November 2006. The process was terminated in November 2008 when the two-year time period expired without agreement on an extraterritorial zoning ordinance.

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

ECONOMIC DEVELOPMENT ORGANIZATIONS AND PROGRAMS AVAILABLE IN THE TOWN OF KEWASKUM 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 Kewaskum 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 (HUD), 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).

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 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 E

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, 10th 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 30th day of January, 2008.

Mathew Heiser, Chairperson

Appendix F

**PLAN COMMISSION RESOLUTION
APPROVING THE COMPREHENSIVE PLAN**

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RESOLUTION NO. 2009-10
PLAN COMMISSION APPROVING TOWN COMPREHENSIVE PLAN

WHEREAS, the Town of Kewaskum, 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 Kewaskum. The Town plan is documented in the report titled "A Comprehensive Plan for the Town of Kewaskum: 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 September 20, 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 held the 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 Kewaskum hereby approves the comprehensive (master) plan embodied in the report titled "A Comprehensive Plan for the Town of Kewaskum: 2035."

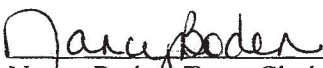
BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Town Board enact an Ordinance adopting the Comprehensive Plan.

Adopted this 19th day of October, 2009.

Ayes 5 Noes 0 Absent 2


Ellis Kahn, Chairman
Town of Kewaskum Plan Commission

Attest:


Nancy Boden, Town Clerk/Zoning Secretary

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Appendix G

**TOWN BOARD ORDINANCE
ADOPTING THE COMPREHENSIVE PLAN**

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ORDINANCE NO. 2009-05

ORDINANCE ADOPTING THE COMPREHENSIVE PLAN FOR THE TOWN OF KEWASKUM, WISCONSIN

The Town Board of the Town of Kewaskum, Wisconsin, ordains as follows:

SECTION 1. Pursuant to Sections 62.23, Section 61.35, and Section 60.22(3) of the Wisconsin Statutes, the Town of Kewaskum 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.

SECTION 2. The Town Board of the Town of Kewaskum, 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.

SECTION 3. 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 Kewaskum. The Town plan is documented in the report titled "A Comprehensive Plan for the Town of Kewaskum: 2035."


SECTION 4. The plan commission of the Town of Kewaskum, 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 Kewaskum: 2035," containing all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.


SECTION 5. The Town Board has duly noticed and held at least one public hearing on the comprehensive plan, in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 6. The Town Board of the Town of Kewaskum, Wisconsin, does, by the enactment of this ordinance, formally adopt the document titled, "A Comprehensive Plan for the Town of Kewaskum: 2035," pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes, as the Town of Kewaskum comprehensive plan.

SECTION 7. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication as required by law.

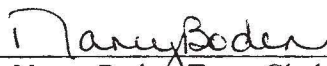

Ellis R. Kahn, Town Chairman


Allen E. Hron, Town Supervisor


Daniel H. Schmidt, Town Supervisor

Introduced: 10-19-09

Adopted: 10-19-09

Attested: 
Nancy Boden, Town Clerk