

# A COMPREHENSIVE PLAN FOR THE VILLAGE OF KEWASKUM: 2035

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**A COMPREHENSIVE PLAN FOR  
THE VILLAGE 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.

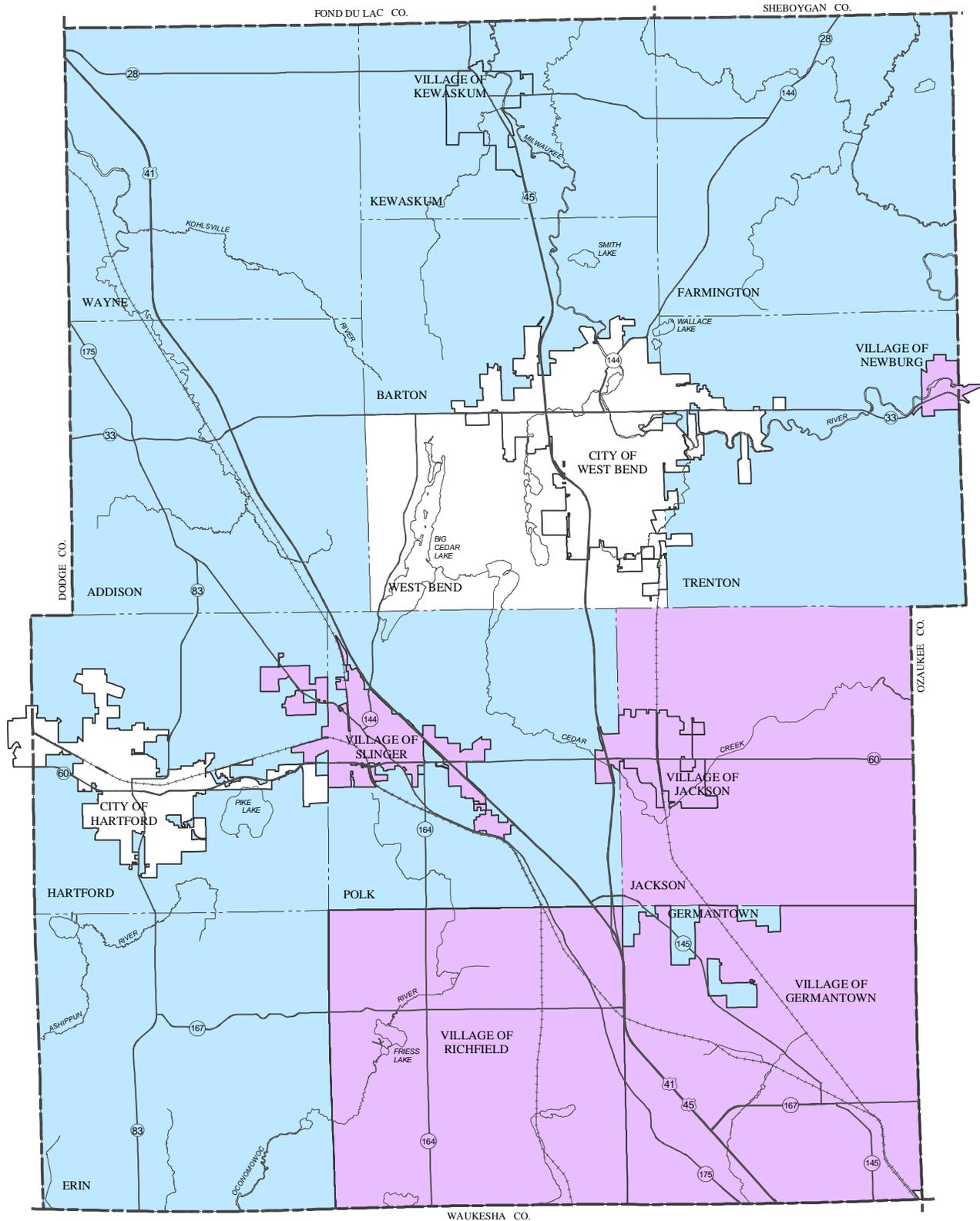
To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken by Washington County; 11 local government partners, including the Village of Kewaskum; UW-Extension; and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). The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

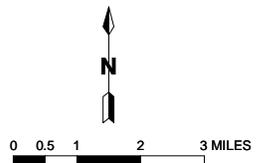
# Map 1

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



- PARTNERING LOCAL GOVERNMENTS
- SUPPORTING LOCAL GOVERNMENTS

Source: Washington County and SEWRPC.



## **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 Village 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 Village 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 Village 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 Village of Kewaskum agreement is available for review at the Village 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 Village 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 Village Board, the Village 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 and enforced by the Village of Kewaskum must be consistent with the comprehensive plan adopted by the Village Board beginning on January 1, 2010. Recommended changes to the Village zoning and subdivision ordinances are summarized in Chapter XII.

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

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

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

### **Public Participation Plan**

Section 66.1001(4) of the *Statutes* requires that the Village 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,” which is referred to as a public participation 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 Village 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 Village Hall, at the Washington County Planning and Parks Department or Washington County UW-Extension offices, and on the comprehensive planning website ([www.co.washington.wi.us/smartgrowth](http://www.co.washington.wi.us/smartgrowth)).

## **Plan Review and Adoption**

Section 62.23 (the local master planning *Statute*) and Section 66.1001 (the comprehensive planning *Statute*) require that the Village Plan Commission recommend to the Village Board a comprehensive plan or plan amendment prior to Village 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.

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 Village 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 Village; Washington County; the DOA; the regional planning commission (SEWRPC); and the public library serving the Village (the Kewaskum Public Library).

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

A great deal of discussion took place during the comprehensive planning workgroup meetings in 2004 to determine how the plans developed by cities, villages, and towns would relate to the Washington County comprehensive plan. Sections 59.69(3) and 62.23(2) of the *Wisconsin Statutes* explicitly require the County to “incorporate” into the County plan those comprehensive plans and official maps that have been adopted by a city or village. The DOA has stated at comprehensive planning workshops that county plans need only incorporate city and village plans for the area within city and village limits.<sup>1</sup>

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.

## **COMMITTEE STRUCTURE**

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

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

The Village 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. Village representatives on the County advisory committee and workgroups are also listed on the inside front cover of this report.

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

## **THE PLANNING AREA**

The planning area is composed of the Village of Kewaskum plus the adjacent extraterritorial zoning area in the Town of Kewaskum established by the Village Board in November 2006 (see Chapter II for additional information regarding the extraterritorial zoning process). The Village encompassed 1,464 acres, or about two square miles, in 2008. The extraterritorial zoning area within the Town encompassed 7,464 acres, for a total planning area of 8,928 acres, or about 14 square miles. The Village is located in the north central portion of Washington County and is completely surrounded by the Town of Kewaskum. The Village also owns about 60 acres in the Town of Auburn in Fond du Lac County, which is considered part of the Village. The site is a former landfill and is leased to Wings over Wisconsin as a bird sanctuary.

## **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 village 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 Village 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, nonmetallic mining resources, and historic, archaeological, and other important cultural structures and sites.
- ***Planning Can Provide a Rational Basis for Local Decisions***  
Plans provide a factual and objective guide that can be used by public officials and citizens to make informed decisions about land use and development. Planning is a process that can help a community prepare for change rather than react to it.
- ***Planning Can Provide Certainty Regarding Future Development***  
Plans and related maps show landowners and developers the location and type of development desired by the community, which can save them time and money in developing plans for future land uses. Planning can help increase the consistency and fairness of the development review and approval process while protecting the established property interests of existing residents.
- ***Planning Can Save Money***  
Well-planned, orderly, and phased development patterns are less expensive for a community to provide public services and infrastructure than low density and scattered development patterns.

- ***Planning Can Promote Economic Development***

Planning can provide information about existing businesses and industries and help determine desirable types of new businesses. Planning can also help determine if the existing work force is sufficient to staff particular employment sectors and whether local services and housing are adequate to handle the impacts of new economic development.

- ***Planning Can Promote Public Health***

Finally, well planned development patterns and transportation options can make recreational, educational, and commercial facilities accessible to pedestrians. The ability to safely walk or bike to these facilities promotes physical health and community interaction.

While planning provides many important public benefits, it is important to recognize that an adopted plan is not an “end result,” but rather provides recommendations for future action. Plan recommendations will be fulfilled over time in generally small, incremental steps. A comprehensive plan provides a foundation and guide for many implementing tools, including the Village 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 Village 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 Village plans were adopted. This plan is also intended to identify changes to the Village zoning and subdivision ordinance needed to implement the comprehensive plan and to refine and detail the regional land use plan and other areawide plans adopted by SEWRPC and Washington County. Accordingly, an important step in the planning process was a review of the existing framework of areawide and local plans and related land use regulations. This chapter presents a summary of that review. Plans and ordinances described in this chapter summarize those documents as they existed in 2007. Plans summarized in this chapter are an inventory of plans and regulations adopted during or prior to 2007, and should not be confused with the recommendations developed and adopted as part of this comprehensive plan. Comprehensive plan recommendations are set forth in the following nine element chapters (Chapters IV through XII).

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

#### **Regional Plans**

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

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

Regional plans affecting the Village 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. Recommendations related to arterial streets and highways were updated in 2008 by the Washington County Jurisdictional Highway System 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. The recommendations of the regional natural areas plan were incorporated into the Village of Kewaskum 2010 land use plan. An inventory of natural areas, critical species habitat sites, and geological areas in the Village 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 Village. The point source pollution abatement element of the regional water quality management plan is of particular importance to land use planning. That plan element recommends major sewage conveyance and treatment facilities and identifies planned sewer service areas for each of the sewerage systems in Southeastern Wisconsin. Under Wisconsin law, major sewerage system improvements and all sewer service extensions must conform with the regional water quality management plan. The Village of Kewaskum sanitary sewer service area plan described later in this chapter is an element of the regional water quality management plan.
- A regional water supply plan is currently being conducted for the seven-county Region. The plan will include the following major components:
  - Water supply service areas and forecast demand for water use.
  - Recommendations for water conservation efforts to reduce water demand.
  - Evaluation of alternative sources of supply, recommended sources of supply, and recommendations for development of the basic infrastructure required to deliver that supply.
  - Identification of groundwater recharge areas to be protected from incompatible development.
  - Specification of new institutional structures necessary to carry out plan recommendations.
  - Identification of constraints to development levels in subareas of the Region due to water supply sustainability concerns.
- Telecommunications have become increasingly important in the local, national, and global economies. SEWRPC has undertaken a regional telecommunications planning effort to create a better understanding of telecommunications networks and the provision of services such as wireless and wireline

telecommunications and high speed, broadband telecommunications throughout the Region. An inventory of wireless telecommunications providers and antennas providing cell phone service in Washington County is included in SEWRPC Planning Report No. 51, *A Wireless Antenna Siting and Related Infrastructure Plan for Southeastern Wisconsin*, published in September 2006. In addition to presenting inventories of both infrastructure and performance for the existing cellular/PCS mobile wireless networks operating in the Region, the plan describes a recommended wireless telecommunications plan for the Region.

The wireless communications plan recommended in Planning Report No. 51 consists of two levels of wireless networks – a wireless backhaul<sup>1</sup> 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 worked with SEWRPC to develop community-level wireless access network plans.

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

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

Each property owned by the Wisconsin Department of Natural Resources (DNR) is required to have a "master plan" that establishes the goals and objectives for the property and identifies how the area will be managed and developed. These plans are designed to clearly communicate to the public how the property will "look" and what benefits the area will provide. The DNR has adopted master plans for the Allenton Wildlife Area, the Kettle Moraine State Forest – Northern Unit, the Kettle Moraine State Forest – Loew Lake Unit, and the Theresa Wildlife Area. The master plan for the Northern Unit of the Kettle Moraine State Forest, which is located just east of the Village of Kewaskum 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

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

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

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 in the Town of Kewaskum (there are no trail segments in the Village at this time). 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.

## **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 (NCRS)) criteria as “Prime Farmland” or “Farmland of Statewide Importance.” Generally, prime farmlands are Class I or II soils and farmlands of statewide importance are Class III soils. The plan was amended in 2004 to update farmland preservation areas in the Towns of Hartford and Kewaskum, and to revise advisory guidelines for secondary farmland areas to discourage residential development not associated with farming.

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

- ***Farmland and Open Space Preservation Tools.*** In 2004 the Washington County Planning, Conservation, and Parks Committee requested the Planning and Parks Department to study various means of preserving farmland and open space in Washington County. This study’s goal was to objectively research and analyze different tools and funding sources that could be used in Washington County for farmland and open space preservation. The preservation tools described and analyzed represent existing and potential strategies for the protection of farmland and open space within Washington County. Preservation tools are grouped into three categories:
  - **Regulatory Based Tools** – These tools control or define the activities or modifications that a landowner may conduct on his or her land through ordinances.
  - **Incentive Based Tools** – These tools support or encourage a specific activity or modification that a landowner may conduct on his or her land and, although some of these tools may be incorporated into an ordinance, they are voluntary.

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

### 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.

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<sup>3</sup>Documented in *SEWRPC Planning Report No. 23, 2<sup>nd</sup> edition*, A Jurisdictional Highway System Plan for Washington County: 2035, July 2008. The plan was adopted by the Washington County Board in December 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. The Village of Kewaskum zoning ordinance includes shoreland and floodplain regulations for shoreland areas within the Village. Village ordinances are described in Part 3 of this chapter.

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

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

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

### **Village of Kewaskum Master Plan**

The *Land Use and Street System Plan for the Village of Kewaskum: 2010* was adopted by the Village Plan Commission on June 10, 1997, and by the Village Board on June 23, 1997. The Village land use plan recommends the preservation of environmental corridors and other environmentally significant areas, and the preservation of the best remaining farmlands outside of the planned urban service area.

The land use plan also indicates those areas in which urban development now exists and those areas in which such development should be permitted and encouraged. The plan also depicts precise urban development patterns for the entire planned urban service area, including proposed street, lot, and block layouts for those areas recommended for new urban development. This more precise plan is intended to foster sound development of public facilities, including streets, parks, trails, and utility systems. A population projection of 4,100 residents in 2010 was used for the land use plan (the Village population was estimated to be 3,956 persons in January 2007 by the Wisconsin Department of Administration).

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

### **Village of Kewaskum Sewer Service Area Plan**

The *Village of Kewaskum Sewer Service Area Plan* was adopted by the Village Board on February 29, 1988, and most recently, amended as an *Amendment to the Regional Water Quality Management Plan for the Village of Kewaskum*. The amended plan was adopted by the Village Board on November 21, 2005. The purpose of the plan is to ensure adequate facilities for the collection, treatment, and disposal of sewage for residential, industrial, and other urban development within the Village.

The Village of Kewaskum sewer service area is tributary to a wastewater treatment plant owned and operated by the Village. The Village of Kewaskum sewer service area encompassed about 2,840 acres in 2006 and included all of the Village and portions of the Town of Kewaskum adjacent to Village limits. Sanitary sewer service is provided to all developed properties in the Village. The Village does not provide sanitary sewer service to properties outside the Village.

The Village wastewater treatment plant (WWTP) is located at 1000 Fond du Lac Avenue. The plant discharges into the Milwaukee River. A facilities plan to expand the WWTP was completed in early 2007 and was approved by the Wisconsin Department of Natural Resources on June 7, 2007. The plan was found to be in conformance with the regional water quality management plan on March 27, 2007. The plant expansion was completed in October 2009.

### **Stormwater Management and Erosion Control Ordinances**

The Village of Kewaskum has adopted and administers a Village erosion control and stormwater management ordinance that applies to all lands within the Village. Under this ordinance, any land owner, land occupier, or land user performing a land disturbing activity meeting the listed applicability provisions is required to receive Village approval of an erosion control plan.

The Village ordinance sets forth requirements for land disturbing activities aimed to minimize the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, and wetlands, in order to protect the quality of the waters of the Village and to protect and promote the health, safety, and general welfare of the people of the Village.

### **Village of Kewaskum Ordinances**

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 land use-related regulations adopted by the Village as of 2008.

#### ***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 Village Board adopted an updated zoning ordinance and map in May 2004. Zoning within the Village consists of 19 basic zoning districts and two overlay districts, which are summarized on Table 1. The Village zoning ordinance includes both shoreland and floodplain zoning regulations. The zoning map depicts the location of the 100-year floodplain within the Village. The Village's supplementary floodplain zoning map depicts more detailed floodplain information, including the location of the floodway and the floodfringe zoning districts. The supplementary floodplain zoning map will need to be updated once the floodplain Map Modernization Project is completed by the DNR.

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

The *Wisconsin Statutes* authorize cities and villages to adopt extraterritorial zoning regulations for adjacent unincorporated areas, in cooperation with the adjacent town, within three miles of a city of the first, second, or third class, and within 1.5 miles of a city of the fourth class or villages. A summary of the process set forth in the *Statutes* for enacting an extraterritorial zoning ordinance and other land-use related extraterritorial authorities granted to cities and villages is provided in Appendix C. A city or village can initiate preparation of an extraterritorial zoning ordinance and map at any time. Initiation of the extraterritorial zoning ordinance freezes existing zoning in the extraterritorial (town) area for two years, while the city or village and affected town jointly develop an extraterritorial zoning ordinance and map. A joint committee is formed to develop the ordinance. The time period can be extended for one additional year at the end of the two-year period.

The Village of Kewaskum initiated extraterritorial zoning regulations in November 2006 on 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 Village of Kewaskum's extraterritorial zoning area includes the central portion of the Town of Kewaskum and is shown in Map 2. 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.

Table 1

VILLAGE OF KEWASKUM ZONING ORDINANCE SUMMARY OF DISTRICT REGULATIONS

District	Examples of Principal Uses <sup>a</sup>	Examples of Conditional Uses	Minimum Lot Size	Minimum / Maximum Floor Area (square feet)
A-1 Agricultural / Transitional District	Agriculture, dairying, floriculture and nurseries, livestock raising, general farm buildings, and existing dwellings	Seasonal produce stands, fish hatcheries, game farms, veterinarian services, and energy conversion systems, and utility substations	5 acres	N/A
RS-1 Single-Family Residential District	Single-family dwellings, community living arrangements serving eight or fewer persons, foster family homes, and family day care homes	Bed and breakfast establishments, community living arrangements serving more than eight persons, freestanding solar energy systems, and utility substations	10,000 square feet	1,200 minimum for one-story and 750 first floor minimum
RS-2 Single-Family Residential District	Single-family dwellings, two-family dwellings existing prior to 1978, community living arrangements serving eight or fewer persons, foster family homes, and family day care homes	All RS-1 conditional uses	7,200 square feet	1,000 minimum for one-story and 600 first floor minimum
RD-1 Two-Family Residential District	Two-family dwellings, single-family dwellings, community living arrangements serving eight or fewer persons, foster family homes, and family day care homes	All RS-1 conditional uses and conversion of single-family dwellings into two-family dwellings	12,000 square feet	1,000 minimum for one-story and 600 first floor minimum
RM-1 Multi-Family Residential District	Multi-family dwellings, two-family dwellings, community living arrangements serving 15 or fewer persons, foster family homes, and family day care homes	Community living arrangements serving 16 or more persons, housing for the elderly, bed and breakfast establishments, freestanding solar energy systems, and utility substations	12,000 square feet for two-family; 12,000 square feet for multi-family with a minimum of  2,000 square feet per unit for efficiency and one-bedroom;  3,000 square feet per unit for two-bedroom; and  3,500 square feet per unit for three-bedroom or more	1,800 minimum for two-family and 900 per unit;  450 square feet per unit for multi-family, efficiency;  500 square feet per unit for multi-family, one-bedroom;  650 square feet per unit for multi-family, two-bedroom;  800 square feet per unit for multi-family, three-bedroom or more
B-1 Limited Business District	Retail stores and shops not to exceed 1,500 s.f.; business and professional offices not to exceed 1,000 s.f.; and civic, social, and fraternal associations	Retail stores and shops exceeding 1,500 s.f., business and professional offices exceeding 1,000 s.f., animal hospitals, bed and breakfast establishments, funeral homes, roadside produce stands, construction services, and cellular towers	10,000 square feet	N/A
B-2 Community Business District	All B-1 permitted uses, retail stores and shops not to exceed 10,000 s.f., office and customer service facilities, auto and marine craft sales and services, and hotels and motels	Retail stores and shops exceeding 10,000 s.f., drive-through facilities, animal hospitals, auto service stations, roadside produce stands, and adult-oriented establishments	10,000 square feet	N/A
B-3 Central Business District	All B-2 permitted uses <sup>b</sup>	All B-2 conditional uses except adult-oriented establishments, office and customer service facilities exceeding 1,000 s.f., auto and marine craft sales and service, bed and breakfast establishments, and housing for the elderly	5,000 square feet	N/A
B-4 General Business and Warehousing District	Establishments for the wholesaling, retail sales, and warehousing of automobiles and marine craft, alcoholic beverages, produce, groceries, and furniture	Lawn and garden supplies, animal hospitals, dairy products and processing, freight yards, and meat products	10,000 square feet	N/A
M-1 Limited Manufacturing District	Manufacture, production or fabrication of products and wholesaling, warehousing, or storage of goods and materials	Asphalt plants, canneries, commercial service facilities, energy conversion systems, forges and foundries, lumber yards, outdoor storage, recycling centers, and adult-oriented establishments	10,000 square feet	N/A
M-2 General Manufacturing District	All M-1 permitted uses and all manufacturing, production, fabricating, and storage uses not permitted in any other industrial district (except explosives, flammable liquids, and gaseous or vaporous substances)	All M-1 conditional uses	20,000 square feet	N/A
M-3 Extractive District	Essential services	Quarrying of gravel, mineral ore, sand, or stone; washing, refining, or processing of minerals; aggregate, ready-mix, and asphalt plants; manufacture of concrete blocks; and utility substations	- - <sup>c</sup>	N/A

**Table 1 (continued)**

District	Examples of Principal Uses <sup>a</sup>	Examples of Conditional Uses	Minimum Lot Size	Minimum / Maximum Floor Area (square feet)
I-1 Institutional District	Adult and child care center, hospitals and nursing homes, libraries, community centers, museums, schools, public administrative offices and service buildings, post offices, religious institutions, and water storage tanks and towers	Cemeteries and funeral homes, housing for the elderly, health clubs, recycling centers, and energy conversion systems	10,000 square feet	1,200 minimum for one-story; 1,800 minimum for multi-story and 1,000 first floor minimum
P-1 Park and Recreation District	Botanical gardens; hiking, biking, and nature trails; outdoor skating rinks; parks; and wildlife and plant life preserves	Archery ranges, campgrounds, country clubs, fairgrounds, golf courses, indoor firearm ranges, museums, athletic fields, resorts, swimming beaches and pools, and zoos	- - <sup>c</sup>	N/A
C-1 Lowland Conservancy District	Construction and maintenance of piers, fences, and docks; ditching, dredging, and excavating to maintain drainage; hiking, fishing, and boating; harvesting of wild crops; and silviculture	Construction and maintenance of streets and bridges, nonresidential buildings, utilities, and railroads and the establishment and development of public and private parks and recreation areas	N/A	N/A
C-2 Upland Conservancy District	Forest managements, hiking, fishing, trapping, park and recreation areas, recreational trails, wildlife and plant preserves, and single-family dwellings	Clustered residential developments, fish hatcheries, bed and breakfast establishments, freestanding solar energy systems, and utility substations	5 acres	1,400 minimum for one-story and 900 first floor minimum
FW Floodway Regulatory Area	Drainage, navigation, streambank protection, wild crop harvesting, and the following uses <sup>d</sup> : agriculture, fish hatcheries, horticulture, hiking and fishing, open recreational uses, sod farms, sustained yield forestry, and wildlife preserves	Municipal water distribution, sanitary sewage collection lines, and navigational structures, water measuring and control facilities, and other open space uses	N/A	N/A
FC Floodplain-Conservancy Regulatory Area	All FW permitted uses	All FW conditional uses and sewage treatment facilities, floodproofed municipal wells, and energy conversion systems	N/A	N/A
UF Urban-Floodplain Regulatory Area	Any use of land, except development involving structure, that is permitted in the underlying basic use district	Residential, commercial, institutional, and industrial structures permitted in the underlying district and provided that floodplain fringe areas are filled to an elevation at least two feet above regional flood elevation; energy conversion systems; municipal water supply and sanitary sewerage collection lines, and sewage treatment facilities	N/A	N/A
RBT Residential / Business Transition Overlay District	Existing single- and two-family dwelling and associated accessory uses that existed prior to the adoption date of this Ordinance	Conditional uses permitted in underlying district, modifications to existing structures, and new accessory uses associated with existing dwellings	- - <sup>e</sup>	N/A
PUD Planned Unit Development Overlay District	None	Any use permitted in an underlying basic use zoning district may be permitted as a conditional use in a PUD	3 acres for residential 5 acres for business 10 acres for manufacturing 5 acres for mixed compatible use	N/A

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

<sup>a</sup>New lots created in Shoreland areas annexed into the Village after May 7, 1982, may need to provide larger lot sizes than those listed on this table. Also, structures to be developed on lands in Shoreland areas annexed in to the Village after May 7, 1982, must provide a shore yard setback of at least 75 feet from the ordinary highwater mark or shoreline of navigable waters.

<sup>b</sup>Retail stores and shops shall not exceed 1,500 square feet of primary floor area; business, professional, medical, public service, banking, and savings and loan offices shall not exceed 1,000 square feet of primary floor area; studios for commercial photography, advertising, art, music, dancing, and other such uses, including related schools, shall not exceed 1,000 square feet of primary floor area; and outdoor display of retail merchandise for sale and automobile and large marine craft rental, repair, and sales shall be excluded.

<sup>c</sup>Lots shall provide sufficient area for the principal structure and its accessory structure, operation, off-street parking and loading areas, and all required yards.

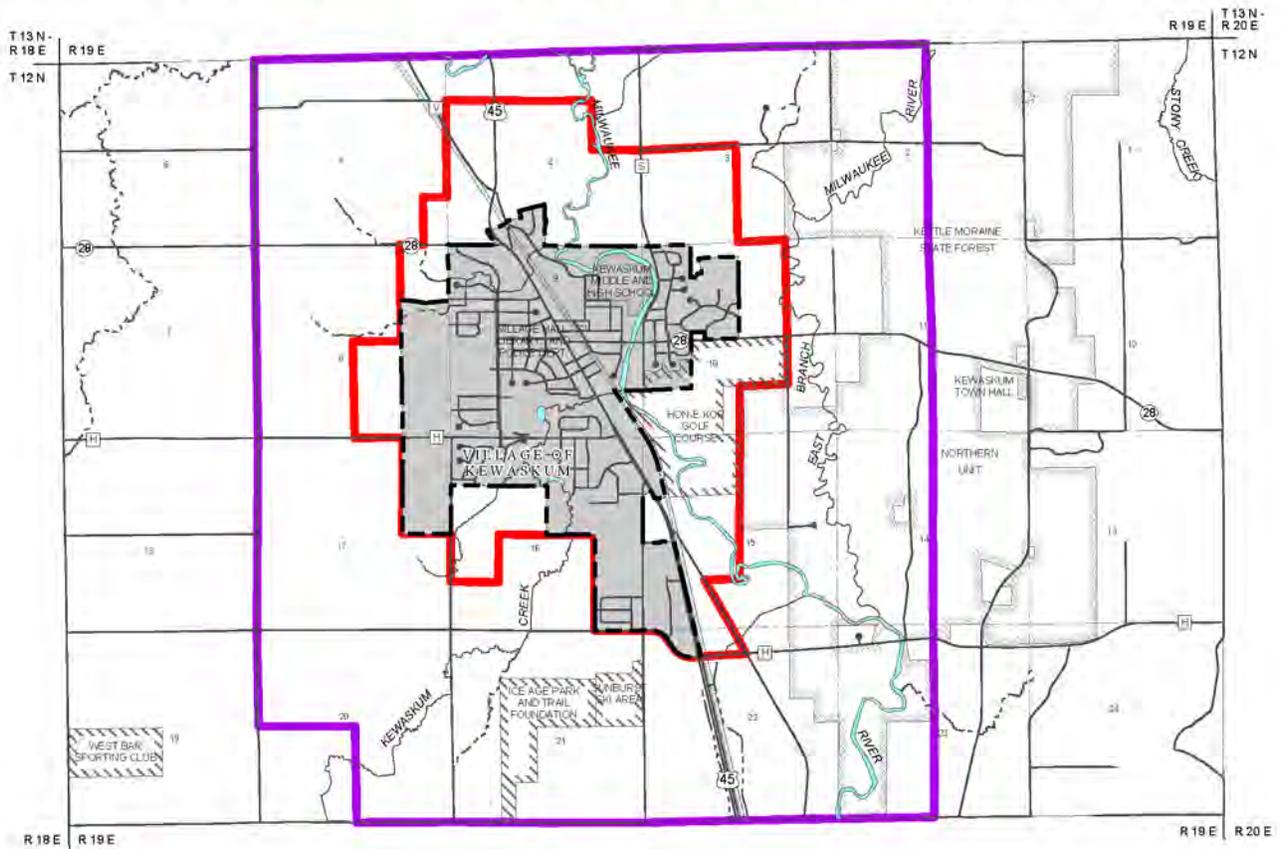
<sup>d</sup>These uses are permitted provided that they are permitted uses in the underlying basic use district, and further provided that such use shall not involve the erecting or placing of a structure in or over the floodway.

<sup>e</sup>As per underlying basic zoning district.

Source: Village of Kewaskum Zoning Ordinance adopted May 2004, and SEWRPC.

## Map 2

### VILLAGE OF KEWASKUM EXTRATERRITORIAL ZONING AREA: 2006 - 2008



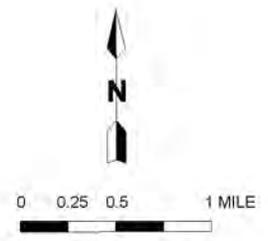
 SEWER SERVICE AREA BOUNDARY

 EXTRATERRITORIAL ZONING AREA BOUNDARY

 VILLAGE OF KEWASKUM

NOTE: AN EXTRATERRITORIAL ZONING PROCESS WAS INITIATED BY THE VILLAGE OF KEWASKUM IN NOVEMBER 2006, AND WAS TERMINATED IN NOVEMBER 2008 WITHOUT ADOPTION OF AN EXTRATERRITORIAL ZONING ORDINANCE.

Source: Village of Kewaskum and SEWRPC.



The Village of Kewaskum adopted a land division ordinance on November 13, 1972. 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 Village.

The Village of Kewaskum land division ordinance applies to all lands within the limits of the Village, and also applies within the Village’s extraterritorial plat approval jurisdiction. Although the Village may review, and approve or reject, plats within its extraterritorial jurisdiction, the Village cannot require improvements, such as streets or the installation of utilities, in plats located outside the Village. A subdivision is defined as a land division that creates five or more parcels or building sites of 1.5 acres each or less in area or where five or more parcels or building sites of 1.5 acres each or less are created within a five-year period (the Statutory definition). All other divisions of land require Village 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. The extraterritorial area changes whenever a city or village annexes land, unless the city or village has established a permanent extraterritorial area through a resolution of the common council or village board or through an agreement with a neighboring city or village. A municipality may also waive its right to approve plats within any portion of its extraterritorial area by adopting a resolution that describes or maps the area in which it will review plats, as provided in Section 236.10(5) of the *Statutes*. The resolution must be recorded with the County register of deeds. The Village has extraterritorial plat approval authority over adjacent land in the Town of Kewaskum.

### ***Official Mapping Ordinances***

Section 62.23(6) of the *Wisconsin Statutes* allows the Common Council of any City to establish an official map for the precise identification of right-of-way lines and boundaries of streets, highways, waterways,<sup>4</sup> and parkways and the location and extent of railroad rights-of-way, public transit facilities, parks, and playgrounds. An official map is intended to be used as a precise planning tool for implementing master and comprehensive plans and for insuring the availability of land for the above features.

Section 61.35 of the *Statutes* applies the authority provided cities under Section 62.23 to develop an official map to villages. 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.

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

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 Village of Kewaskum adopted an official map in 2001.

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## **Chapter III**

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

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

Information on the size, characteristics, and distribution of population, household, and employment levels in Washington County and in the Village 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 Village. 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, about 34 percent, between 2000 and 2035.

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

Table 2

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

Community	Year				Change 1990-2000	
	1980	1990	2000	2005 <sup>a</sup>	Number	Percent
<b>Towns</b>						
Addison .....	2,834	3,051	3,341	3,546	290	9.5
Barton.....	2,493	2,586	2,546	2,616	-40	-1.5
Erin.....	2,455	2,817	3,664	3,879	847	30.1
Farmington.....	2,386	2,523	3,239	3,497	716	28.4
Germantown.....	267	258	278	269	20	7.8
Hartford .....	3,269	3,243	4,031	4,016	788	24.3
Jackson.....	3,180	3,172	3,516	3,767	344	10.8
Kewaskum.....	1,243	1,139	1,119	1,141	-20	-1.8
Polk .....	3,486	3,540	3,938	3,988	398	11.2
Richfield .....	8,390	8,993	10,373	11,336	1,380	15.3
Trenton.....	3,914	3,967	4,440	4,677	473	11.9
Wayne.....	1,471	1,374	1,727	1,932	353	25.7
West Bend.....	3,588	4,165	4,834	4,856	669	16.1
<b>Villages</b>						
Germantown.....	10,729	13,658	18,260	19,189	4,602	33.7
Jackson.....	1,817	2,486	4,938	5,884	2,452	98.6
Kewaskum.....	2,381	2,514	3,277	3,689 <sup>b</sup>	763	30.4
Newburg <sup>c</sup> .....	783	958	1,119	1,162	161	16.8
Slinger.....	1,612	2,340	3,901	4,243	1,561	66.7
<b>Cities</b>						
Hartford <sup>d</sup> .....	7,159	8,188	10,905	12,728	2,717	33.2
West Bend.....	21,484	24,470	28,152	29,612	3,682	15.0
Washington County <sup>e</sup>	84,848	95,328	117,496	125,940	22,168	23.3

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

<sup>b</sup>The Village population in 2008 was 4,209 persons, based on the estimate developed by the Wisconsin Department of Administration.

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

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

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

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

The Village of Jackson experienced the largest percentage increase in population, about 97 percent, of the five villages in the County. The Village of Germantown experienced the largest gain in the number of new residents; increasing by 4,602 persons, or about 34 percent.

Historical population levels in the Village of Kewaskum from 1900 to 2008 are set forth in Table 3. After the Village's population decreased by 54 persons between 1900 and 1910, the population increased in each of the following decades, from 625 residents in 1910 to 3,274 residents in 2000. The Village's population grew by about one-third between 1940 and 1950, between 1950 and 1960, and again between 1990 and 2000. The 2008 DOA population estimate for the Village is 4,209, an increase of 935 residents from 2000.

### 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 both in numbers (an increase of 25,113 persons) and in percentage of the population (an increase to about 24 percent of the County's population).

**Table 3**  
**HISTORIC POPULATION LEVELS IN THE**  
**VILLAGE OF KEWASKUM: 1900-2000**

Year	Population	Change From Preceding Census	
		Number	Percent
1900 <sup>a</sup>	679	--	--
1910	625	-54	-7.9
1920	707	82	13.1
1930	799	92	13.0
1940	880	81	10.1
1950	1,183	303	34.4
1960	1,572	389	32.9
1970	1,926	354	22.5
1980	2,381	455	23.6
1990	2,514	133	5.6
2000	3,274	760	30.2
2008 <sup>b</sup>	4,209	935	28.6

<sup>a</sup>The Village of Kewaskum was incorporated in 1895.

<sup>b</sup>Based on estimate developed by the Wisconsin Department of Administration.

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

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

Age Group	Village of Kewaskum		Washington County	
	Number	Percent	Number	Percent
Under 5.....	222	6.8	7,970	6.8
5 through 19 .....	767	23.5	26,146	22.3
20 through 64 .....	1,891	57.7	70,165	59.7
65 and Older.....	394	12.0	13,212	11.2
Total	3,274	100.0	117,493	100.0
Median Age .....	33.1	--	36.6	--

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

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

Race <sup>a</sup>	Village of Kewaskum		Washington County	
	Number	Percent	Number	Percent
White Alone.....	3,207	98.0	114,781	97.7
Black or African American Alone.....	9	0.3	465	0.4
American Indian and Alaska Native Alone.....	6	0.2	296	0.3
Asian Alone .....	12	0.4	674	0.6
Native Hawaiian and Other Pacific Islander Alone.....	--	--	35	-- <sup>b</sup>
Some Other Race Alone.....	12	0.4	474	0.4
Two Or More Races .....	28	0.9	771	0.6
Total	3,274	100.0	117,496	100.0

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

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

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

Age distribution in the Village of Kewaskum and in Washington County in 2000 is set forth in Table 4. In the Village of Kewaskum in 2000, children less than five years old numbered 222, or about 7 percent of the Village population, while children in the age group five through 19, inclusive, numbered 767, or about 24 percent of the population. Adults in the age group 20 through 64, inclusive, numbered 1,891, or about 58 percent of the Village population, and persons age 65 and older numbered 394, or about 12 percent of the population. The population distribution by age group in the Village was very similar to that in the County for the under five age group; however, there was a higher percentage of the Village population in the five through 19 and 65 and older age groups, and a lower percentage of the Village population in the 20 through 64 age group, when compared to the County as a whole. The median age in the Village of Kewaskum in 2000 was 33 years, compared to a median age of 37 years in the County.

### Racial Composition

Racial composition in the Village of Kewaskum and in Washington County is set forth in Table 5. The Village has a relatively homogeneous population. About 98 percent of the population, or 3,207 of the total 3,274 residents in 2000, were white. The percentage of whites in the Village was about the same as that in the County in 2000, but was higher than in the Region, where about 79 percent of the residents were white, and in the State of Wisconsin, where about 89 percent of the residents were white.

### Educational Attainment

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

The educational attainment of residents at least 25 years of age for the County and each local government in 2000 is set forth in Table 6. In 2000, nearly 89 percent of County residents, and about 84 percent of Village of Kewaskum

Table 6

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

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

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

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

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

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

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

residents, at least 25 years of age, had attained a high school or higher level of education. These levels are as high or 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 43 percent of Village 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 Village, and the County as a whole, are well suited for skilled employment such as management, professional, business, and financial occupations and skilled and high tech production positions. This factor is examined in greater detail in the Economic Development Element of this report (Chapter X).

## **HOUSEHOLDS**

### **Household Trends**

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

The number of households and the average household size in Washington County and in each local government for 1980, 1990, and 2000 are set forth in Table 7. There were 43,842 households in Washington County in 2000, with an average household size of 2.65 persons, compared to an average household size of 2.52 persons in the Region. There were 1,212 households in the Village of Kewaskum in 2000, with an average household size of 2.64 persons, about the same as the County as a whole.

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

### **Household Income<sup>1</sup>**

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 Village of Kewaskum in 1999 was \$49,861, which was \$7,172, or about 13 percent, lower than the 1999 annual median household income in the County. Median incomes tended to be lower in the cities and villages than in the towns. 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.

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<sup>1</sup>Households include persons who live alone; unrelated persons who live together, such as college roommates; and families. Persons not living in households are classified as living in group quarters, such as hospitals for the chronically ill, homes for the aged, correctional institutions, and college dormitories.

Table 7

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

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

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

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

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

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

Although there is great economic prosperity in the County, a number of households have experienced annual incomes below the poverty level. In 1999, there were 1,628 households in the County with an annual income below the poverty level.<sup>2</sup> There were 61 households in the Village of Kewaskum living below the poverty level in 1999, or about 5.1 percent of all Village 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

<sup>2</sup>Multiple thresholds exist to determine if a household is under the poverty level. An example of the types of variables used to determine poverty thresholds include: age of householder, age of family members, number of family members, and number of children present in a household related to the householder. In 1999, poverty threshold levels varied from an annual household income of \$8,501 for a household with one householder under the age of 65 to an annual income of \$37,076 for a household with nine or more people, one of which is a child under the age of 18 related to the householder.

Table 8

## ANNUAL HOUSEHOLD INCOME IN WASHINGTON COUNTY COMMUNITIES: 1999

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

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

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

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

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

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

Table 9

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

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

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

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

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

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

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

Table 10

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

Occupation	Village of Kewaskum		Washington County	
	Number	Percent of Total	Number	Percent of Total
Management, Professional, and Related Occupations				
Farmers and Farm Managers .....	0	0.0	521	0.8
Other Management, Business, and Financial Operations .....	161	9.1	8,340	12.9
Professional and Related .....	222	12.5	11,944	18.5
Subtotal	383	21.6	20,805	32.2
Service Occupations				
Healthcare Support .....	53	3.0	1,063	1.7
Protective Service .....	26	1.5	594	0.9
Food Preparation and Serving Related .....	99	5.6	2,646	4.1
Building and Grounds Cleaning and Maintenance .....	33	1.9	1,561	2.4
Personal Care and Service .....	43	2.4	1,380	2.1
Subtotal	254	14.4	7,244	11.2
Sales and Office Occupations				
Sales and Related .....	181	10.2	6,577	10.2
Office and Administrative Support .....	255	14.4	9,671	14.9
Subtotal	436	24.6	16,248	25.1
Farming, <sup>a</sup> Fishing, and Forestry Occupations	2	0.1	353	0.5
Construction, Extraction, and Maintenance Occupations				
Construction and Extraction .....	114	6.4	3,542	5.5
Installation, Maintenance, and Repair .....	85	4.8	2,926	4.5
Subtotal	199	11.2	6,468	10.0
Production, Transportation, and Material Moving Occupations				
Production .....	365	20.6	10,174	15.7
Transportation and Material Moving .....	133	7.5	3,395	5.3
Subtotal	498	28.1	13,569	21.0
Total	1,772	100.0	64,687	100.0

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

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

government. Two-person households were the most common type of households in the Village of Kewaskum and in the County overall in 2000. About 35.1 percent of all households in the Village were in the two-person household category, followed respectively by one-person households at about 21.1 percent, by four-person households at about 17.0 percent, and by three-person households at about 16.4 percent. Household size information coupled with household income and housing affordability information provided the basis for the housing recommendations set forth in the Housing Element chapter of this report.

## EMPLOYMENT

### Employment and Occupational Characteristics

There were 1,806 Village of Kewaskum residents age 16 years and older in the labor force in 2000. Of that number, 1,772 were employed and 34 were unemployed at the time the Census was taken. About 73 percent of Village residents age 16 years and over were in the labor force, compared to about 74 percent in the County, about 68 percent in the Region, and about 69 percent in the State.

The occupations of Village of Kewaskum employed residents are set forth in Table 10. The largest percentage of Village of Kewaskum workers, about 28 percent, was employed in production, transportation, and material moving occupations. This occupational category ranked third in the County in 2000. About 25 percent of Village of Kewaskum workers were employed in sales and office occupations, which ranked second among both Village and County workers. As a percentage of all workers, relatively more County workers than Village of Kewaskum workers were employed in management, professional, and related occupations. This occupational category ranked first in the County, but third in the Village with 22 percent of Village workers in 2000.

**Place of Work**

As shown in Table 11, approximately 71 percent of Village of Kewaskum workers were employed in Washington County in 2000. Milwaukee County and Ozaukee County each accounted for about 8 percent of the work destinations of Village of Kewaskum workers; although in the case of Milwaukee County, this percentage was less than for County workers as a whole (about 23 percent of County workers compared to about 8 percent of Village workers). A higher percentage of Village workers commuted to Dodge, Fond du Lac, and Ozaukee Counties than did workers in the County as a whole (about one percentage point higher for Village workers for each of the three Counties) which is not unexpected given the Village’s relative proximity to Dodge, Fond du Lac, and Ozaukee Counties.

**Total Employment Levels<sup>3</sup>**

The previous two sections provided information on the employment characteristics of Village 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 1,890 jobs were located in the Village 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 Village 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

**Table 11**

**PLACE OF WORK<sup>a</sup> OF VILLAGE 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.....	36 <sup>b</sup>	2.1	4,548 <sup>b</sup>	7.2
City of West Bend .....	457	26.1	11,968	18.8
Village of Germantown .....	64	3.6	4,394	6.9
Village of Jackson .....	52	3.0	1,533	2.4
Village of Kewaskum .....	332	19.0	731	1.1
Village of Slinger.....	15	0.8	1,398	2.2
Remainder of Washington County.....	284	16.2	7,494	11.8
Subtotal	1,240	70.8	32,066	50.4
City of Milwaukee.....	86	4.9	8,947	14.1
Remainder of Milwaukee County.....	57	3.3	5,388	8.5
Subtotal	143	8.2	14,335	22.6
Dodge County .....	43 <sup>b</sup>	2.4	791 <sup>b</sup>	1.2
Fond du Lac County .....	41	2.3	541	0.9
Ozaukee County .....	141	8.1	4,545	7.1
Waukesha County .....	85	4.9	9,983	15.7
Worked Elsewhere.....	58	3.3	1,359	2.1
Total	1,751	100.0	63,620	100.0

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

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

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

<sup>3</sup>Information on jobs located in Washington County is derived from the U.S. Bureau of Economic Analysis, which compiles its data largely from information collected under State Unemployment Insurance programs.

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

Source: U.S. Bureau of Economic Analysis.

Table 12

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

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

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

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

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

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

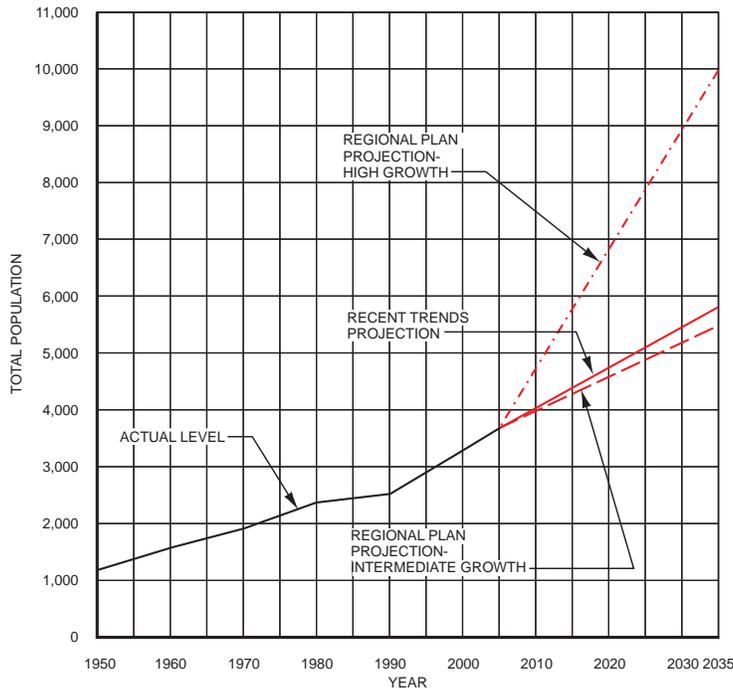
Source: U.S. Bureau of Economic Analysis and SEWRPC.

percent in 2000, while service-related employment increased from 18 percent in 1970 to 33 percent in 2000. In comparison to the manufacturing and service industry groups, other major industry groups—such as wholesale trade; retail trade; government; and finance, insurance, and real estate—have been relatively stable in terms of their share of total employment in the Region over the last three decades. Regional agricultural jobs have decreased by over 50 percent between 1970 and 2000, the only regional industry group other than manufacturing to lose jobs.

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

Figure 2

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



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

service area, while a continuation of recent trends would result in about 5,820 Village residents in 2035, compared to 3,277 residents in 2000. If all of the growth projected for the Village’s sewer service area under the regional land use plan occurs within lands now in the Village or annexed to the Village over time, the Village’s population would increase by about 2,165 residents, or by about 66 percent, under the intermediate population projection; and by about 6,703 residents, or over 200 percent, under the high-growth population projection. Under the “recent trends” projection, the Village’s population would increase by about 2,545 residents, or by approximately 78 percent, from the 3,277 residents in the Village in 2000. A comparison of the three projections, in relation to changes in the Village’s population from 1950 to 2005, is shown in Figure 2.

The three alternative projections provide a reasonable range for the 2035 population level in the Village. The Plan Commission and Village Board considered the projections, along with local knowledge and expectations regarding anticipated future growth and development and past growth trends, and determined that the Village would base its future land use plan and other comprehensive planning elements on a 2035 population projection of 5,820 persons, which reflects a continuation of growth experienced in the Village between 1980 and 2005.

The selected population projection would result in approximately 2,291 households in the Village in 2035, based on an anticipated 2035 average household size of 2.46 persons per household and a group-quartered population of about 184 persons. The group-quartered population is the number of people anticipated to live in assisted living, group homes, or other residential facilities for elderly or disabled residents in 2035. There were 72 people living in group quarters in the Village in 2000.

**PART 2: POPULATION AND HOUSEHOLD PROJECTIONS**

To ensure that adequate and suitable land is available to accommodate anticipated future population growth in the Village, a probable 2035 design year plan population level was selected by the Village Board. In an effort to lessen the uncertainty associated with forecasting a future population level, three alternative population projections were developed for consideration by Village officials. Two of the three projections were prepared by SEWRPC under the 2035 regional land use plan. The third projection, also prepared by SEWRPC, was based on population trends experienced in the Village 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 range of 5,440 to 9,980 persons for the Kewaskum sanitary sewer

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## Chapter IV

# ISSUES AND OPPORTUNITIES ELEMENT

### INTRODUCTION

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

Section 66.1001(2)(a) of the *Wisconsin Statutes* requires that the Issues and Opportunities Element include a “statement of the overall objectives, policies, goals, and programs of the governmental unit to guide the future development and redevelopment of the governmental unit over the planning period.” Although not defined in the *Statutes*, the Wisconsin Department of Administration (DOA) 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.

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

### VISION STATEMENT 2035

#### Visioning Process

To develop a vision statement for the Village, 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 Village's existing planning and zoning documents, and identified recurring "key concepts" that could be appropriate for the Village's vision. UWEX staff then met with the Village

Plan Commission and Village Board on May 16, 2007, to review the key concepts and determine which ones might best describe the Village's future. The most supported concepts were subsequently used to draft a vision statement that was brought back to the Village on July 18, 2007, for approval.

### **Vision Statement**

*"In 2035, the Village of Kewaskum retains its "small-town" atmosphere while providing housing choices and well-planned commercial and industrial growth. Development remains within the capacities of village infrastructure, facilities, and services. Residents enjoy a high quality of life, recreational opportunities, and good access to a balanced mix of land uses. The preservation of natural resources is encouraged."*

### **ISSUES AND OPPORTUNITIES**

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

#### **Comprehensive Planning "Kickoff" Meeting**

A joint Village and Town of Kewaskum comprehensive planning "kickoff" meeting was held in the Village on March 16, 2006. The meeting was an opportunity for Village 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 Village 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 (downtown)

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

- Lack of big employers, industrial base, and good jobs
- Increased crime due to increased population
- Lack of electrical transmission lines
- Lack of criteria for determining whether proposed growth is economically positive
- Loss of natural resources and natural areas
- Lack of volunteers and community involvement/participation in government
- Traffic
- Lack of downtown businesses (stores)
- 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)
- Friendly looking and identifiable main street and friendlier business atmosphere
- Development of business/industrial parks to create good-paying job opportunities
- Park-ride and bus service to Milwaukee area
- Hire people who know how to work
- 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 and too much growth
- Infrastructure concerns
- Lack of services
- Lack of balance between growth and resources/jobs
- Loss of community identity
- Lack of economic assessment of development proposals
- Schools – no land set aside
- Lack of an industrial park

### **Comprehensive Planning Visioning Workshop**

A comprehensive planning visioning workshop/open house was held in the Village on September 28, 2006. The event was an opportunity for Village 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 Village goals, share opinions on development preferences, and develop a vision statement for the Village. A total of 41 residents attended the workshop and the majority wanted to update goals concerning transportation and housing from the Village land use plan adopted in 1997. For transportation, the majority wanted highway expansion through the Village or the creation of a bypass to aid transportation flow. For housing, the majority expressed a desire for higher density residential growth inside the planned sanitary sewer service area and felt that modern architectural design and subdivisions are more appropriate than rural housing.

### **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 Village 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 Village Plan Commission and Village Board on July 18, 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 Village comprehensive plan:

**Goal:** Encourage the protection, preservation, and thoughtful use of the natural resources and prime agricultural lands in the Village and its extraterritorial area, understanding that the preservation of sufficient high-quality open space lands for protection of the underlying and sustaining natural resource base may enhance the social and economic well-being and environmental quality of the area.

- **Objective:** The proper allocation of land uses can assist in maintaining an ecological balance between human activities and the natural environment. Such ecological balance and natural beauty are important determinants of a community's ability to provide a pleasant and habitable environment for all forms of life. Preservation of the most significant aspects of the natural resource base, including primary environmental corridors, further contributes to the maintenance of the ecological balance, natural beauty, and economic well-being of the Village and environs.
- **Objective:** The proper relation of urban and rural land use development to soils can serve to avoid costly environmental and developmental problems, aid in the establishment of better settlement patterns, and promote the wise use of an irreplaceable resource.
- **Objective:** Allocate land uses in ways that assist in maintaining natural beauty and the ecological balance between human activities and the natural environment, including soils, lakes and streams, wetlands, woodlands, wildlife, primary and secondary environmental corridors, and isolated natural resource areas, thereby contributing to the health and economic well-being of Village residents.
- **Objective:** Thoughtful consideration for the preservation of prime agricultural lands should be given, thereby minimizing conflicts between farming operations and activities associated with urban land uses, and contribute to energy conservation since prime agricultural soils require less energy to farm than do other soils.

**Goal:** Provide an organized system of public outdoor recreation sites and related open space areas for Kewaskum residents.

- **Objective:** Public outdoor recreation sites should be thoughtfully designed and located. Public outdoor recreation sites should also provide a sense of community, bring people together for social and cultural as well as recreational activities, and contribute to the desirability and stability of residential neighborhoods and the communities in which such facilities are provided.
- **Objective:** Provide a system of recreational corridors located on or adjacent to linear resource-oriented open space lands for certain recreational activities, such as hiking, biking, and cross-country skiing. Such corridors can also serve to connect existing and proposed public parks.

**Goal:** Encourage the preservation of the historical heritage of the Kewaskum area.

- **Objective:** Encourage the protection, enhancement, perpetuation, and use of sites and improvements of special historical interest or value.

**Goal:** Provide adequate location and choice of housing and housing types for varied age and income groups of different size households.

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

**Goal:** Maintain, enhance and continue to diversify the economy consistent with other Village goals and objectives in order to provide a stable economic base.

**Goal:** Retain and encourage new opportunities for local employment of citizens.

**Goal:** Develop strategies to promote business retention, expansion and recruitment.

- **Objective:** Make the Village's vision statement, comprehensive plan, and future land use map available to developers with potential business proposals.

**Goal:** Provide adequate pedestrian areas and aesthetic features in the central business district, to encourage consumer activity and provide community character.

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

- **Objective:** Land use patterns should be supported by appropriate transportation systems and utilities, which should form a basic framework for land use development.
- **Objective:** Residential uses should have reasonable access through the appropriate component of the transportation system to local service uses; employment, commercial, cultural, and governmental centers; and schools.
- **Objective:** Provide opportunities for bicycling and walking to be a viable, convenient, and safe transportation choice within the Village.

**Goal:** Continue to maintain and improve Village streets 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 street ratings, as required; and seek outside funds to help with street improvements.

**Goal:** Provide library services to meet the social, educational, informational, technological, and recreational needs of the Kewaskum area.

- **Objective:** The provision of library facilities and services should be accessible to every person residing within a library's service area.

**Goal:** Ensure the provision of reliable, efficient and well-planned utilities to adequately serve existing and future development.

**Goal:** Provide high quality Village facilities and services that meet the existing and future demands of residents, business owners, landowners and visitors.

**Goal:** Continue to provide law enforcement and emergency services for Village residents and businesses.

**Goal:** Provide facilities necessary to maintain high-quality fire protection throughout the Village and other communities within its service area.

**Goal:** Promote cost effective solid waste disposal and recycling services and systems that protect the public health, natural environment and general appearance of land use within the Village.

- **Objective:** Ensure proper disposal of wastewater to ensure public health and protect ground and surface water quality.
- **Objective:** Promote stormwater management practices, which reduce property damage and ensure a high level of water quality.
- **Objective:** Ensure that the water supply for the Village has sufficient capacity, remains potable, and is available to meet the needs of current and future residents.
- **Objective:** Require developers to pay for improvements needed to support new development requests.

**Goal:** A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of Kewaskum residents.

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

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

**Goal:** Direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes in order to protect the associated benefits and functions they provide.

- **Objective:** The location and extent of commercial, educational, transportation, and recreational facilities are important determinants of the quality of urban life and should be designed to meet the needs of Kewaskum residents.
- **Objective:** Locate urban land uses to avoid or minimize hazards and danger while maximizing convenience and accessibility.

**Goal:** Coordinate and communicate planning activities with other communities in the County, and state and Federal agencies to realize individual and shared visions, goals and objectives; to address regional issues that cross political boundaries and jurisdictions; to ensure efficient use of resources; and to provide for increased certainty between all levels of government, developers, and landowners.

- **Objective:** Encourage shared services with neighboring communities.

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

**Goal:** Promote consistency between and integration of the plan recommendations and local ordinances.

- **Objective:** Routinely consult the comprehensive plan when carrying out Village government functions and developing the Village 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 this element to compile goals, objectives, policies, and programs for the conservation and effective management of the following natural resources:

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

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

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

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

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

This chapter provides inventory information on soils, topography and geology, nonmetallic mining resources, water resources, woodland resources, natural areas and critical species habitats, environmental corridors, park and open space sites, and cultural (historical and archaeological) resources. This chapter consists of three parts: Part 1, Inventory of Natural Resources; Part 2, Inventory of Cultural Resources; and Part 3, 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 Village of Kewaskum and surrounding areas 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 Village of Kewaskum; and State and Federal agencies, including the Wisconsin Department of Natural Resources (DNR), the State Historical Society of Wisconsin, and the U.S. Department of Agriculture (USDA).

## **PART 1: INVENTORY OF NATURAL RESOURCES**

### **Soil Survey**

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

The soil survey can play an important role in land use decisions. The information contained in the soil survey can help identify which areas of the Village may have limitations for development due to wet soils or bedrock near the surface. It may also assist the Village in planning for future growth, by identifying areas that may have marketable nonmetallic mineral resources or prime agricultural lands present. Village officials may wish to focus new growth in surrounding areas having soils that are relatively less productive for agricultural use, as determined through the LESA analysis conducted as part of the multi-jurisdictional comprehensive planning process and summarized in this chapter; while recognizing that productive agricultural land located adjacent to existing sanitary sewer service areas may need to be converted to urban use to provide for orderly urban growth.

### **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 Village of Kewaskum:

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

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 generally located in stream beds and encompasses about 15 percent of the Village.

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 43 percent of the Village and is generally found on lower elevations within the Kettle Moraine.

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 encompasses about 42 percent of the Village.

The ***Houghton-Palms-Adrian association*** contains very poorly drained organic soils located along drainage ways, in depressions, and in old glacial lakebeds. This association encompasses less than 1 percent of the Village.

### **Soil Suitability for Agriculture**

Much of the area surrounding the Village is covered by soils that are well suited for the production of crops, particularly the areas west and south of the Village.

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 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 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.

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 on a case-by-case basis.

The LESA scores for agricultural parcels in the Town of Kewaskum outside the Village sanitary sewer service area, grouped into categories, are shown on Map 3. The average LESA score for agricultural parcels in the Town was 7.1, and 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 3 to show areas that were in agricultural use in 2006.

Lands adjacent to the southwest and northern portions of the Village sewer service area received the lowest scores in the LESA analysis. Lands to the west of the Village generally received moderate scores (7 to 7.9), with a few parcels adjacent to the sewer service area scoring higher (8 to 8.9). Parcels west of Highland Drive received the highest scores in the Town of Kewaskum, with some parcels scoring above 9 and a large block of parcels scoring 8 to 8.9. Most parcels east of the Village were not included in the LESA analysis because they are located in the Kettle Moraine State Forest and are not used for agriculture.

### **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 29 percent of the Village is covered by hydric soils (about 372 acres), generally associated with stream beds and wetland areas.

In the Town of Kewaskum, 4,500 acres, or about 31 percent of the Town, are covered by hydric soils. 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.

### **Depth to Bedrock**

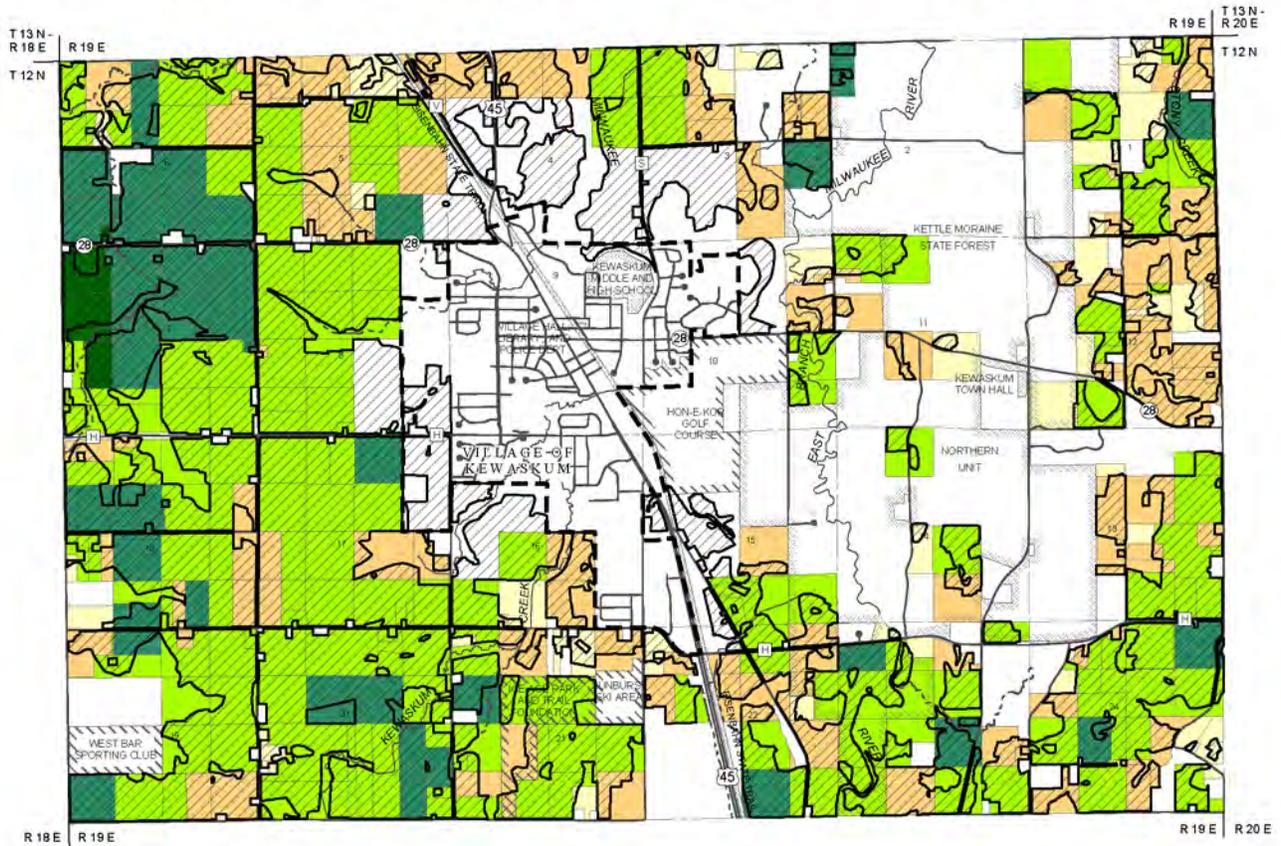
Areas where bedrock is at or near the surface pose significant limitations for most types of development. If depth to bedrock is shallow, excavation for septic tanks and drain fields needed for conventional private onsite waste treatment systems (POWTS) may be difficult and expensive and the septic system 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 are no areas of shallow bedrock (bedrock within three feet of the surface) in the Village. The Town of Kewaskum has about 25 acres of shallow bedrock located in the northwestern portion of the Town.

### **Topography and Geology**

The dominant landform in Washington County is the Kettle Moraine, an interlobate moraine, or glacial deposit, formed between the Green Bay and Lake Michigan lobes of the continental glacier that moved across the Great Lakes area approximately 11,000 years ago. The Kettle Moraine is oriented in a general northeast-southwest

### Map 3

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



PARCEL BOUNDARY

#### LESA SCORE

9.0 OR MORE

8 - 8.9

7 - 7.9

6 - 6.9

LESS THAN 6

LANDS IN AGRICULTURAL USE IN 2006

Source: Washington County and SEWRPC.



0 0.25 0.5 1 MILE



direction across the County. Some of its features include kames, or conical hills; kettles, which are depressions that mark the site of buried glacial ice blocks which became separated from the retreating main ice mass and which subsequently melted to form depressions; eskers, or long, narrow ridges of drift deposited in tunnels of ice; and abandoned drainageways. It forms some of the most attractive and interesting landscapes within the County. The Kettle Moraine area is the location of the highest elevation in the County and the location of the greatest local elevation differences, or relief.

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

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 eastern portion of the Village and Town of Kewaskum. As shown on Map 4, the Village of Kewaskum is located on areas of glacial till and glacial outwash along the western margin of the Kettle Moraine. The “Kewaskum Kame,” located just north of the Village on the east side of CTH S, is one of four identified sites deemed to be of countywide or regional significance. The Kewaskum Quarry and Lime Kiln site, located in the northwest corner of the Town of Kewaskum, is the location of an exposure of dolomite bedrock containing abundant brachiopod fossils and is considered to be a site of local significance; one of five such sites identified in the County.

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 30 acres, or about 2 percent of the Village, have slopes of 20 percent or greater; while about 31 acres, again about 2 percent of the Village, have slopes ranging from 12 to 20 percent. In the Town of Kewaskum, about 1,625 acres, or about 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.

### **Nonmetallic Mineral Resources<sup>3</sup>**

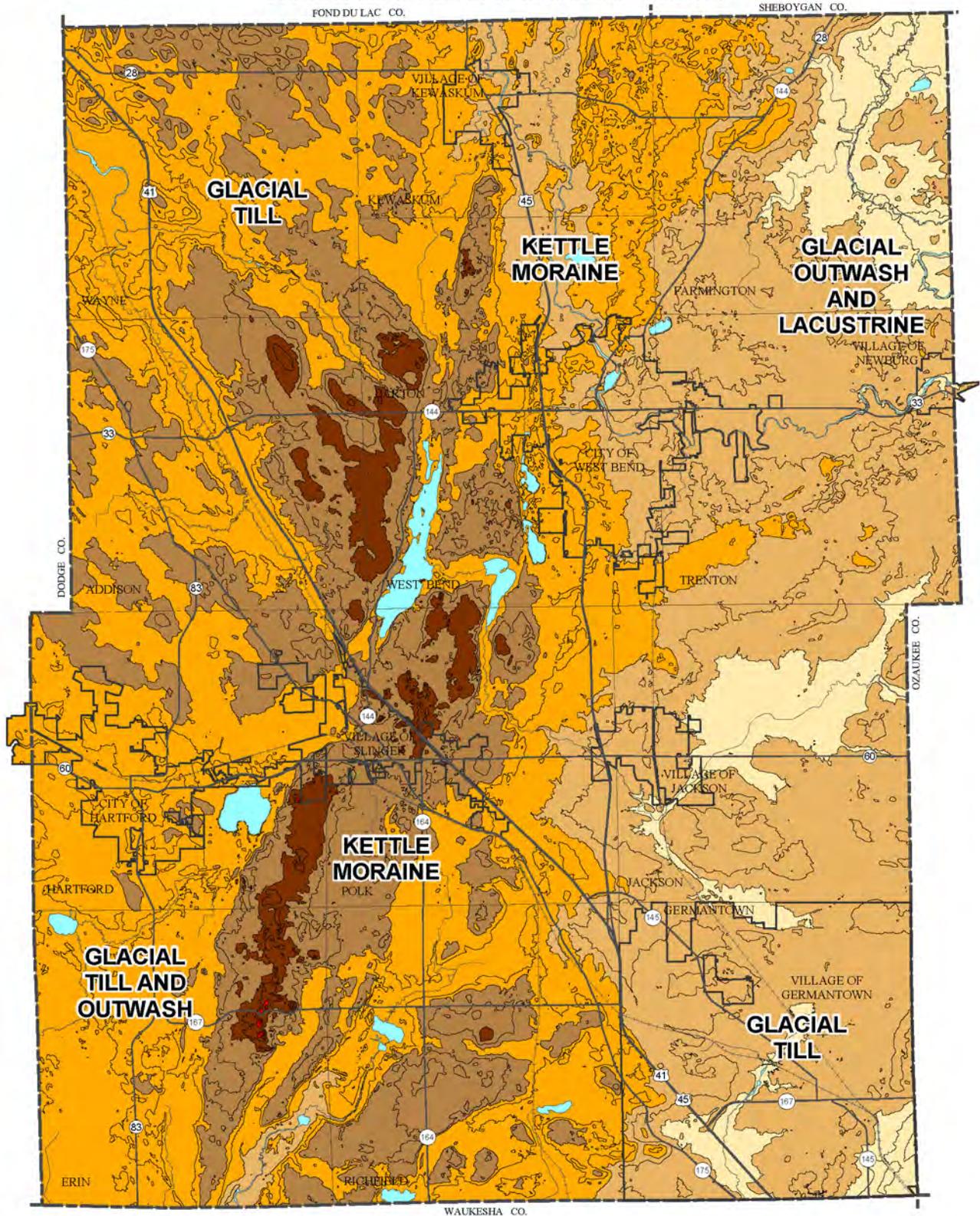
Nonmetallic minerals include, but are not limited to, sand, gravel, crushed stone, building or dimension stone, peat, and clay. Extractive sites for nonmetallic minerals in Southeastern Wisconsin provide sand, gravel, and crushed limestone or dolomite for structural concrete and road building; peat for gardening and horticulture; and dimension stone for use in buildings, landscaping, and monuments. Nonmetallic mineral resources are important economic resources that should be taken into careful consideration whenever land is being considered for

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<sup>3</sup>*There are no marketable metallic mining resources in Washington County.*

Map 4

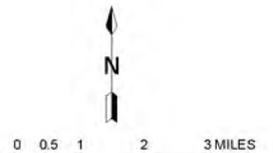
PHYSIOGRAPHIC FEATURES AND GENERALIZED TOPOGRAPHIC CHARACTERISTICS IN WASHINGTON COUNTY



ELEVATION IN FEET ABOVE MEAN SEA LEVEL



Source: U.S. Geological Survey, USDA - Natural Resources Conservation Service, and SEWRPC.



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 Village of Kewaskum has been identified by the Wisconsin Geological and Natural History Survey (WGNHS), and is shown on Map 5. The map was produced using a variety of sources, including geologic studies,<sup>4</sup> data from Road Material Survey records collected by WGNHS for the Wisconsin Department of Transportation (WisDOT), information on existing extractive sites, and information on closed extractive sites that were recently active. The sand and gravel potential is categorized as high, medium, and low by the WGNHS based on the glacial geology (Mickelson and Syverson, 1997<sup>5</sup>). Much of the area in and surrounding the Village has been identified as having a high potential for the location of commercially viable deposits of sand and/or gravel deposits.

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

The location of potential commercially workable sources of stone suitable for crushed or building stone in the Village 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 497 acres, or about 39 percent of the Village's area, has bedrock between 25 and 50 feet below the land surface, which is considered as having marginal potential for the development of commercially viable sources of crushed stone or building stone. In the Town of Kewaskum, approximately 2,395 acres, or about 17 percent of the Town's area, have been identified as having potential for the development of commercially viable sources of crushed stone or building stone. Much of the bedrock is between 25 and 50 feet of the surface, which is considered of marginal commercial use. An area in the northwest portion of the Town has bedrock within 25 feet of the surface, which is considered commercially viable for extraction.

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

There were no active or inactive nonmetallic mining sites in the Village in 2007. There is an active gravel extractive site in the Town of Kewaskum on the north side of Badger Road, adjacent to the Village. The extractive site encompasses 18 acres and is operated by Michels Materials. There is also an inactive WisDOT borrow pit in the Town, located north of the Village on the west side of U. S. Highway 45. 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.

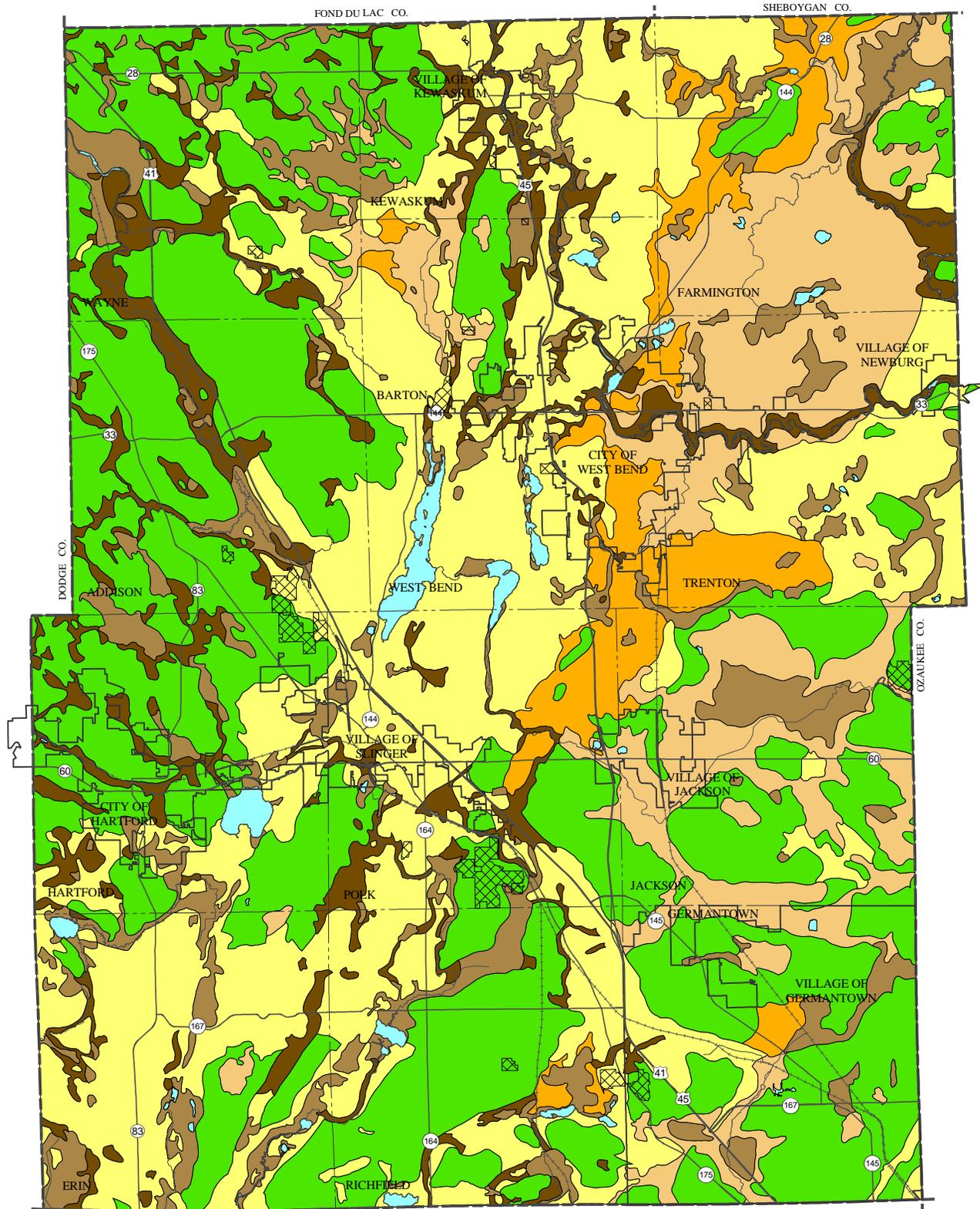
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<sup>4</sup>Bedrock geology from Preliminary Bedrock Maps of Washington County (WOFR 2004-17) by T. Evans, K. Massie-Ferch, and R. Peters, WGNHS.

<sup>5</sup>Mickelson, D. M. and K. M. Syverson, Quaternary Geology of Ozaukee and Washington Counties, Wisconsin, WGNHS Bulletin 91, 1997.

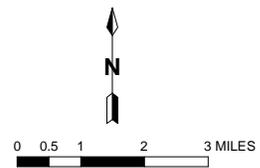
# Map 5

## POTENTIAL SOURCES OF SAND, GRAVEL, CLAY, AND PEAT IN WASHINGTON COUNTY



- |   |  |   |  |
|---|--|---|--|
|  | OUTWASH DEPOSITS<br>HIGHEST POTENTIAL FOR SIGNIFICANT DEPOSITS OF GRAVEL AND COARSE TO MEDIUM SAND                         |  | PEAT AND ORGANIC SEDIMENT<br>NOT A POTENTIAL SOURCE FOR SAND AND GRAVEL, BUT MAY CONTAIN ECONOMIC DEPOSITS OF PEAT   |
|  | SANDY GLACIAL LAKE SEDIMENTS<br>POTENTIAL SOURCE OF FINE SAND BUT LOW POTENTIAL FOR GRAVEL                                 |  | MODERN STREAM SEDIMENT<br>MAY CONTAIN LOCAL CONCENTRATIONS OF SAND AND GRAVEL, BUT ENVIRONMENTAL ISSUES MAKE DEVELOPMENT IMPRACTICAL. NOT CONSIDERED A SIGNIFICANT FUTURE RESOURCE |
|  | GLACIAL TILL<br>MAY CONTAIN LOCAL ECONOMIC DEPOSITS OF SAND AND GRAVEL. RESOURCE POTENTIAL MEDIUM TO LOW                   |  | EXISTING EXTRACTIVE SITE: 2006   |
|  | GLACIAL LAKE DEPOSITS<br>NOT A POTENTIAL SOURCE FOR SAND AND GRAVEL, BUT MAY CONTAIN CLAY DEPOSITS USEFUL FOR CONSTRUCTION |  | SURFACE WATER  |

Source: Wisconsin Geological and Natural History Survey (Compilation and Resource Potential Interpretation by Bruce A. Brown, P.G., Data Compilation by Michael L. Czechanski, 2006) and SEWRPC.



NR 135 defines a marketable nonmetallic mineral deposit as one which can be or is reasonably anticipated to be commercially feasible to mine and which has significant economic or strategic value. The significant economic or strategic value must be demonstrable using geologic, mineralogical or other scientific data, based upon the deposit's quality, scarcity, location, quantity or proximity to a known user. Only the owner of the land (as opposed to the owner of the mineral rights or other partial rights) can register a marketable nonmetallic mineral deposit. The registration must include a legal description of the land and certification and delineation by a 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 the 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 Village 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 Village Plan Commission and Village 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 Village. The contribution of these resources to economic development, recreational activity, and scenic beauty is immeasurable. In 2000, there were 26 acres of surface water and 93 acres of wetlands in the Village. Within the Town of Kewaskum, there were 88 acres of surface water and 2,350 acres of wetlands in 2000.

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 the Village of Kewaskum and the remainder of 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 Village of Kewaskum is located entirely in the Milwaukee River watershed within the Great Lakes – St. Lawrence River drainage basin, and could use Lake Michigan water as a source of water supply; however, this is unlikely given the distance from the Lake.

### ***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 Village include the Milwaukee River and Kewaskum Creek. Major lakes are defined as those which have a surface area of 50 or more acres. There are no major lakes in the Village of Kewaskum.

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.<sup>6</sup> 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 93 acres, or about 7 percent of the Village, in 2000, and are shown on Map 6. In the Town of Kewaskum, wetlands encompassed 2,350 acres in 2000.

The location of wetlands shown on Map 6 is based on the Wisconsin Wetlands Inventory completed in 1982 and 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. Farmed wetlands are subject to Federal wetland regulations. An updated wetland inventory for Washington County was conducted in 2005 and released in 2008, and includes farmed wetlands. The updated wetland inventory is reflected on the Village land use plan map (Map 14 in Chapter VI). The wetland inventory can be viewed on the DNR's Surface Water Data Viewer website at <http://dnrmaps.wisconsin.gov/imf/imf.jsp?site=SurfaceWater Viewer>.

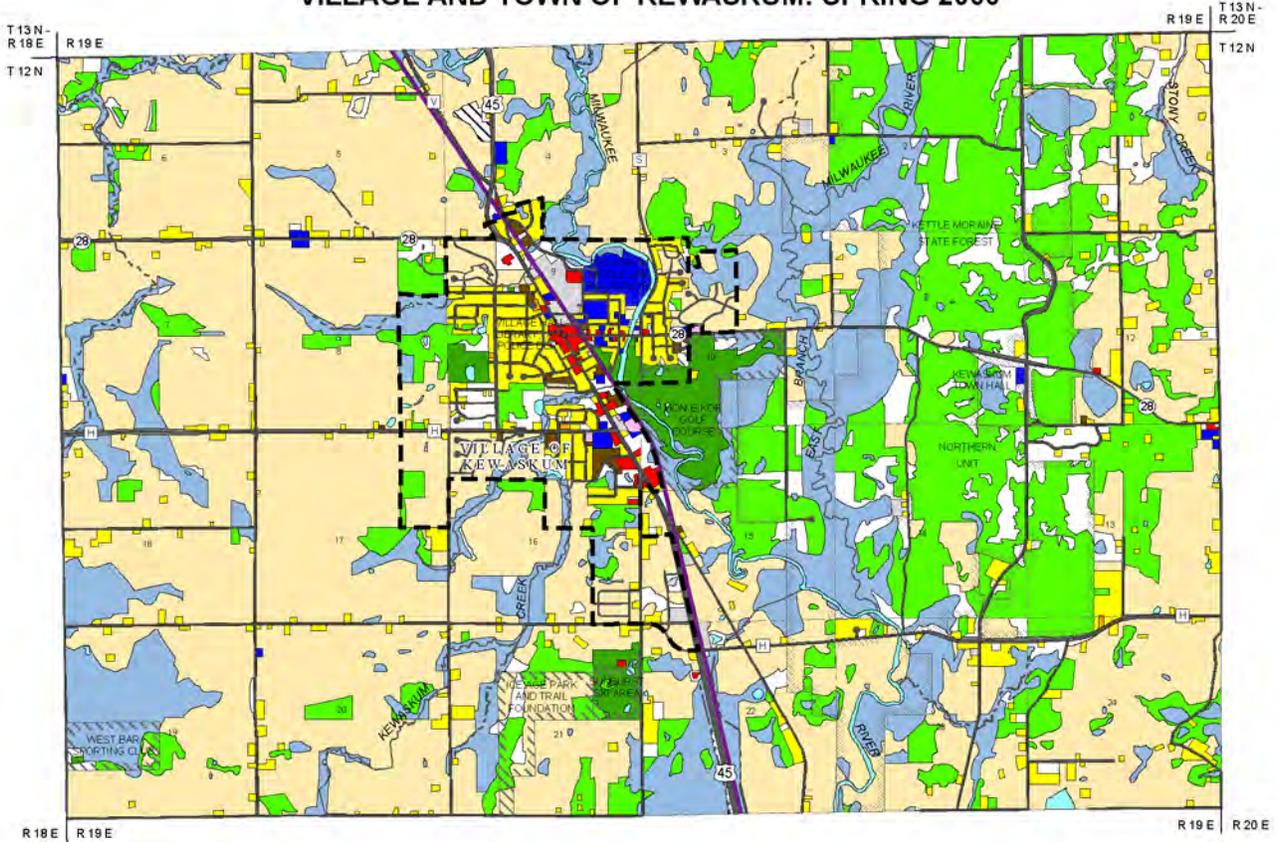
Wetlands and their boundaries are continuously changing in response to changes in drainage patterns and climatic conditions. While wetland inventory maps provide a basis for areawide planning, detailed field investigations are necessary to precisely identify wetland boundaries on individual parcels.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

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<sup>6</sup>The definition of "wetlands" used by SEWRPC is the same as that of the U.S. Army Corps of Engineers and the U.S. Environmental Protection Agency. Under this definition, wetlands are areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and that under normal circumstance do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. This definition differs somewhat from the definition used by the DNR. Under the DNR definition, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions. As a practical matter, application of either the DNR definition or the EPA-Army Corps of Engineers-SEWRPC definition has been found to produce relatively consistent wetland identification and delineations in the majority of the situations in southeastern Wisconsin.

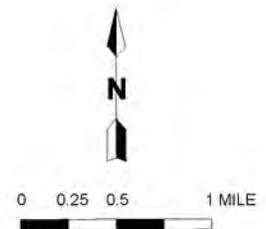
# Map 6

## 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.



### ***Floodplains***

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

Floodplains outside of cities and villages 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. 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. In the Town of Kewaskum, floodplains 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.

SEWRPC conducted a floodplain analysis for certain tributaries to the Milwaukee River for which approximate floodplains had been identified by FEMA in the 1983 Flood Insurance Study. The SEWRPC analysis was conducted as part of the Village of Kewaskum 2010 Land Use and Street System Plan adopted by the Village Board in 1997. The analysis identified the floodway and floodfringe portions of floodplains located along these tributaries flowing to the Milwaukee River through the Town and Village of Kewaskum, and extended the floodplain delineations along these tributaries upstream from the point where the Flood Insurance Study delineations ended. The results of the SEWRPC analysis were submitted to FEMA for inclusion in the new Flood Insurance Rate Maps being prepared under the FEMA Map Modernization Program. The Village of Kewaskum should update its floodplain zoning map and Washington County should update the County shoreland and floodplain zoning map to reflect updated floodplain delineations for the Town of Kewaskum and other affected towns following approval of the new floodplain delineations and maps by DNR and FEMA.

### ***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 117 (city and village shoreland-wetland regulations) and NR 116 (floodplain regulations) of the *Wisconsin Administrative Code*, the Village zoning ordinance restricts uses in wetlands located in the shoreland, 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 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 shoreland requirements of the County shoreland and floodplain ordinance in effect on the date the property was annexed remain in effect, but are enforced by the city or village. The County shoreland zoning ordinance, in accordance with NR 115 requirements, includes restrictions on the removal of vegetation and on filling, grading, and excavating within the shoreland area. Structures must be set back a minimum of 75 feet from the ordinary high-water mark of navigable waters. County shoreland zoning ordinances may require greater setbacks, which is the case in Washington County.

The Washington County lake and stream classification project<sup>7</sup> established a system that classifies lakes and streams as Class I, II, or III. The surface water classifications were incorporated into the County's shoreland, wetland, and floodplain zoning ordinance, which includes certain types of regulations, such as development with increased setbacks from lakes and streams, based on the classification of the adjacent lake or stream. The regulations are designed to offer a higher level of protection to higher-quality lakes and streams. Lake and stream classifications are listed on Table 13.

### ***Groundwater Resources***

Groundwater resources constitute another key element of the natural resource base. 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 the Village and the remainder of 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 their hydraulic interconnection, the first two aquifers are commonly referred to collectively as the "shallow aquifer," while the latter is referred to as the deep aquifer. Within the County, the shallow and deep aquifers are separated by the Maquoketa shale, which forms a relatively impermeable barrier between the two aquifers.

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

On the average, precipitation annually brings about 32 inches of water to the surface of Washington County. For the area of the County that would translate into about 660 million gallons per day (mgd) of water averaged over the year (a total of 240,900 million gallons a year). It is estimated that approximately 80 percent of that total is lost by evapotranspiration. Of the remaining water, part runs off in streams and part becomes groundwater. The average annual groundwater recharge to shallow aquifers varies from about 5 to 15 percent of annual precipitation. To document the utilization of the shallow aquifers in the Region, it may be assumed, for example, that, on the average, 10 percent of the annual precipitation reaches groundwater. Then, the average groundwater recharge in Washington County would be estimated to be 66 mgd. This precipitation will be returned to the shallow aquifer within days or months, depending on the soil. The estimated daily use of groundwater in 2000 was 13 mgd, which is about 20 percent of the total amount of groundwater assumed to be recharged in that year. This indicates that there is an adequate annual groundwater recharge to satisfy water demands on the shallow aquifer system in Washington County for years to come on an areawide basis. However, the availability on a localized area basis will vary depending upon usage, pumping system configuration, and groundwater flow patterns. Groundwater modeling<sup>8</sup> indicates small areas of drawdown of five feet or less in the shallow aquifer.

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

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<sup>7</sup>*Documented in SEWRPC Memorandum Report No. 139, Surface Water Resources of Washington County, Wisconsin, Lake and Stream Classification Project: 2000, September 2001.*

<sup>8</sup>*Documented in SEWRPC Technical Report No. 41, A Regional Aquifer Simulation Model for Southeastern Wisconsin, June 2005.*

Table 13

**LAKE AND STREAM CLASSIFICATIONS UNDER THE  
WASHINGTON COUNTY SHORELAND ZONING ORDINANCE: 2006**

Lake or Stream	Classification			Lake or Stream	Classification		
	Class 1	Class 2	Class 3		Class 1	Class 2	Class 3
Lakes:				Lakes (continued):			
Allis.....	--	2	--	Silver.....	--	--	3
Amy Belle .....	--	--	3	Smith (Drickens) .....	--	2	--
Bark.....	--	--	3	Tily (Tilly) .....	--	2	--
Beck .....	1	--	--	Twelve .....	--	--	3
Big Cedar .....	--	--	3	Wallace .....	--	--	3
Boltonville Pond.....	--	2	--	Werner Pond.....	1	--	--
Brickyard .....	--	2	--	Streams:			
Druid.....	--	--	3	Allenton Creek .....	1	--	--
Ehne (Ehny).....	--	2	--	Ashippun River.....	--	2	--
Erler.....	--	2	--	Bark River .....	--	2	--
Five.....	--	--	3	Cedar Creek.....	--	--	3
Friess.....	--	--	3	Cedarburg Creek .....	--	2	--
Gilbert.....	1	--	--	Coney River .....	1	--	--
Green .....	--	--	3	East Branch Milwaukee River .....	--	--	3
Hackbarth/L. Silver .....	--	2	--	East Branch Rock River .....	--	--	3
Hartford Millpond .....	1	--	--	Engmon Creek .....	1	--	--
Hasmer.....	--	2	--	Erler Outlet.....	--	2	--
Hawthorn .....	1	--	--	Evergreen Creek.....	1	--	--
Hickey.....	--	2	--	Flynn Creek.....	--	2	--
Keown .....	--	2	--	Goldendale Creek .....	1	--	--
Kewaskum Millpond.....	1	--	--	Junk Creek.....	1	--	--
Kohlsville Millpond .....	--	2	--	Kewaskum Creek.....	--	2	--
Lehner .....	1	--	--	Kohlsville River .....	--	2	--
Lent .....	--	2	--	Kressin Branch.....	--	--	3
Lenwood.....	--	--	3	Lehner Outlet .....	1	--	--
Little Cedar .....	--	--	3	Limestone Creek.....	--	2	--
Little Drickens .....	--	2	--	Little Cedar Creek .....	--	2	--
Little Friess (Bony).....	--	2	--	Little Oconomowoc River .....	--	2	--
Lohr Pond.....	--	2	--	Mason Creek.....	1	--	--
Lowe (Loews) .....	--	2	--	Meadow Brook Creek.....	--	--	3
Lucas.....	--	2	--	Menomonee River.....	--	--	3
Malloy .....	1	--	--	Milwaukee River.....	--	--	3
Mayer Millpond .....	1	--	--	Myra Creek .....	1	--	--
Mayfield Pond.....	1	--	--	Nolan Creek .....	--	2	--
McConville .....	1	--	--	North Branch Cedar Creek.....	--	2	--
Miller .....	--	2	--	North Branch Milwaukee River	--	--	3
Mud <sup>a</sup> .....	1	--	--	Oconomowoc River .....	--	2	--
Mud <sup>b</sup> .....	--	2	--	Polk Springs Creek .....	--	2	--
Mueller.....	--	2	--	Quaas Creek.....	--	2	--
Murphy .....	--	2	--	Rubicon River .....	--	2	--
Newburg Pond.....	1	--	--	Silver Creek .....	1	--	--
Pike .....	--	--	3	Stoney Creek .....	1	--	--
Proschinger .....	--	2	--	Wallace Creek.....	--	2	--
Quaas.....	--	2	--	Wayne Creek .....	--	2	--
Radtke .....	--	2	--	West Branch Milwaukee River .....	1	--	--
Rockfield Quarry Pond.....	--	2	--	Willow Creek.....	--	2	--

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

<sup>a</sup>The Mud Lake classified as a Class 1 waterbody is located in the Village of Richfield.

<sup>b</sup>The Mud Lake classified as a Class 2 waterbody is located in the Town of Polk.

Source: Washington County and SEWRPC.

Table 14

**CLASSIFICATION OF POTENTIAL WATER RECHARGE AREAS  
IN THE VILLAGE OF KEWASKUM EXTRATERRITORIAL AREA: 2007**

Water Recharge Classification	Area Within Each Classification		Portion Within Primary Environmental Corridor or Floodplain	
	Acres	Percent <sup>a</sup>	Acres	Percent <sup>b</sup>
Very High .....	290	3.3	239	6.4
High .....	2,651	29.8	1,181	31.9
Moderate.....	4,131	46.3	604	16.3
Low .....	111	1.2	59	1.6
Urban Development and Undetermined <sup>c</sup> .....	1,730	19.4	1,626	43.8
Total	8,913	100.0	3,709	41.6 <sup>d</sup>

<sup>a</sup>Percent of Village extraterritorial area within each classification.

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

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

<sup>d</sup>Percent of Village extraterritorial area located in primary environmental corridor or floodplain.

Source: Wisconsin Geological and Natural History Survey and SEWRPC.

To satisfy future water demands in the Southeastern Wisconsin Region, including Washington County, coordinated regional water resource management is needed, which would optimize the use of ground and surface water. The regional water supply planning program<sup>9</sup> currently being conducted by SEWRPC will provide guidance in this regard and is scheduled to be completed in 2010. At the time this comprehensive plan was prepared, areas within Washington County and the remainder of the Region had been analyzed and classified based on their potential for water recharge. The analysis was based on a combination of topography, soil hydrologic groups, soil water storage, and land use. An “average” weather year of 1997 was selected for the analysis, since the amount of precipitation received also affects the amount of water that reaches (and recharges) the groundwater. Areas were placed into the following classifications: very high (more than six inches of recharge per year), high (four to six inches of recharge per year), moderate (three to four inches of recharge per year), and low (less than three inches of recharge per year). Areas for which no soil survey data was available (shown as “undetermined” on Map 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.

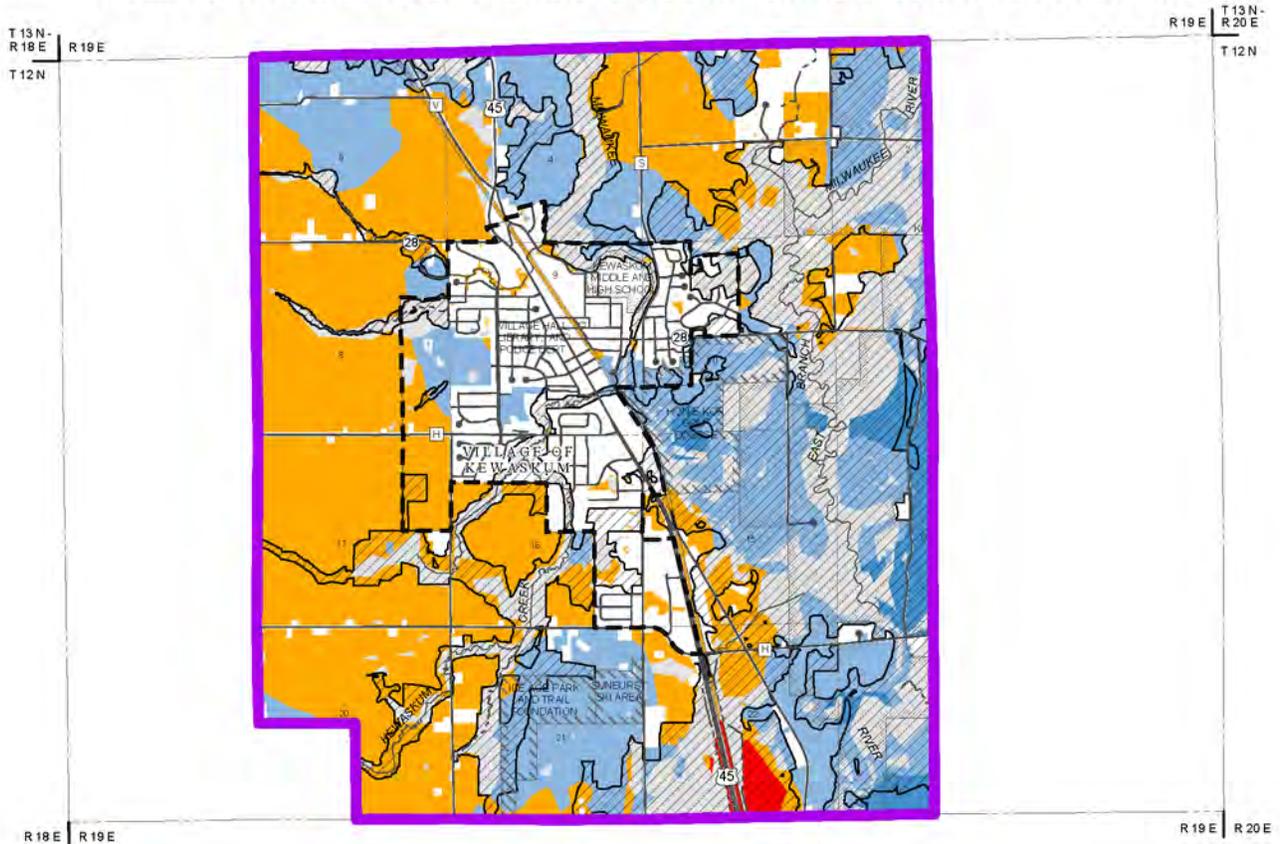
Areas within each of the recharge classifications in the Village extraterritorial area are shown on Map 7, and the acreage within each category is listed on Table 14. About 3 percent of the Village extraterritorial area is rated “very high” for recharge potential, and about 30 percent is rated “high” for recharge potential. Most of the high and very high recharge potential areas are located in the eastern portion of the extraterritorial area, which generally corresponds to the Kettle Moraine area. Primary environmental corridors and floodplains were overlaid on Map 7 to indicate the correlation between such areas and groundwater recharge potential. About 68 percent of high and very high recharge potential areas outside of wetlands are located within primary environmental corridors and floodplains in the Village extraterritorial area.

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

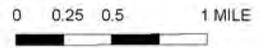
<sup>9</sup>Documented in SEWRPC Planning Report No. 52, A Regional Water Supply Plan for Southeastern Wisconsin (underway). The plan is expected to be completed in 2010.

# Map 7

## WATER RECHARGE POTENTIAL IN THE VILLAGE OF KEWASKUM PLANNING AREA



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



Source: Wisconsin Geological and Historical Survey and SEWRPC.

## **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 4. Woodlands<sup>10</sup> 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 60 acres, or about 5 percent of the Village, and 2,688 acres, or about 19 percent, of the Town of Kewaskum.

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

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

Participants enter into a 25 or 50 year contract. A penalty is assessed if an agreement is terminated before its end. Starting with 2008 entries, applications must include a management plan prepared by a person certified by the DNR. If the enrolled property is sold before the agreement period has expired, the new owner can choose one of three options: 1) complete the agreement period with the approved plan, 2) adjust the plan to meet new goals and objectives, or 3) withdraw the land and pay the penalty. Lands can be open or closed to the public, but the tax benefit is substantially greater for enrolled acreage that is open to the public. In 2005, none of the Village's woodlands were enrolled in the program. In the Town of Kewaskum, a total of 277 woodland acres were enrolled in the program, with 25 acres open to the public and the remaining 253 acres closed to the public.

### **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.

There are no identified natural areas located in the Village of Kewaskum. In the Town of Kewaskum, a total of eight natural areas, encompassing about 1,239 acres, have been identified. Two of the sites, the Kewaskum

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<sup>10</sup>*These 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.*

Table 15

**AQUATIC HABITAT AREAS IN THE VILLAGE AND TOWN OF KEWASKUM: 2005**

River, Stream, or Lake	Size <sup>a</sup>	Rank <sup>b</sup>	Description <sup>c</sup> 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; <sup>d</sup> 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

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

<sup>b</sup>AQ-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.

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

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

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

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 encompass about 580 acres. The remaining two sites are classified as NA-3 sites and encompass about 438 acres.

***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. There were no "upland" critical species habitat sites located in either the Village or the Town of Kewaskum; however, six aquatic sites that support threatened or rare fish or herptile species were identified in the Town or Village. These include segments of the Milwaukee River and segments of Kewaskum Creek in the Village and Town of Kewaskum, a segment of the East Branch of the Milwaukee River and a segment of Stony Creek in the Town of Kewaskum, and a small unnamed lake in the Town. Aquatic habitat sites in the Village and Town are more fully described in Table 15. Aquatic habitat sites are protected under DNR 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 environmental corridors, no minimum area or length criteria apply. Secondary environmental corridors that do not connect primary environmental 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 10 in Chapter VI. In 2000, 176 acres, encompassing about 14 percent of the Village, were located within primary environmental corridors. Secondary environmental corridors totaled 40 acres, or about 3 percent of the Village. Isolated natural resource areas within the Village totaled five acres, or less than 1 percent of the Village. In the Town of Kewaskum, primary environmental corridors encompassed 5,664 acres, or about 40 percent of the Town; secondary environmental corridors encompassed 227 acres, or almost 2 percent of the Town, and isolated natural resource areas encompassed 103 acres, or almost 1 percent of the Town in 2000.

**Park and Open Space Sites**

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

Information on park and open space sites in the Village of Kewaskum is provided in Table 16 and in the following sections. There were a total of eight publicly-owned park and open space sites in the Village in 2008, encompassing 118 acres, and five privately owned park and open space sites, encompassing 31 acres.

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

*Washington County*

There are no County parks located in the Village. Lizard Run Park and Leonard J. Yahr 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 Village and the Town, generally east of, and parallel to U.S. Highway 45.

*Wisconsin Department of Natural Resources*

The Wisconsin Department of Natural Resources (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 located in the Village comprise about 13 acres. Also, the 3,054 acres which make up the Washington County portion of the Kettle Moraine State Forest–Northern Unit are located immediately east of the Village in the Town of Kewaskum.

**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.

**Table 16**

**PUBLIC AND PRIVATE PARK, RECREATION, AND OPEN SPACE SITES IN THE VILLAGE OF KEWASKUM: 2008**

Public Sites	Size <sup>a</sup> (acres)
<b>Village of Kewaskum Sites</b>	
Kewaskum Creek Park (open space) .....	6
Kewaskum Kiwanis Community Park .....	35
Knights Avenue Neighborhood Park.....	1
River Hill Park .....	13
Wildlife Drive Neighborhood Park and Open Space Site <sup>b</sup> .....	8
Subtotal – Village of Kewaskum Sites (5)	63
<b>School District Sites</b>	
Kewaskum Elementary School.....	4
Kewaskum Middle and High Schools .....	38
Subtotal – School District Sites (2)	42
<b>State of Wisconsin Sites</b>	
Eisenbahn State Trail.....	13
Subtotal – Public Sites (8)	118
<b>Private Sites</b>	
Kettle Kountry Estates Open Space Site .....	3
Holy Trinity Elementary School.....	7
Hon-E-Kor Golf Course.....	18 <sup>c</sup>
Rustic Timbers Apartments Playground .....	1
St. Lucas Elementary School.....	2
Subtotal – Private Sites (5)	31
<b>Total – 13 Sites</b>	<b>149</b>

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

<sup>b</sup>Includes play apparatus on the south side of Wildlife Drive, and open space along the Milwaukee River on the north side of Wildlife Drive.

<sup>c</sup>An additional 234 acres of the golf course are located in the Town of Kewaskum (252 acres total).

Source: SEWRPC Park and Open Space Site Inventory.

These organizations acquire lands for resource protection purposes. As of 2008, however, no private or public-interest conservation organization had acquired any land in the Village of Kewaskum. The Ice Age Trail Alliance owns a 126-acre site in the Town of Kewaskum, to the west and south of the Sunburst Ski Area. A portion of the Ice Age Trail has been developed on the site, together with a small grassed parking area. The following paragraph describes conservation easements held by conservation organizations.

#### ***Lands Covered by 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 no conservation easements in the Village in 2008. There were three DNR easements in the Town of Kewaskum, including two streambank easements. The three easements encompassed a total of 64 acres.

#### ***Village of Kewaskum Park and Open Space Sites***

Park and open space sites located in the Village are shown in Table 16. The Village of Kewaskum owns five sites totaling 63 acres, including the Kewaskum Kiwanis Community Park, which encompasses 35 acres. The Kewaskum Junior and Senior School and the Kewaskum Elementary School are also located in the Village and provide 38 acres and four acres, respectively, of recreational land. Publicly-owned sites, including that portion of the Eisenbahn State Trail located in the Village, accounted for a total of 118 acres. There are also two private school sites located in the Village totaling nine acres, a one-acre playground at the Rustic Timbers Apartments, a three-acre open space site in the Kettle Kountry Estates subdivision, and an 18-acre portion of the privately-owned Hon-E-Kor Golf Course. These 13 sites provide a total of 149 acres of park and open space within the Village.

Table 17 sets forth standards developed by SEWRPC for a system of community and neighborhood parks in urban areas, such as the Village of Kewaskum. Kewaskum Kiwanis Community Park (35 acres) meets the minimum 25 acres recommended for a community park and also meets the per capita standards for a community park (2.2 acres for each 1,000 Village residents) for both the 2007 Village population and the planned 2035 Village population of 5,820 residents. The entire Village of Kewaskum sanitary sewer service area is within the recommended maximum service radius of two miles of Kewaskum Kiwanis Community Park.

The Village of Kewaskum is served by two small “pocket parks,” the Knights Avenue and Wildlife Drive neighborhood parks. Although referred to as neighborhood parks, they do not fit the SEWRPC definition of neighborhood parks in terms of size or facilities provided. Public parks serving Village residents also include the River Hill special use park; the Kiwanis Community Park, which also serves as a neighborhood park; and playgrounds and playfields located at Kewaskum Elementary School and Kewaskum Middle and High Schools. Public schools in the Village meet the per capita standards for school recreation sites (2.5 acres for each 1,000 Village residents), for both the 2007 Village population and the planned 2035 Village population. A need exists for additional neighborhood parks to meet per capita and service area standards. An additional park site should be provided west of USH 45 and south of CTH H to serve residents in the southwestern part of the Village. Additional neighborhood parks should also be acquired and/or developed east of USH 45 and north of STH 28 to serve residents in the northeastern portion of the Village, particularly if additional lands are annexed north of existing Village limits.

Table 17

**STANDARDS FOR PUBLICLY OWNED OUTDOOR RECREATION SITES IN THE VILLAGE OF KEWASKUM**

Site Type	Size (gross acres)	Parks			Schools <sup>a</sup>		
		Minimum Per Capita Requirements (acres per 1,000 persons) <sup>b</sup>	Typical Facilities	Maximum Service Radius (miles) <sup>c</sup>	Minimum Per Capita Requirements (acres per 1,000 persons)	Typical Facilities	Maximum Service Radius (miles)
Community	25-99	2.2	Swimming pool or beach, soccer fields, boat launch, nature study area, playfield, softball and/or baseball diamond, tennis court, picnic areas, and passive activity areas <sup>d</sup>	2.00 <sup>e</sup>	0.9	Playfield, baseball diamond, softball diamond, tennis court	0.5-1.0
Neighborhood	Less than 25	1.7	Picnic areas, playfield, playground, softball and/or baseball diamond, tennis court, basketball goal, ice skating rink, passive activity areas <sup>d</sup>	0.5-1.0 <sup>f</sup>	1.6	Playfield, playground, baseball diamond, softball diamond, tennis court, basketball goal	0.5-1.0

<sup>a</sup>In urban areas, playgrounds and playfields are commonly located in school sites.

<sup>b</sup>The per capita acreage standards for neighborhood and community recreation sites are intended to be applied in a combined fashion. In this respect, a total of 6.4 acres of land should be provided at neighborhood or community recreation sites for each 1,000 urban area residents. Of the 6.4 acres, 3.9 acres should be provided at neighborhood or community parks, and 2.5 acres should be provided at school recreation sites or, if not distributed to school sites, then added to neighborhood or community parks.

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

<sup>d</sup>A passive activity area is an area within an outdoor recreation site that provides an opportunity for less athletic recreation pursuits, such as pleasure walking, relaxation, and informal picnicking. Such areas are generally located in all parks and consist of a landscaped area with mowed lawns, shade trees, benches, and picnic tables.

<sup>e</sup>This standard applies to urban areas with a resident population of at least 7,500 persons. If a municipal population is less than 7,500 persons, then at least one community park should still be provided to serve residents of the municipality.

<sup>f</sup>The maximum service radius for neighborhood parks is governed primarily by the population densities in the vicinity of the park. In medium-density areas such as the Village of Kewaskum, each resident should be within 0.75 mile of a neighborhood park with no barriers, such as a major arterial street or river, that would prevent residents from walking to the park. The need for a neighborhood park can be met by a community park within the recommended neighborhood park service radius.

Source: SEWRPC.

***Town of Kewaskum Park and Open Space Sites***

There are three private commercial and organizational park and open space sites in the Town of Kewaskum. The largest site was the Hon-E-Kor Golf Course, which encompasses 234 acres in the Town and 18 acres in the Village. The Sunburst Ski Area, one of two public downhill ski areas in the County, is also located in the Town and encompasses 46 acres. There is also one private hunting club located in the Town.

**PART 2: 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**

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. In 2008, there were no sites in either the Village or the Town of Kewaskum listed on the National or State Registers.

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

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. Although no County Landmarks are located in the Village, one of the County Landmarks, the Backhaus Estate, is located just north of the Village in the Town of Kewaskum. The Backhaus Estate is the only County Landmark 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.

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

The Kewaskum Historical Society maintains a museum containing items of historical and archaeological interest as well as historical records. The society also maintains a log cabin dwelling reflective of the late 19<sup>th</sup> century. The resources of the Washington County Historical Society, itself affiliated with the State Historical Society of Wisconsin, are also available to Village residents. The County Society operates several historic sites within the County, including the Old Courthouse and the Old Jailhouse Museums in the City of West Bend. The museums include interactive and interpretive galleries and a research center. The Washington County Historical Society is also working to convert the St. Agnes Convent in the Town of Barton to a museum over the next few years. This site consists of three buildings constructed in the mid-19<sup>th</sup> century. Other museums in Washington County include the Wisconsin Automotive Museum in the City of Hartford and the Museum of Wisconsin Art in the City of West Bend.

Table 18

**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.

### **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 18.

## **PART 3: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

### **Goals:**

- Encourage the protection, preservation, and thoughtful use of the natural resources and prime agricultural lands in the Village and its extraterritorial area, understanding that the preservation of sufficient high-quality open space lands for protection of the underlying and sustaining natural resource base may enhance the social and economic well-being and environmental quality of the area.
- Provide an organized system of public outdoor recreation sites and related open space areas for Kewaskum residents.
- Direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes in order to protect the associated benefits and functions they provide.
- Encourage the preservation of the historical heritage of the Kewaskum area.
- Support a wide range of cultural entertainment and recreational opportunities in the Village and Washington County.

### **Objectives:**

- The proper allocation of land uses can assist in maintaining an ecological balance between human activities and the natural environment. Such ecological balance and natural beauty are important determinants of a community's ability to provide a pleasant and habitable environment for all forms of life. Preservation of the most significant aspects of the natural resource base, including primary environmental corridors, further contributes to the maintenance of the ecological balance, natural beauty, and economic well-being of the Village, and environs.
- The proper relation of urban and rural land use development to soils can serve to avoid costly environmental and developmental problems, aid in the establishment of better settlement patterns, and promote the wise use of an irreplaceable resource.
- Allocate land uses in ways that assist in maintaining natural beauty and the ecological balance between human activities and the natural environment, including soils, lakes and streams, wetlands, woodlands, wildlife, primary and secondary environmental corridors, and isolated natural resource areas, thereby contributing to the health and economic well-being of Village residents.
- Public outdoor recreation sites should be thoughtfully designed and located. Public outdoor recreation sites should also provide a sense of community, bring people together for social and cultural as well as recreational activities, and contribute to the desirability and stability of residential neighborhoods and the communities in which such facilities are provided.
- Provide a system of recreational corridors located on or adjacent to linear resource-oriented open space lands for certain recreational activities, such as hiking, biking, and cross-country skiing. Such corridors can also serve to connect existing and proposed public parks.
- Encourage the protection, enhancement, perpetuation, and use of sites and improvements of special historical interest or value.

### **Policies:**

- Preserve all remaining undeveloped lands within designated primary environmental corridors in essentially natural, open use.
- Preserve all remaining undeveloped lands within designated secondary environmental corridors and isolated natural resource areas, as appropriate.
- Thoughtful consideration for the preservation of prime agricultural lands should be given, thereby minimizing conflicts between farming operations and activities associated with urban land uses, and contribute to energy conservation since prime agricultural soils require less energy to farm than do other soils.

- Floodplains should not be allocated to any urban development which would cause or be subject to flood damage.
- The floodwater storage and flow capacity of perennial stream channels and associated floodplains should not be reduced below existing conditions.
- Adequate stormwater drainage facilities should be provided for all urban development.
- Wetlands adjacent to streams, shoreland-wetlands, wetlands located in primary environmental corridors, and wetlands having special wildlife or other natural values should not be drained or filled or allocated to any urban development except limited recreational uses.
- 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. If urban-density development is allowed, land development and stormwater management practices such as the use of permeable pavement, set-aside open space, landscaping with drought-tolerant plants (i.e. native plants) and landscape mulch versus turf/grass, and rain gardens should be integrated into the site design and development to help preserve groundwater recharge capability. The use of conservation subdivision design that results in less street and driveway pavement and provides more open space than a conventional subdivision design is also be encouraged.
- Properly dispose of wastewater to ensure public health and protect groundwater and surface water quality.
- Preserve wetlands, surface waters, and stream corridors in accordance with the policies and programs for such resources to ensure the preservation of wildlife habitat areas and populations, including the rare species habitat provided by the Milwaukee River.

**Programs:**

- Protect primary environmental corridors in accordance with the guidelines set forth in Table 19. Consider applying the same guidelines when reviewing development proposals in secondary environmental corridors and isolated natural resource areas.
- Continue to implement the Village zoning ordinance to protect floodplain areas, and make amendments when necessary.
- Continue to maintain the system of parks in the Village and develop additional parks and recreational facilities as needs are identified and funding becomes available.
- Consider preparing and adopting a park and open space plan to identify future Village park sites and facilities.
- Consider preparing a Village trail plan to provide a system of bicycle and pedestrian paths and trails. The plan could be a stand-alone plan, or a component of a Village park and open space plan.
- Cooperate with the State Historical Society of Wisconsin and the Washington County Landmarks Commission as those agencies conduct historical surveys to identify historically significant structures and districts in the Village and methods to protect them.
- Establish a community landmarks commission to protect historic sites, buildings, and structures identified through intensive historic surveys, and to organize and guide historic surveys.
- The standards promulgated by the U.S. Department of the Interior should be followed in any historic preservation projects. These standards govern all forms of historic preservation treatments, including acquisition, protection, stabilization, preservation, rehabilitation, restoration, and reconstruction. The following standards should apply to all treatments undertaken on designated historic properties in the Village:
  - a. Every reasonable effort should be made to use a structure or site for its originally intended purpose or to provide a compatible use that requires minimal alteration of the site or structure and its environment.

Table 19

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

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

NOTE: An "X" indicates that facility development is permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

#### APPLICABILITY

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

Under the regional plan:

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

#### GENERAL DEVELOPMENT GUIDELINES

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

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

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

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

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

## Table 19 (continued)

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

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

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

### FOOTNOTES

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Source: SEWRPC 2035 Regional Land Use Plan.

- b. The distinguishing original qualities or character of a building, structure, or site and its environment should not be destroyed. The removal or alteration of any historic materials or distinctive architectural features should be avoided, whenever possible.
- c. All buildings, structures, and sites should be recognized as products of their own time. This should be considered before alterations are undertaken which have no historical basis and which seek to create an “antique” appearance.
- d. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. If these changes have acquired significance in their own right, their significance should be recognized and respected.
- e. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site should be treated with sensitivity.
- f. Deteriorated architectural features should be repaired rather than replaced, whenever possible. In the event replacement is necessary, the new material should match that being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historical, physical, or pictorial evidence, rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.
- g. The surface cleaning of structures should be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage historic building materials should not be undertaken.
- h. Every reasonable effort should be made to protect and preserve archaeological resources affected by, or adjacent to, any acquisition, protection, stabilization, preservation, rehabilitation, restoration, or reconstruction project.

## Chapter VI

# LAND USE ELEMENT

### INTRODUCTION

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

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

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

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

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

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

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

The information required by the comprehensive planning law for the land use element is provided in this chapter. The land use plan described in this chapter is an update of the 2010 land use plan adopted by the Village Board in 1997.<sup>2</sup>

## **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 655 acres, or about 52 percent of the Village. Nonurban land uses, consisting of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; extractive sites; and open land, encompassed 616 acres, or about 48 percent of the Village.

The number of acres in various land use categories in the Village of Kewaskum in 1980, 1990, and 2000 is shown on Table 20. Table 20 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 117 acres, from about 538 acres to about 655 acres, or about a 22 percent increase.

The percentage of land classified as “nonurban” decreased by about 16 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 area within woodlands, wetlands, and surface waters increased by about 5 percent between 1980 and 2000.

### **Land Price**

Equalized value trends by real estate class in the Village in 2003 and 2007 are set forth in Table 21. All real estate classes except agricultural land experienced an increase in equalized value. Forest land experienced the greatest increase in equalized value, with an increase of over 6,344 percent; undeveloped land experienced an increase of over 1,071 percent; and the equalized value of residential properties increased by 71 percent. The Village experienced an overall increase in equalized value of about 62 percent between 2003 and 2007, compared to a 40 percent increase in Washington County over the same period.

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<sup>2</sup>Documented in *SEWRPC Community Assistance Planning Report No. 214, A Land Use and Street System Plan for the Village of Kewaskum: 2010, September 1997.*

Table 20

## LAND USE TRENDS IN THE VILLAGE OF KEWASKUM: 1980-2000

Land Use Category	Area (Acres)			Change in Area					
	1980	1990	2000 <sup>a</sup>	1980-1990		1990-2000		1980-2000	
				Acres	Percent Change	Acres	Percent Change	Acres	Percent Change
Urban									
Residential									
Single-Family .....	222	221	263	-1	-0.5	42	19.0	41	18.5
Two-Family .....	1	2	3	1	100.0	1	50.0	2	200.0
Multi-Family .....	7	15	31	8	114.3	16	106.7	24	342.9
Mobile Homes.....	5	--	--	-5	-100.0	--	--	-5	-100.0
Subtotal	235	238	297	3	1.3	59	24.8	62	26.4
Commercial.....	27	27	36	--	--	9	33.3	9	33.3
Industrial .....	33	34	35	1	3.0	1	2.9	2	6.1
Transportation, Communications, and Utilities									
Arterial Street Rights-of-Way .....	34	34	46	--	--	12	35.3	12	35.3
Nonarterial Street Rights-of-Way .....	79	84	98	5	6.3	14	16.7	19	24.1
Railroad Rights-of-Way .....	10	10	12	--	--	2	20.0	2	20.0
Communications and Utilities.....	9	8	6	-1	-11.1	-2	-25.0	-3	-33.3
Subtotal	132	136	162	4	3.0	26	19.1	30	22.7
Governmental and Institutional.....	63	66	72	3	4.8	6	9.1	9	14.3
Recreational.....	48	51	53	3	6.3	2	3.9	5	10.4
Urban Subtotal	538	552	655	14	2.6	103	18.7	117	21.7
Nonurban									
Natural Resource Areas									
Woodlands.....	43	66	60	23	53.5	-6	-9.1	17	39.5
Wetlands.....	99	97	92	-2	-2.0	-5	-5.2	-7	-7.1
Surface Water.....	28	27	26	-1	-3.6	-1	-3.7	-2	-7.1
Subtotal	170	190	178	20	11.8	-12	-6.3	8	4.7
Agricultural.....	447	438	320	-9	-2.0	-118	-26.9	-127	-28.4
Landfills.....	--	--	--	--	--	--	--	--	--
Quarries.....	--	--	--	--	--	--	--	--	--
Open Lands .....	116	91	118	-25	-21.6	27	29.7	2	1.7
Nonurban Subtotal	733	719	616	-14	-1.9	-103	-14.3	-117	-16.0
Total	1,271	1,271	1,271	--	--	--	--	--	--

Note: The data above is based on the land that was in the Village in 2000. The actual acreage in the Village was 791 acres in 1980, 840 acres in 1990, and 1,464 acres in 2008.

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

Source: SEWRPC.

### Existing Land Uses in 2008

The Village of Kewaskum is a “full service” urban community with a core central business district, residential and industrial areas, parks, and community facilities and services such as police and fire protection. The Village provides public water and sewer services within Village boundaries. Additional information regarding Village services is provided in Chapter IX.

The Village of Kewaskum, through its comprehensive plan, must look ahead at least 20 years to ensure adequate supplies of land for future development. To ensure that future planning reflects land use development that has occurred to date, the 2000 land use inventory was supplemented by identifying major development

**Table 21**

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

Real Estate Class	Statement of Equalized Values 2003 <sup>a</sup>			
	Acres	Land	Improvements	Total
Residential.....	139	\$25,394,800	\$106,690,100	\$132,084,900
Commercial .....	83	5,367,900	31,274,300	36,642,200
Manufacturing.....	27	356,600	5,626,900	5,983,500
Agricultural.....	100	22,000	N/A	22,000
Undeveloped .....	0	11,800	N/A	11,800
Ag Forest .....	0	N/A	N/A	N/A
Swamp and Waste .....	N/A	N/A	N/A	N/A
Forest .....	17	5,400	N/A	5,400
Other <sup>c</sup> .....	1	10,500	24,300	34,800
<b>Total</b>	<b>387</b>	<b>\$31,169,000</b>	<b>\$143,615,600</b>	<b>\$174,784,600</b>

Real Estate Class	Statement of Equalized Values 2007 <sup>b</sup>				Change in Equalized Value 2003 and 2007	
	Acres	Land	Improvements	Total	Number	Percent
Residential.....	393	\$49,255,600	\$176,604,300	225,859,900	\$93,775,000	71.0
Commercial .....	136	10,375,400	40,694,800	51,070,200	14,428,000	39.4
Manufacturing.....	34	454,400	5,843,900	6,298,300	314,800	5.3
Agricultural.....	91	17,600	N/A	17,600	-4,400	-20.0
Undeveloped .....	39	138,200	N/A	138,200	126,400	1,071.9
Ag Forest .....	15	45,000	N/A	45,000	N/A	N/A
Swamp and Waste .....	N/A	N/A	N/A	N/A	N/A	N/A
Forest .....	58	348,000	N/A	348,000	342,600	6,344.4
Other <sup>c</sup> .....	3	36,000	117,800	153,800	119,000	342.0
<b>Total</b>	<b>769</b>	<b>\$60,670,200</b>	<b>\$223,260,800</b>	<b>\$283,931,000</b>	<b>\$109,146,400</b>	<b>62.4</b>

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

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

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

Source: Wisconsin Department of Revenue and SEWRPC.

projects that occurred between 2000 and 2008, based on the 2005 aerial photographs produced by SEWRPC, the record of subdivision and condominium plats maintained by Washington County, field inspections, and consultation with Village officials.

Map 8 shows generalized land uses in the Village planning area in 2008. Acres within each land use category are shown on Table 22, for both the Village and the remainder of the planning area.

Table 23 shows residential subdivisions platted in the Village between 2000 and 2008. Major condominium developments in the Village included:

- Alpine Meadows Condominiums located west of USH 45 on Badger Road
- Four Seasons Condominiums located between Badger Road and CTH H along Prospect Drive
- Nature Haven Condominiums located between Badger Road and CTH H along Prospect Drive
- Cherokee Lakes Condominiums located near the southwest corner of CTH H and USH 45
- Sweet Briar Condominiums located near the southeast corner of CTH H and USH 45
- Kickapoo Trails Condominiums located just south of CTH H along Kettle View Road

- Chief Kewaskum Trio Condominiums located east of Kettle View Road along CTH H
- Prairie Gardens Condominiums located east of Kettle View Road along CTH H
- Crown Royal Condominiums located east of Edgewood Road along CTH H
- Whispering Willow Condominiums located just west of USH 45 between CTH H and Clinton Street
- Woodland Creek Condominiums located near the southwest corner of USH 45 and STH 28

Other major developments included the establishment and partial development of the Trading Post Center Business Park on the west side of USH 45, near Badger Road on the south side of the Village.

### *Urban Land Uses*

Urban land uses include residential, commercial, industrial, governmental and institutional, recreational, and transportation, communication, and utility uses. Urban uses encompassed 977 acres, or about 67 percent of the Village in 2008.

#### *Residential*

Residential land comprised the largest urban land use category in the Village in 2008. Residential uses encompassed 513 acres, or about 52 percent of all urban land and about 35 percent of the Village. The majority of residential land uses were single-family homes, occupying 392 acres, or about 76 percent of all residential uses. Two-family and multi-family homes encompassed 60 and 61 acres, respectively, or both about 12 percent of all residential uses in the Village.

#### *Commercial*

In 2008, commercial land encompassed 47 acres, or about 5 percent of all urban land and about 3 percent of the Village. Commercial development was concentrated in the Village downtown area around the intersection of USH 45 and STH 28, and also along USH 45 north and south of the downtown area. Commercial uses included restaurants, retail and service establishments, and offices.

#### *Industrial*

In 2008, industrial land encompassed 41 acres, or about 4 percent of all urban land and about 3 percent of the Village. The Village has one industrial park (the Trading Post Center Business Park) located at the Village's southern end along USH 45. Industrial uses are also located at the Village's northern end along USH 45.

#### *Transportation, Communications, and Utilities*

Transportation, communication, and utility land uses, which include arterial streets and highways, collector and minor (land access) streets, and communication and utility facilities, comprised the second largest urban land use category. These uses encompassed 206 acres, or about 21 percent of all urban land and about 14 percent of the Village. Arterial highways serving the Village include USH 45, STH 28, and CTH H. Arterial street rights-of-way encompassed 56 acres, or about 28 percent of the area within street rights-of-way, and nonarterial street rights-of-way encompassed 144 acres. A description of highway and street classifications is provided in the Transportation Element (Chapter VIII).

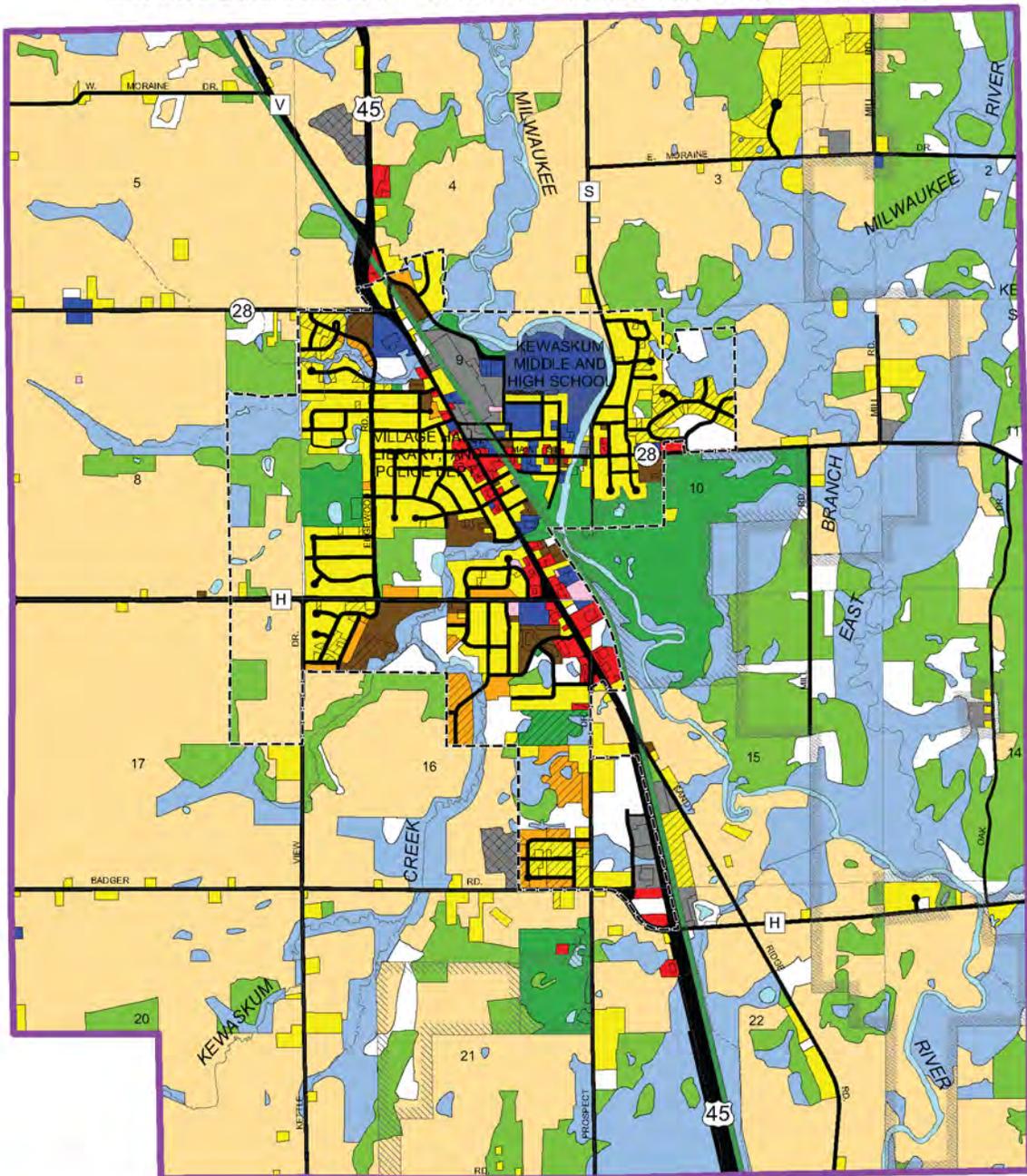
Land used for communication facilities and utilities encompassed about six acres, or less than 1 percent of the Village, and consisted of the sewage treatment plant located near the intersection of USH 45 and CTH H, cell towers, and utility substations.

#### *Governmental and Institutional*

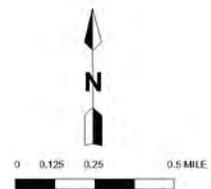
In 2008, land used for governmental and institutional uses encompassed about 90 acres, or about 9 percent of all urban land and about 6 percent of the Village. Governmental and institutional lands in the Village include the Village Hall and library, a post office, the fire department building, three public schools (an elementary, middle, and high school), two private schools, a clinic, churches, and three cemeteries. Information about these community facilities is presented in Chapter IX.

Map 8

EXISTING LAND USES IN THE VILLAGE OF KEWASKUM PLANNING AREA: 2008



- |  |   |  |                                 |
|--|---|--|---------------------------------|
|  | SINGLE - FAMILY RESIDENTIAL   |  | WOODLANDS                       |
|  | SINGLE - FAMILY RESIDENTIAL (UNDER DEVELOPMENT)                                       |  | WETLANDS                        |
|  | SINGLE - FAMILY RESIDENTIAL WITHIN PRIMARY ENVIRONMENTAL CORRIDOR (UNDER DEVELOPMENT) |  | SURFACE WATER                   |
|  | TWO - FAMILY RESIDENTIAL  |  | AGRICULTURAL                    |
|  | TWO - FAMILY RESIDENTIAL (UNDER DEVELOPMENT)  |  | EXTRACTIVE                      |
|  | MULTI - FAMILY RESIDENTIAL AND MOBILE HOMES   |  | OPEN LANDS                      |
|  | MULTI - FAMILY RESIDENTIAL AND MOBILE HOMES (UNDER DEVELOPMENT)                       |  | VILLAGE BOUNDARY (JANUARY 2008) |
|  | COMMERCIAL  |  | PLANNING AREA BOUNDARY          |
|  | INDUSTRIAL  |  |                                 |
|  | STREETS AND HIGHWAYS  |  |                                 |
|  | COMMUNICATIONS AND UTILITIES  |  |                                 |
|  | GOVERNMENTAL AND INSTITUTIONAL  |  |                                 |
|  | RECREATIONAL  |  |                                 |



Source: Village of Kewaskum and SEWRPC.

Table 22

## EXISTING LAND USES IN THE VILLAGE OF KEWASKUM PLANNING AREA: 2008

Land Use Category	Village of Kewaskum		Remainder of Planning Area		Total	
	Acres <sup>a</sup>	Percent	Acres <sup>a</sup>	Percent	Acres <sup>a</sup>	Percent
Urban						
Residential						
Single-Family .....	392	26.8	250	3.3	642	7.2
Two-Family .....	60	4.1	0	0	60	0.7
Multi-Family and Mobile Homes.....	61	4.2	1	- <sup>b</sup>	62	0.7
Subtotal	513	35.1	251	3.3	764	8.6
Commercial .....	47	3.2	11	0.1	58	0.6
Industrial.....	41	2.8	15	0.2	56	0.6
Transportation, Communication, and Utilities						
Streets and Highway Rights-of-Way .....	200	13.7	242	3.3	442	4.9
Communications and Utilities.....	6	0.4	0	0	6	0.1
Governmental and Institutional <sup>c</sup> .....	90	6.1	6	0.2	96	1.1
Recreational <sup>d</sup> .....	80	5.4	249	3.3	329	3.7
Subtotal	977	66.7	774	10.4	1,751	19.6
Nonurban						
Wetlands .....	146	10.0	1,485	19.9	1,631	18.3
Woodlands .....	82	5.6	1,019	13.6	1,101	12.3
Surface Water .....	28	1.9	72	1.0	100	1.1
Agricultural Lands .....	116	7.9	3,857	51.7	3,973	44.5
Open Lands <sup>e</sup> .....	115	7.9	231	3.1	346	3.9
Extractive .....	0	0.0	26	0.3	26	0.3
Subtotal	487	33.3	6,690	89.6	7,177	80.4
Total	1,464	100.0	7,464	100.0	8,928	100.0

<sup>a</sup>Includes associated off-street parking areas for each land use category.

<sup>b</sup>Less than 0.1 percent.

<sup>c</sup>Includes schools, government offices, police and fire stations, post offices, libraries, clinics, cemeteries, religious institutions, and similar facilities.

<sup>d</sup>Includes only those lands developed and used for intensive recreational use (ballfields, picnic areas, etc.). Developed land within park sites used for hiking trails or other passive uses is included in the "open lands" category.

<sup>e</sup>Open lands includes land that has not been developed, including former agricultural lands that are no longer being farmed but have not been developed for urban use.

Source: Village of Kewaskum and SEWRPC.

### Parks and Recreation

In 2008, intensively used recreational land encompassed about 80 acres, or about 8 percent of all urban land and about 6 percent of the Village. Intensive recreational land includes only those parks or portions of parks that have been developed with buildings or facilities such as picnic shelters, playgrounds, playfields, golf courses, and associated parking, or are included in mowed lawn or landscaped areas. Wetlands and naturally wooded areas are not included in the recreational acreage total. There were seven intensively used recreational sites in the Village consisting of portions of the Eisenbahn State Trail, portions of the Hon-E-Kor Golf Course, Kewaskum Kiwanis Community Park, Knights Avenue Neighborhood Park, River Hill Park, a playground at the Rustic Timbers Apartments, and Wildlife Drive Neighborhood Park.

**Table 23**

**RESIDENTIAL SUBDIVISIONS PLATTED  
IN THE VILLAGE OF KEWASKUM: 2000-2008**

Name of Subdivision	Number of Lots	Size (Gross Acres)	Density <sup>a</sup>
Homestead Hollow .....	23	12.4	1.85
Kettle Kountry Estates .....	71	72.2	0.98
Nature Haven Estates .....	70	94.4	0.74
Old Glory Heights.....	94	37.5	2.51
The Kewaskum Potawatomi Prairie .....	76	77.6	0.98
Whispering Willow Creek .....	3	3.2	0.94
Woodland Creek .....	22	23.0	0.96
Woodland Creek Addition 1 .....	36	24.3	1.48
Total – 8 Subdivisions	395	344.6	--

<sup>a</sup>Homes per gross acre.

Source: Village of Kewaskum, Washington County, and SEWRPC.

A complete inventory of park and open space sites in the Village in 2008 is included in Chapter V. This inventory shows 13 public and private park, recreation, and open space sites comprising 149 acres in the Village. The 149 acres includes land with intensive recreational facilities and additional areas that are not intensively used (including wetlands, for example). Portions of school sites which are used for recreational purposes are also included in the 149 acres; however, school sites are shown as governmental and institutional uses on Map 8.

***Nonurban Land Uses***

Nonurban land uses consist of agricultural lands on the outskirts of the Village; natural resource areas, including surface waters, wetlands, and woodlands; and unused land. As indicated in Table 22 and on Map 8, nonurban land uses encompassed about 487 acres, or about 33 percent of the Village, in 2008.

***Natural Resource Areas***

Natural resource areas consisting of surface water, wetlands, and woodlands combined to encompass 256 acres, or about 53 percent of nonurban land uses and about 18 percent of the Village, in 2008. Natural resource areas include the Milwaukee River, Kewaskum Creek, 146 acres of wetlands, and 82 acres of woodlands. Most of the wetlands and woodlands in the Village are included within environmental corridors and isolated natural resource areas. A complete inventory of natural resource areas is included in Chapter V.

***Agricultural Lands***

In 2008, agricultural land was located on the outskirts of the Village. Generally, agricultural land uses in cities and villages are an interim use for a short time after agricultural lands are annexed for urban development. Agricultural lands encompassed 116 acres, or about 8 percent of the Village.

***Open Lands***

Open lands encompassed 115 acres, or about 8 percent of the Village in 2008. Open lands include undeveloped portions of park sites, undeveloped areas adjacent to wetlands or surface water, and parcels that have not yet been developed.

***Extractive Sites***

There was an active extractive (sand and gravel) site in the Town of Kewaskum on the north side of Badger Road, contiguous to Village boundaries, in 2008. The site encompassed 26 acres.

***Former Landfills and Contaminated Sites***

***Former Landfills***

There are no active landfills in the Village. The Village owns a former Village landfill site of about 60 acres in the Town of Auburn in Fond du Lac County. The former landfill is leased to Wings over Wisconsin as a bird sanctuary.

***Contaminated Sites***

The Wisconsin Department of Natural Resources (DNR) Bureau for Remediation and Redevelopment identifies and monitors contaminated sites. Contaminated sites include leaking underground storage tank (LUST) sites and environmental repair (ERP) sites. A LUST site has soil and/or groundwater contaminated with petroleum, which includes toxic and cancer causing substances. However, given time, petroleum contamination naturally breaks down in the environment (biodegradation). Some LUST sites may emit potentially explosive vapors. The DNR has identified four LUST sites in the Village, which are shown on Map 9 and listed in Table 24.

An ERP site is a site, other than a LUST, that has contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that require long-term investigation, and buried containers of hazardous substances. ERP sites also include areas with petroleum contamination from above-ground (but not from underground) storage tanks. The DNR has identified two ERP sites in the Village, which are shown on Map 9 and listed in Table 24.

## **PART 2: BACKGROUND DATA AND MAPS**

Chapters II through XI provide background data and maps used to help design the Village 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:

- ***Natural Limitations to Building Site Development***  
Several natural resource features that may limit development were identified by the Village Board and Village Plan Commission, and are shown on Map 9. The Village identified floodplains, nonmetallic mining sites, lands with slopes of 20 percent or greater, lands with bedrock within 50 feet of the surface,<sup>3</sup> wetlands, surface waters, and contaminated sites as potential limitations to development. The wetlands shown on Map 10 are those identified in the 2005 Wisconsin Wetland Inventory, with adjustments to reflect wetlands that have been field-identified and staked. Recommendations for the management of these features are included in Part 5 of this chapter and in Chapter V.
- ***Environmentally Sensitive Lands***  
Environmentally sensitive lands are shown on Map 10, and include floodplains, primary environmental corridors, secondary environmental corridors, isolated natural resource areas, natural areas, significant geological sites, wetlands, and surface waters. The primary and secondary environmental corridors and isolated natural resource areas on Map 10 include adjustments to such areas to reflect updated wetland mapping and field stakings, existing development, and development commitments (see Part 3 for more information). Recommendations for the protection and management of these resources are included in the Agricultural, Natural, and Cultural Resources Element (Chapter V).
- ***Utilities and Community Services***  
The comprehensive planning law requires the land use element to include maps showing boundaries of areas to which public utility and community services will be provided by the plan design year. Village utilities and community services will be provided throughout the Village.
- ***Productive Agricultural Soils***  
Lands annexed into the Village are planned to be developed for urban uses. Agricultural uses on land annexed into the Village are temporary. Village officials may wish to focus new growth in surrounding areas having soils that are relatively less productive for agricultural use, as determined through the LESA analysis conducted as part of the multi-jurisdictional comprehensive planning process (see Map 3 in Chapter V). While recognizing that productive agricultural land located within and adjacent to the Village's planned sanitary sewer service area may need to be converted to urban use to provide for orderly urban growth.

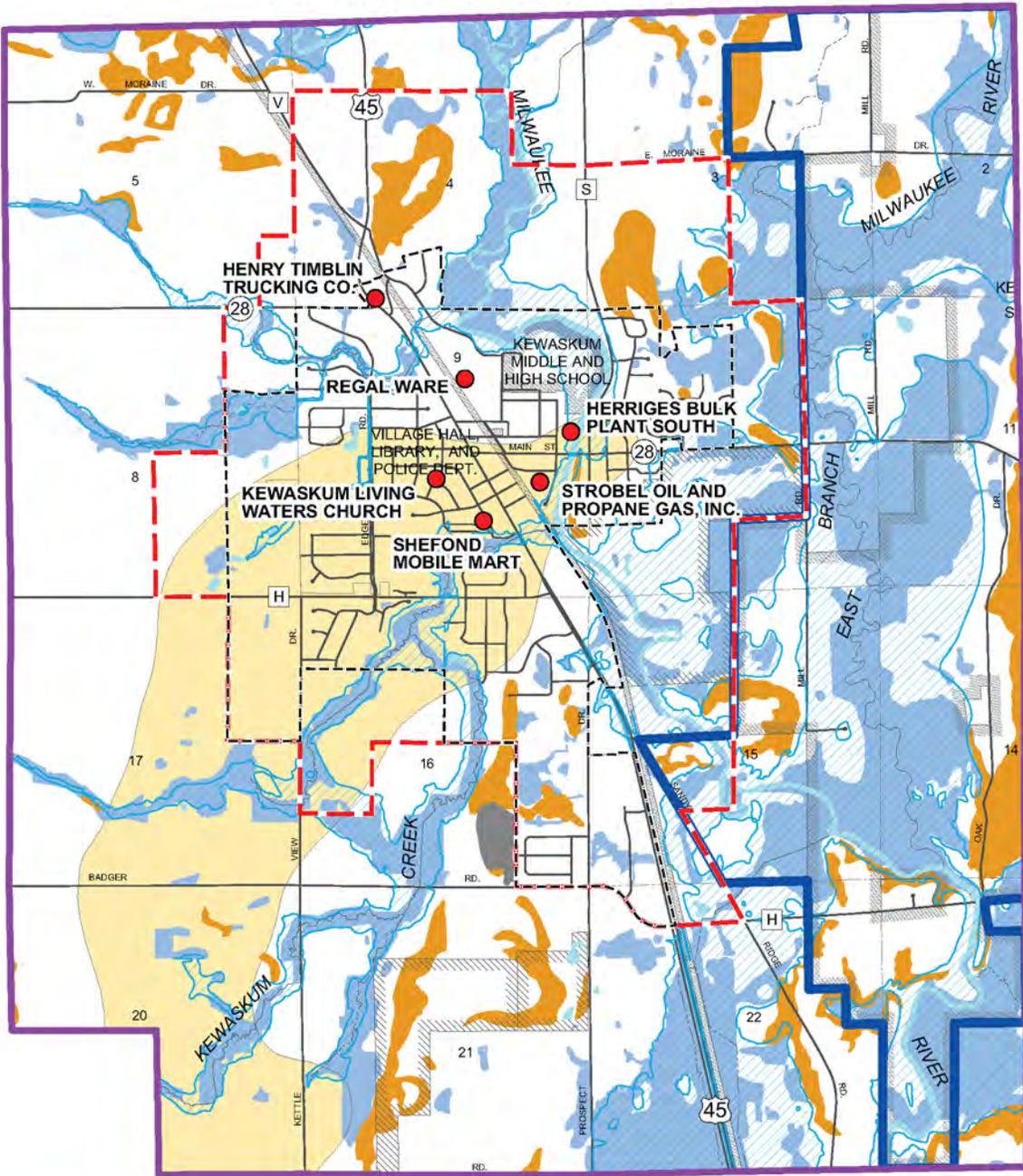
### **Opportunities for Redevelopment and Smart Growth Areas**

Section 16.965 of the *Wisconsin Statutes* requires the identification of "Smart Growth Areas" in county and local comprehensive 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."

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<sup>3</sup>Areas with bedrock within 50 feet of the surface are considered suitable for the possible extraction of crushed or building stone.

NATURAL LIMITATIONS FOR BUILDING SITE DEVELOPMENT  
IN THE VILLAGE OF KEWASKUM PLANNING AREA



-  100 - YEAR RECURRENCE INTERVAL FLOODPLAIN (1981)
-  NONMETALLIC MINING SITE (2008)
-  SLOPES 20 PERCENT OR GREATER (1971)
-  BEDROCK WITHIN 50 FEET OF THE SURFACE (1971)
-  WETLANDS (2009)
-  SURFACE WATER (2000)
-  CONTAMINATED SITES IDENTIFIED BY THE WISCONSIN DEPARTMENT OF NATURAL RESOURCES (2008)
-  VILLAGE BOUNDARY (JANUARY 2009)
-  PLANNING AREA BOUNDARY
-  PLANNED SEWER SERVICE AREA BOUNDARY
-  DNR PROJECT BOUNDARY

Source: USDA - Natural Resources Conservation Service, Wisconsin Geological and Natural History Survey, Wisconsin Department of Natural Resources, Washington County, and SEWRPC.

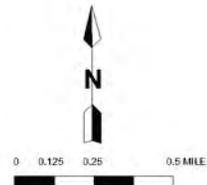


Table 24

**FORMER LANDFILLS AND CONTAMINATED SITES IDENTIFIED BY THE  
DEPARTMENT OF NATURAL RESOURCES IN THE VILLAGE OF KEWASKUM: 2008**

Name	Site Location	Activity Type <sup>a</sup>	Size (acres)	Status/Comments
Regal Ware	201 Second Street	LUST	- <sup>b</sup>	Soil contamination from an unknown substance. Site investigation workplan received by DNR in 2007. DNR continues to monitor site
Henry Timblin Trucking Co.	1818 Fond Du Lac Avenue	LUST	- <sup>b</sup>	Soil contamination from engine waste oil. Oversight of low or medium risk petroleum cleanup in 1996. DNR requested site investigation data from responsible party in 2006. DNR continues to monitor site
Herriges Oil Bulk Plant - South	215 Railroad Street	ERP	- <sup>b</sup>	Soil contamination from petroleum. DNR continues to monitor the site
Kewaskum Living Waters Church	100 Clinton Avenue	LUST	- <sup>b</sup>	Soil contamination from petroleum. Non-Responder Audit conducted in 2002. Tank and soil may have been removed. DNR continues to monitor site
Shefon Mobil Mart	1149 Fond Du Lac Avenue	LUST	- <sup>b</sup>	Soil contamination from gasoline. Conditional closure letter sent in 2006. DNR waiting for receipt of documentation of disposal of soils for closure of site
Strobel Oil & Propane Gas Inc.	134 Clinton Street	ERP	- <sup>b</sup>	Groundwater contamination from chlorinated solvents. Site was reviewed for closure in 2003 and not approved
Total – 6 sites	--	--	--	--

<sup>a</sup>Includes Environmental Repair (ERP) contaminated sites and Leaking Underground Storage Tank (LUST) contaminated sites.

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

Source: Wisconsin Department of Natural Resources and SEWRPC.

Development and redevelopment within the Village of Kewaskum sewer service area served by Village sewer, water, and other public services will meet the criteria for “Smart Growth Areas” envisioned under the *Statutes*.

### **Kewaskum Sewer Service Area**

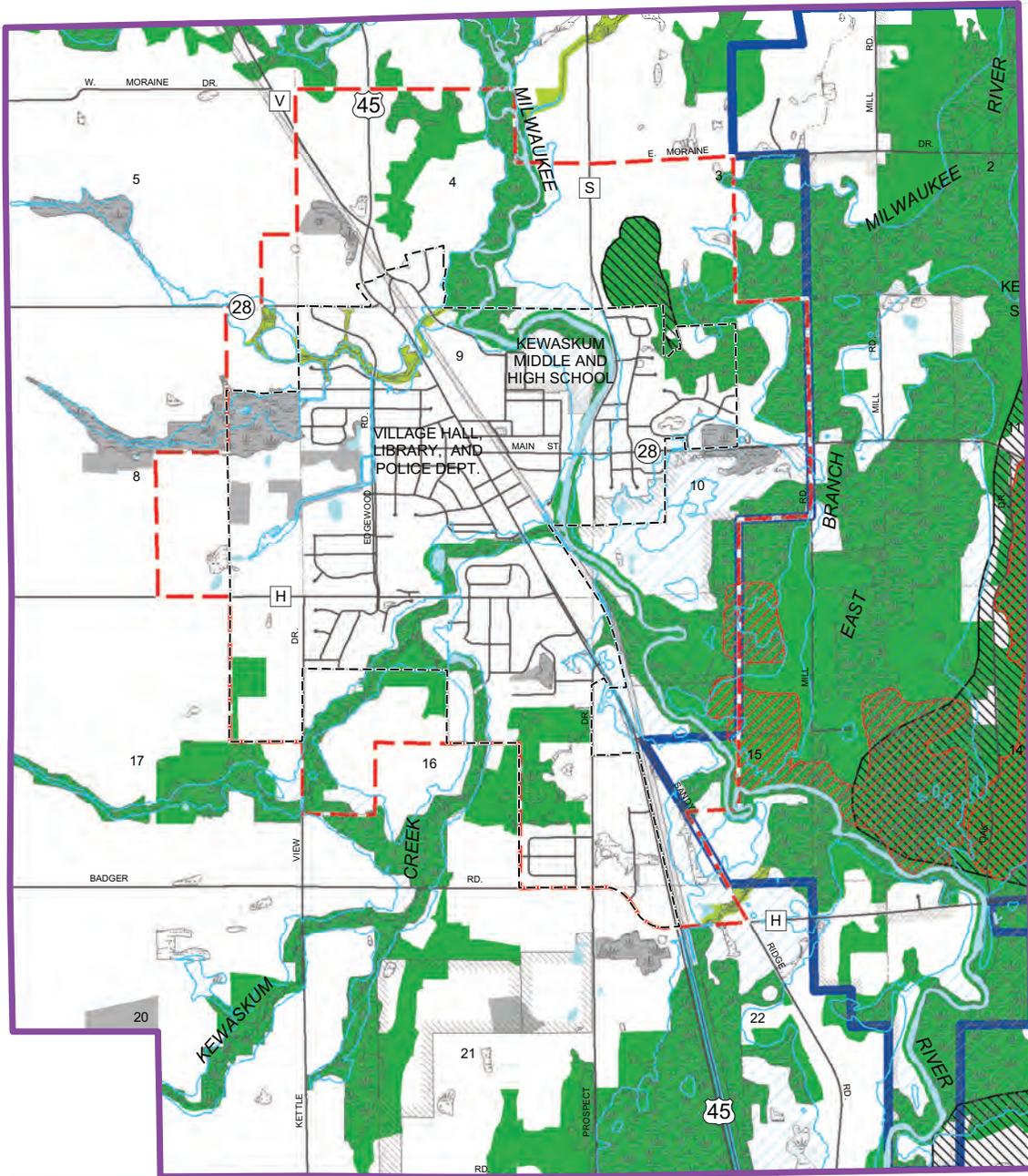
Under the Regional Water Quality Management Plan (WQMP) prepared by SEWRPC, a sewer service area is delineated for each sewage treatment plant. The first WQMP, adopted in 1979, identified generalized areas to be served by sanitary sewers discharging to each sewage treatment plant in the Region. These generalized areas were refined and detailed in cooperation with the unit of government that operates each sewage treatment plant. The WQMP and the regional land use plan recommend that new urban development occur within and adjacent to existing sewer service areas through the orderly outward expansion of existing sewer service areas in order to achieve a more compact and efficient urban settlement pattern.

The existing planned sanitary sewer service area for the Village of Kewaskum was delineated and adopted by the Village and the Regional Planning Commission in 1988 and is documented in SEWRPC Community Assistance Planning Report No. 161, *Sanitary Sewer Service Area for the Village of Kewaskum*, March 1988. The most recent amendment to that plan was approved by the Village Board in November 2005, by the Regional Planning Commission in December 2005, and by the DNR in March 2006. The planned sewer service area is shown on Map 11. The map shows areas served by sewer in 2000, and areas proposed to be served by sewer in the future.

### **Kewaskum Urban Service Area**

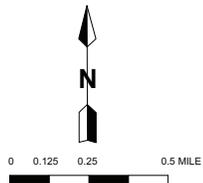
When the 2010 land use plan was prepared, the Village Plan Commission determined that the plan should envision full urban development in the planned sanitary sewer service area. The Village also requested that a detailed plan showing potential street and lot layouts be prepared. Lands outside the planned sewer service area

ENVIRONMENTALLY SENSITIVE LANDS IN THE VILLAGE OF KEWASKUM PLANNING AREA



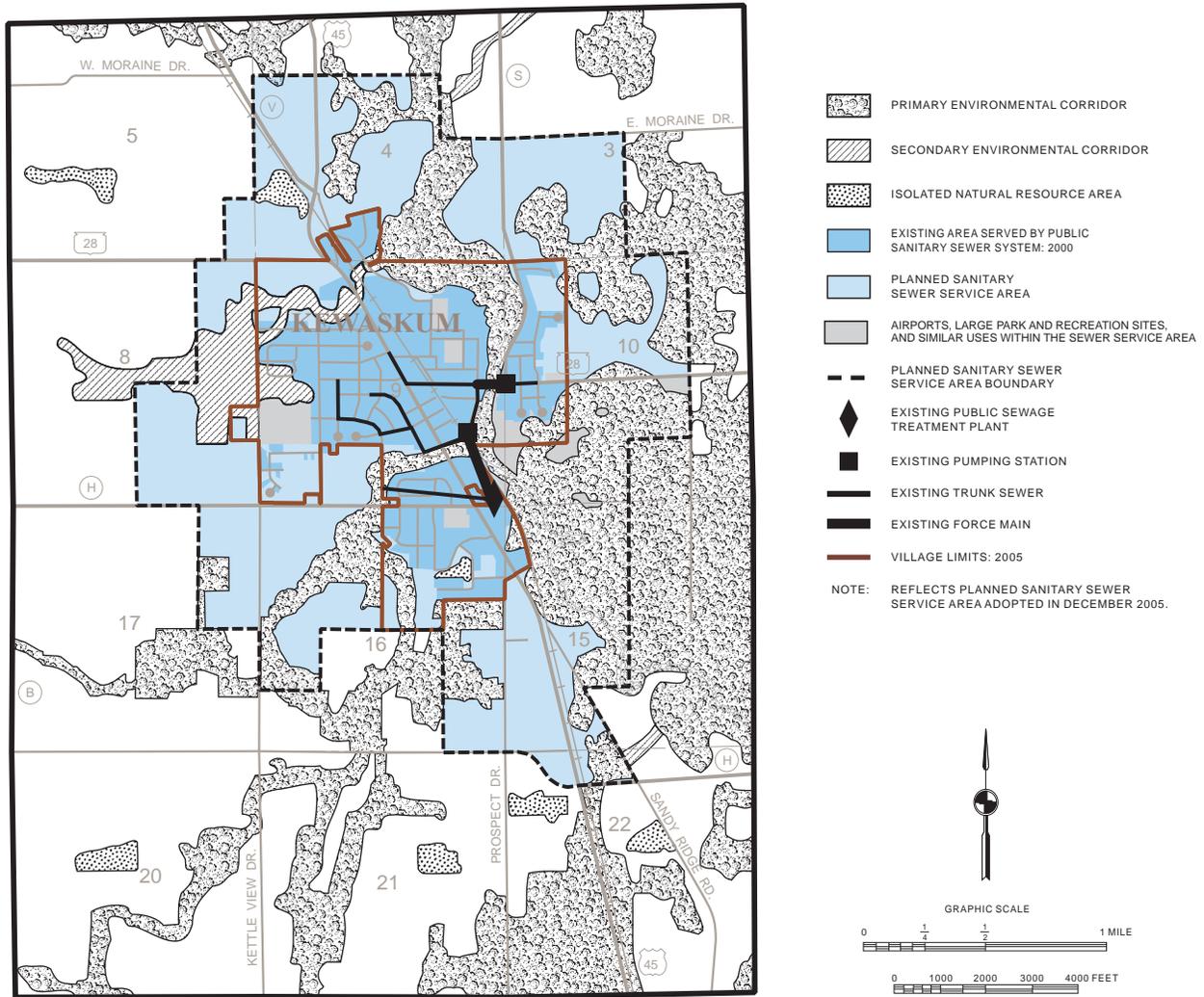
-  100 - YEAR RECURRENCE INTERVAL FLOODPLAIN (1981)
-  PRIMARY ENVIRONMENTAL CORRIDOR (2009)
-  SECONDARY ENVIRONMENTAL CORRIDOR (2009)
-  ISOLATED NATURAL RESOURCE AREA (2009)
-  NATURAL AREA (1994)
-  SIGNIFICANT GEOLOGICAL SITE (1994)
-  WETLANDS (2009)
-  SURFACE WATER (2000)
-  VILLAGE BOUNDARY (JANUARY 2009)
-  PLANNING AREA BOUNDARY
-  PLANNED SEWER SERVICE AREA BOUNDARY
-  DNR PROJECT BOUNDARY

Source: Wisconsin Department of Natural Resources, Washington County, and SEWRPC.



Map 11

VILLAGE OF KEWASKUM PLANNED SANITARY SEWER SERVICE AREA: 2006



Source: SEWRPC.

were included in the plan to help promote a desirable arrangement of land uses and street configuration. The expanded area was referred to as the “urban service area.” It was envisioned that areas adjacent to the Village would be developed at urban densities, and with urban services such as public water and sanitary sewer, after the year 2010. The urban service area included in the Village land use plan for 2010 is shown on Map 12. For comparison purposes, the map also shows the urban service area included in the Village land use plan for 2035, and the adopted planned sanitary sewer service area.

The urban service area included in the Village land use plan for the years 2010 and 2035 encompassed about 2,900 acres and 3,390 acres, respectively, or an increase of 490 acres, or about 17 percent.

### **Neighborhoods**

Inherent in the development of a comprehensive plan for urban communities is the concept, long espoused by the Regional Planning Commission, that an urban area should be formed of, and developed in, a number of spatially organized, individually planned neighborhoods rather than as a single, large, formless mass.

As much as possible, each residential neighborhood should be bounded by arterial streets and highways; major park, parkway, or institutional lands; bodies of water and waterways; or other natural or cultural features that serve to define it clearly and physically distinguish it from surrounding neighborhoods. Ideally, each residential neighborhood should be provided, within reasonable walking and biking distances, necessary supporting local services needed by the residents, such as a public elementary school, local park, and local shopping facilities. As a practical matter, given the trends toward lower residential densities, smaller household sizes, and changes in the urban land market, particularly with respect to commercial development, it is often necessary for a single elementary school and one commercial center to serve two or more neighborhoods.

The 2010 land use plan identified seven sub-neighborhoods within the Village of Kewaskum planning area, which extended beyond the 2010 urban service area. The areas were termed “sub-neighborhoods” because they did not meet the criteria for classification as a neighborhood in terms of a resident population that could support an elementary school and a neighborhood commercial center. Sub-neighborhood boundaries were updated as part of this plan to reflect the new urban service area, and are shown on Map 13. The sub-neighborhoods were delineated so that they are bounded, insofar as possible, by such distinct land features as the Milwaukee River and existing and planned arterial streets and highways, such as USH 45, STH 28, and CTH H.

Map 13 also shows the existing and recommended location of elementary schools, parks, and commercial centers in relation to the sub-neighborhoods upon full development. No new commercial centers or schools are proposed within the urban service area. Village residents would be served by existing retail and service commercial centers. The Kewaskum School District will determine if there is a need for any additional elementary schools to serve Village residents and other residents of the district. The District does not anticipate a need for new schools in the next 10 to 20 years. The 2010 land use plan designated an area south of Kewaskum Kiwanis Park for development of a new elementary school. The area has since been developed for residential use.

There is a need for additional neighborhood parks to serve Village residents. General locations are shown on Maps 13 and 14, and are in the same locations shown on the 2010 land use plan map. Although the plan designates a specific location for each park on the basis of preliminary analysis, precise site analysis and facility needs development plans should be conducted before acquisition or development of neighborhood parks.

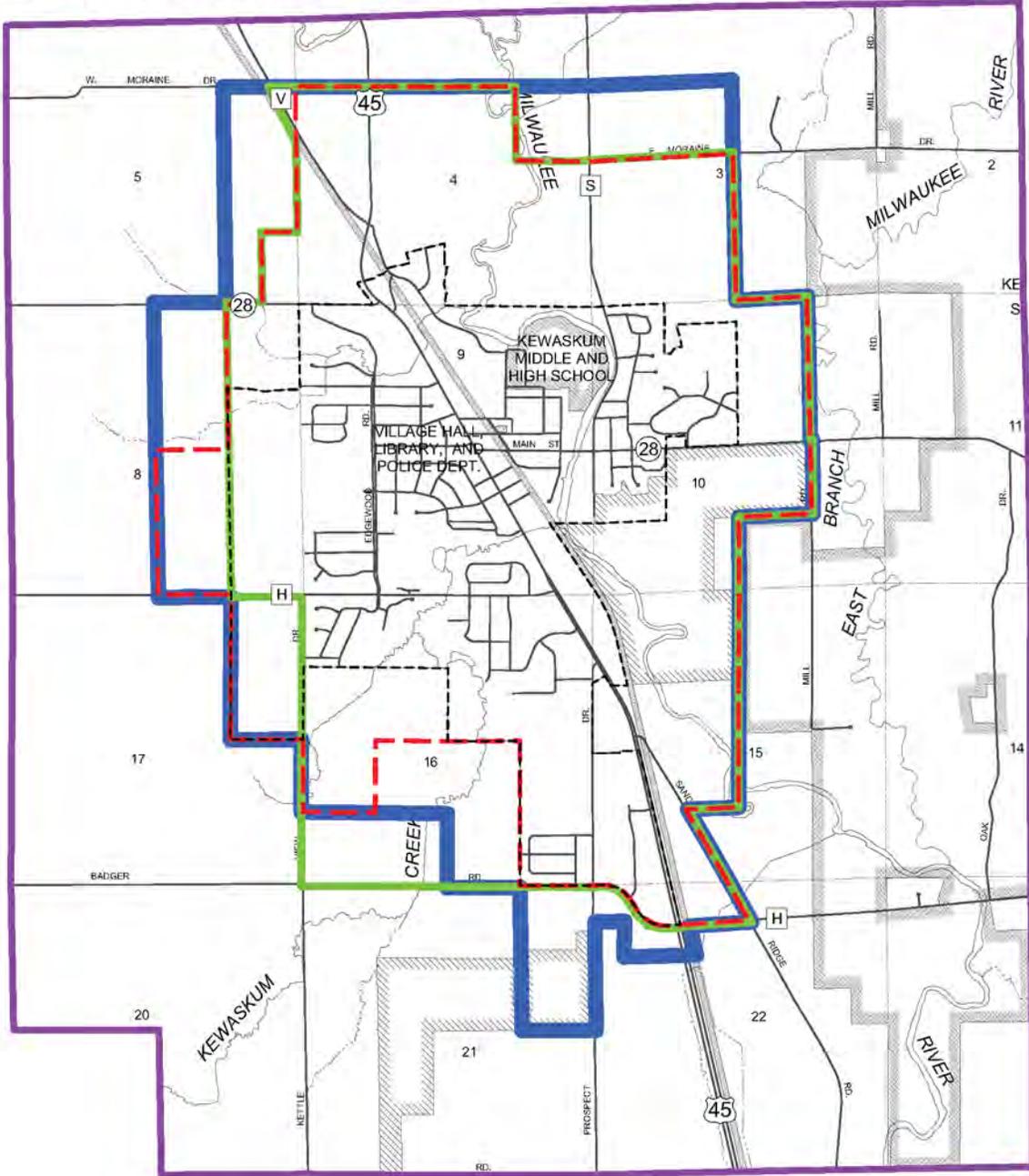
Areas not planned to be developed for urban uses are also shown on Map 13. Since there are no residents, such areas do not require schools or parks.

## **PART 3: LAND USE PLAN**

The land use plan described in this chapter is an update of the 2010 land use plan adopted by the Village Board in 1997. The new plan has a design year of 2035. The conceptual framework for the 2035 land use plan is the same as that used to design the 2010 plan. Both the 2010 and 2035 plans seek to accommodate new urban development

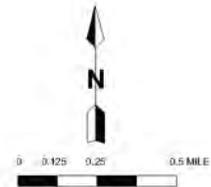
Map 12

COMPARISON OF VILLAGE OF KEWASKUM PLANNED URBAN SERVICE AREAS: 2010 AND 2035

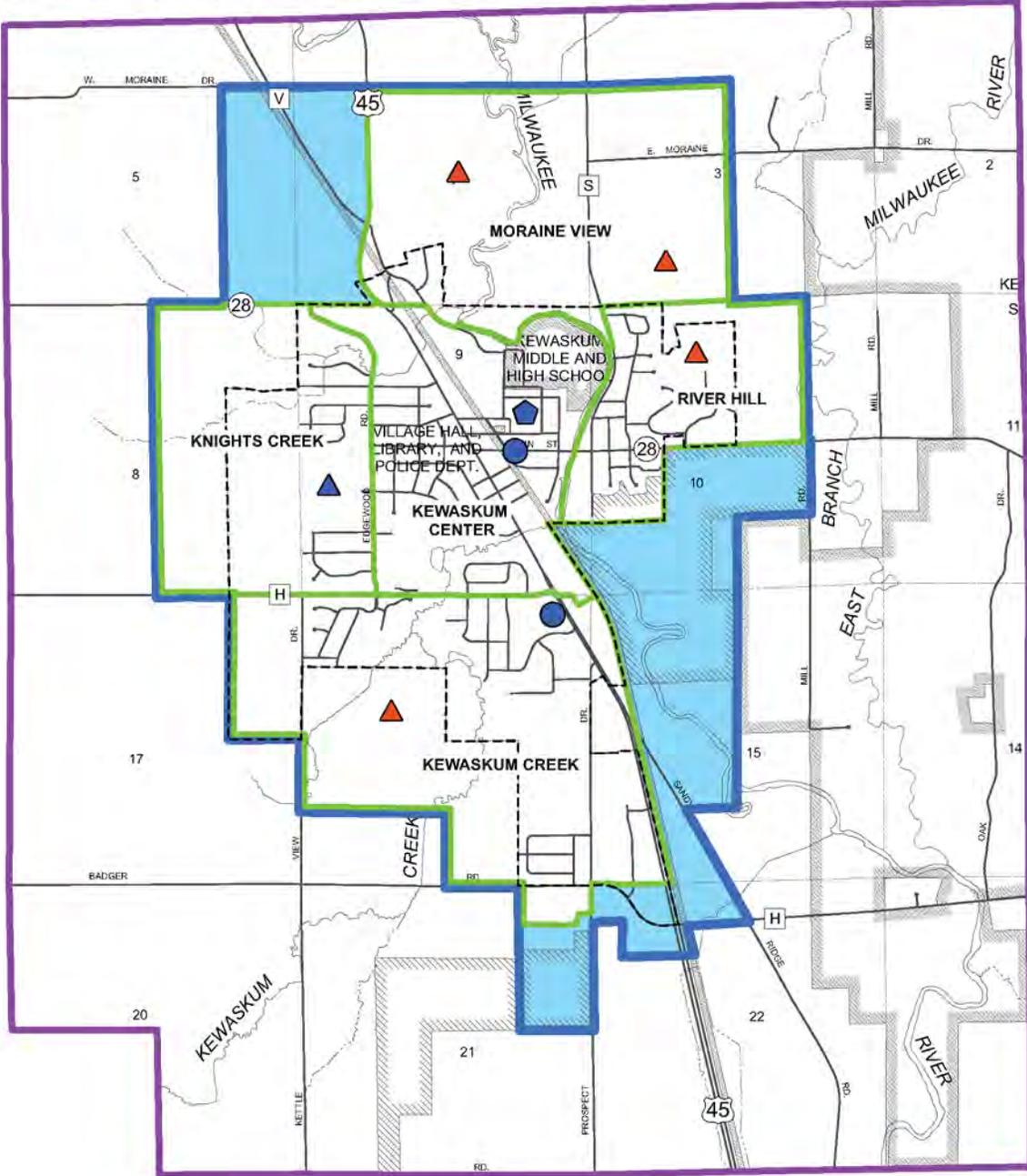


- PLANNED URBAN SERVICE AREA FOR 2035 LAND USE PLAN
- PLANNED URBAN SERVICE AREA FOR 2010 LAND USE PLAN
- - - PLANNED SEWER SERVICE AREA
- VILLAGE BOUNDARY (JANUARY 2008)
- PLANNING AREA BOUNDARY

Source: Village of Kewaskum and SEWRPC.



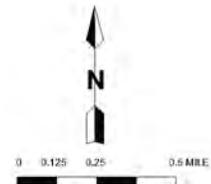
PLANNED SUB-NEIGHBORHOODS IN THE VILLAGE OF KEWASKUM URBAN SERVICE AREA: 2035



- SUB-NEIGHBORHOOD BOUNDARY
- NONRESIDENTIAL AREA
- PLANNED URBAN SERVICE AREA
- VILLAGE BOUNDARY (2008)
- PLANNING AREA BOUNDARY

- PUBLIC ELEMENTARY SCHOOL
  - EXISTING
  - ▲ EXISTING
  - ▲ PROPOSED
- PUBLIC NEIGHBORHOOD OR COMMUNITY PARK
  - EXISTING
- COMMERCIAL CENTER
  - EXISTING

Source: SEWRPC.



within the Village and adjacent areas within or adjacent to the planned sanitary sewer service area in areas that are not subject to such environmental hazards as flooding and steep topography. This plan also discourages intensive and incompatible urban development from occurring in primary environmental corridors and other environmentally significant lands.

The recommended land use plan for the Kewaskum urban service area is shown on Map 14. Table 25 lists the number of acres and the percentage of land allocated to each land use category in the planned urban service area and compares this information to similar information for the urban service area in 2008. The Village Plan Commission determined that the land use plan for the Kewaskum urban service area should anticipate full development of that area. This results in the designation of a larger area for new urban growth than necessitated by the population projection presented in Chapter III. Such an approach provides flexibility for the operation of the urban land market without significantly affecting the substance of the plan and provides a basis for guiding future urban development in fringe areas. The Village chose not to designate planned land uses for portions of the Village planning area outside the urban service area. The Town of Kewaskum land use plan, shown on Map 15, designates uses for these areas.<sup>4</sup>

Each of the categories shown on the Village of Kewaskum land use plan map is described in the following paragraphs:

### **Description of Land Use Plan Categories**

#### ***Residential Development***

Under this plan, residential uses would occupy 1,306 acres, or about 39 percent of the Village 2035 urban service area. This compares to 546 acres of residential lands in the urban service area in 2008, or an increase of 767 acres between 2008 and 2035. About 20 percent of that 767 acres will likely be occupied by collector and land access streets; therefore, the actual increase in residential area will be about 610 acres, or slightly more than double the 2008 acreage. New residential development is proposed to occur both through the infilling of vacant platted residential lots and through the creation of new residential areas contiguous to, and extending outward from, existing residential development.

The High Density Residential category allows for multi-family dwellings with average densities of 7.3 to 21.8 dwelling units per net acre on lots of at least 12,000 square feet. Lot area per dwelling unit ranges from 2,000 to 3,500 square feet per dwelling. One new area of high density residential development is planned in the western portion of the urban service area, south of CTH H and west of Kettle View Drive. Existing multi-family dwellings are located along STH 28, CTH H, and near USH 45. Under this plan, uses in this category would occupy 94 acres, or about 7 percent of residential uses, and about 3 percent of all uses in the urban service area.

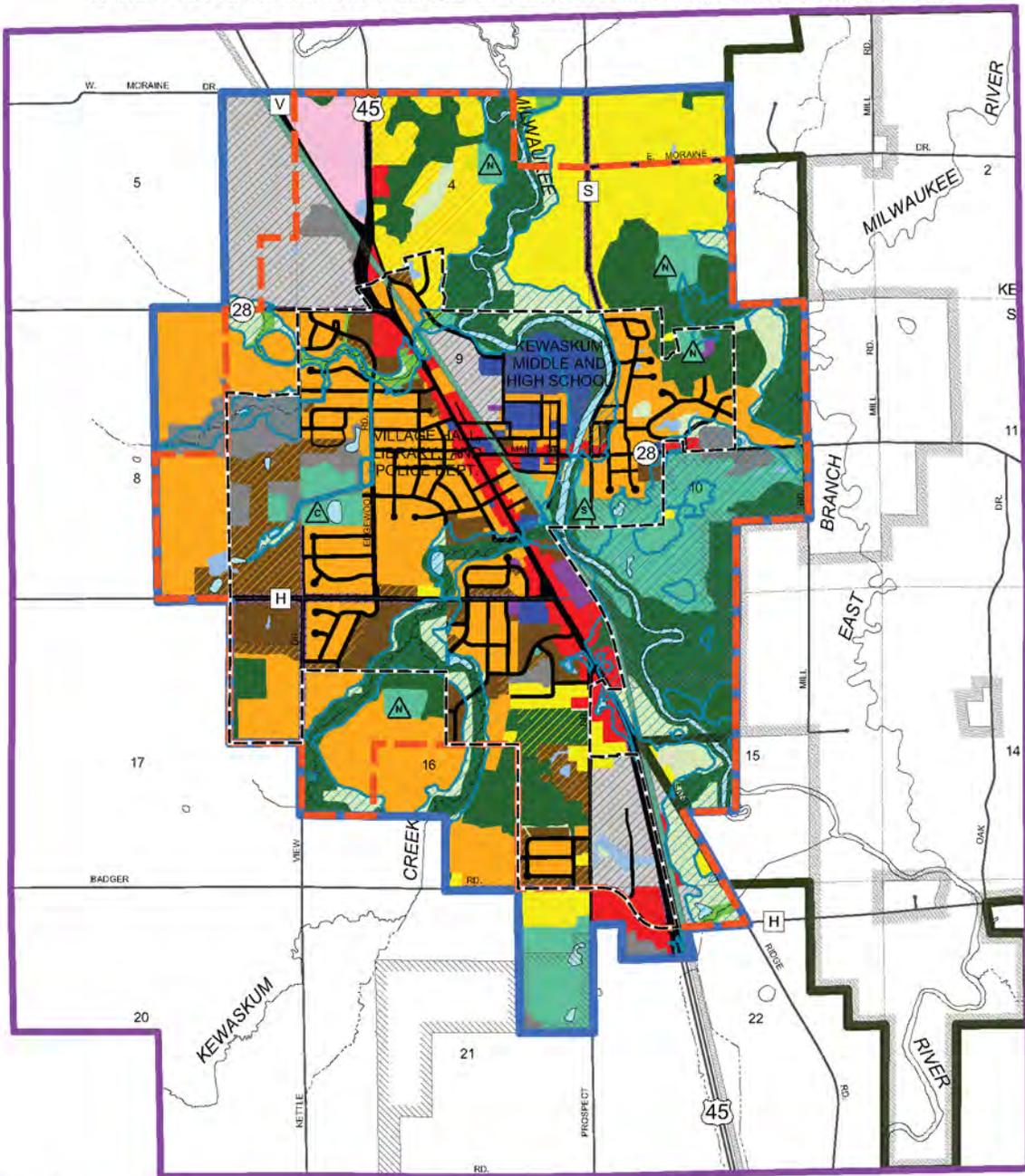
The Medium-High Density Residential category allows for two-family dwellings with average densities of 6.1 to 7.3 dwelling units per net acre on lots ranging from 7,200 to 12,000 square feet (3,600 to 6,000 square feet per dwelling unit). New areas of medium-high density residential development are planned in the western portion of the urban service area, north of CTH H and west of Kewaskum Kiwanis Park. Existing two-family dwellings are located adjacent to single-family development primarily along and south of CTH H on the west side of USH 45. Under this plan, uses in this category would occupy 123 acres, or about 9 percent of residential uses, and about 4 percent of all uses in the urban service area.

The Medium Density Residential category allows for single-family homes with lot sizes ranging from 7,200 square feet to 20,000 square feet. Much of the new residential development within the urban service area would occur at this density, which reflects current single-family residential densities in the Village. Under this plan, uses in this category would occupy 688 acres, or about 53 percent of residential uses, and about 20 percent of all uses in the urban service area.

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<sup>4</sup>Map 15 is the land use plan map included in the Town of Kewaskum Comprehensive Plan, adopted by the Town Board on October 19, 2009.

LAND USE PLAN FOR THE VILLAGE OF KEWASKUM URBAN SERVICE AREA: 2035



Source: Village of Kewaskum and SEWRPC.

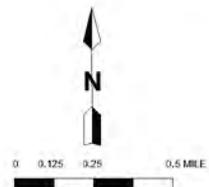


Table 25

**SUMMARY OF EXISTING 2008 AND PLANNED 2035 LAND USES  
IN THE VILLAGE OF KEWASKUM URBAN SERVICE AREA**

Land Use Category	Existing Land Uses: 2008		Planned Change		Planned Land Uses: 2035	
	Acres	Percent	Acres	Percent Change	Acres	Percent
Urban						
Residential						
High Density Residential.....	73.6	2.2	20.6	28.0	94.2	2.8
Medium-High Density Residential.....	48.1	1.4	75.1	156.1	123.2	3.6
Medium Density Residential.....	329.9	9.7	358.2	108.6	688.1	20.3
Medium-Low-Density Residential.....	10.5	0.3	83.2	792.4	93.7	2.8
Low Density Residential.....	66.9	2.0	221.3	330.8	288.2	8.5
Residential within Primary Environmental Corridors.....	16.7	0.5	1.9	11.4	18.6	0.5
Residential Subtotal	545.7	16.1	760.6	139.4	1,306.0	38.5
Commercial.....	55.2	1.6	60.3	109.2	115.5	3.4
Business Park.....	0.0	0.0	49.2	-	49.2	1.4
Industrial.....	48.3	1.4	174.6	361.5	222.9	6.6
Street Rights-of-Way <sup>a</sup> .....	286.4	8.5	0.0	0.0	286.4	8.5
Utilities.....	10.0	0.3	1.7	17.0	11.7	0.4
Governmental and Institutional.....	81.1	2.4	-10.6	-13.1	70.5	2.1
Parks and Recreation.....	259.8	7.7	46.5	17.9	306.3	9.0
Urban Subtotal	1,286.5	38.0	1,082.0	84.1	2,368.5	69.9
Nonurban						
Agricultural.....	1,076.9	31.8	-1,076.9	-100.0	0.0	0.0
Primary Environmental Corridor <sup>b</sup> .....	617.4	18.2	-5.1	-0.8	612.3	18.1
Secondary Environmental Corridor <sup>b</sup> .....	151.3	4.5	-121.1	-80.0	30.2	0.9
Isolated Natural Resource Area <sup>b</sup> .....	32.2	0.9	87.1	270.5	119.3	3.5
Other Open Lands to be Preserved <sup>c</sup> .....	0.0	0.0	179.6	-	179.6	5.3
Wetlands Outside Environmental Corridors and Isolated Natural Resource Areas.....	20.0	0.6	1.3	6.5	21.3	0.6
Woodlands.....	30.0	0.9	-30.0 <sup>d</sup>	-100.0	0.0	0.0
Surface Water.....	58.6	1.7	0.0	0.0	58.6	1.7
Open Lands.....	90.9	2.9	-90.9	-100.0	0.0	0.0
Extractive.....	26.0	0.5	-26.0	-100.0	0.0	0.0
Nonurban Subtotal	2,103.3	62.0	-1,082.0	-51.4	1,021.3	30.1
Total	3,389.8	100.0	0.0	0.0	3,389.8	100.0

Note: The acreages for land uses existing in 2008 were converted to planned land use categories on this Table for comparison purposes.

<sup>a</sup>Although not reflected on this table, the acreage within street and highway rights-of-way will increase as streets are built in new subdivisions, and if existing arterial streets are relocated or widened.

<sup>b</sup>Excludes associated surface water areas.

<sup>c</sup>Not identified in 2008. Includes floodplain areas and steep slopes outside environmental corridors or isolated natural resource areas on the 2035 land use plan map.

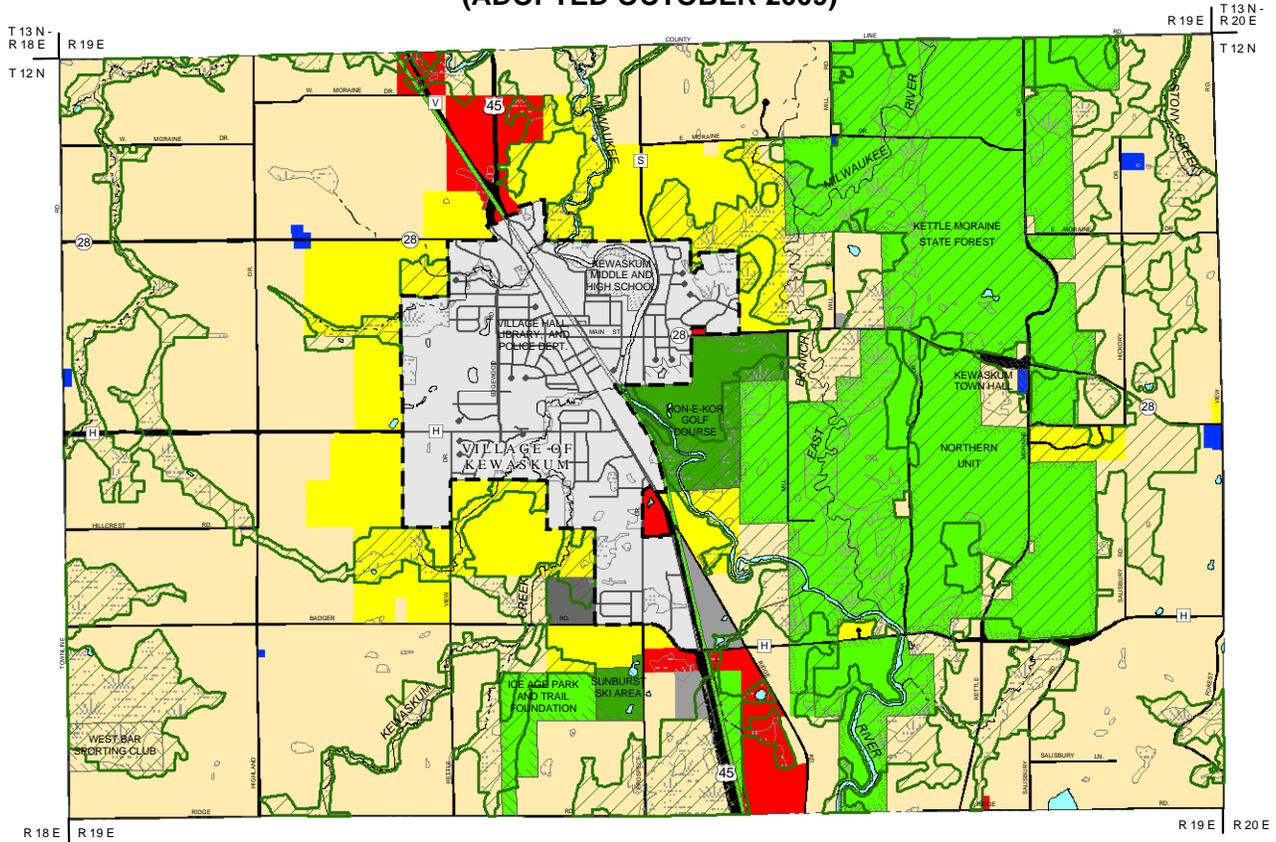
<sup>d</sup>About four acres of woodlands are included in the "other open lands to be preserved" category. The remaining 26 acres are proposed for residential development.

Source: SEWRPC.

The Medium-Low Density Residential category allows for single-family homes with lot sizes ranging from 20,000 to 30,000 square feet (0.5 to 0.75 acres). One new area of medium-low density residential development is planned in the northern portion of the urban service area, between USH 45 and the Milwaukee River. Lot sizes in the proposed new development area are envisioned to average about 20,000 square feet. Under this plan, uses in this category would occupy 94 acres, or about 7 percent of residential uses, and about 3 percent of all uses in the urban service area.

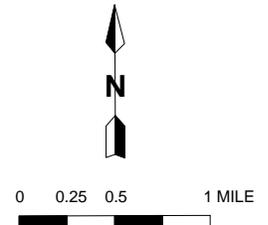
# Map 15

## LAND USE PLAN FOR THE TOWN OF KEWASKUM: 2035 (ADOPTED OCTOBER 2009)



-  AGRICULTURAL OR OPEN SPACE
-  RESIDENTIAL
-  BUSINESS
-  MANUFACTURING
-  COMMERCIAL RECREATION
-  GOVERNMENT AND INSTITUTIONAL
-  PUBLIC LAND
-  EXTRACTIVE
-  SURFACE 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.



The Low Density Residential category allows for single-family homes with lot sizes ranging from 30,000 square feet to 1.5 acres. One new area of low density residential development is planned in the northeast portion of the urban service area, east of the Milwaukee River. Lot sizes in the proposed new development area are envisioned to average about 30,000 square feet. This category also includes existing lots developed at this density, primarily on the south side of the Village and in areas south of the Village and located in the Town of Kewaskum. Under this plan, uses in this category would occupy 288 acres, or about 22 percent of residential uses, and about 9 percent of all uses in the urban service area.

The Residential within Primary Environmental Corridors category allows for very-low-density residential development with minimum lot sizes of five acres, or an average density of no more than one dwelling unit per five acres, in areas located in upland portions<sup>5</sup> of primary environmental corridors. Clustering of dwelling units in this category is encouraged over the use of more conventional subdivisions. Under this plan, uses in this category would occupy 19 acres, or about just over 1 percent of residential uses, and about 0.5 percent of all uses in the urban service area.

### ***Commercial***

Commercial uses on the land use plan map occupy about 116 acres, or about 3 percent, of the urban service area. When combined with the proposed new business park, land devoted to commercial uses would about triple between 2008 and 2035, based on the plan map. This category includes a broad range of commercial uses, including retail stores; services, including drycleaners, barber shops, banks, and restaurants; and business and professional offices. This category also includes the Community Central Business District. Most of the parcels adjacent to USH 45 between the Village's southern boundary and Knights Avenue have been designated for commercial use, including some parcels that are currently in residential use, which accounts for some of the increase in the amount of land in this category.

New commercial areas are recommended on the south side of the urban service area and on STH 28 at the entrance to Kettle Kountry Estates. The parcel at the southwest corner of USH 45 and STH 28, which was developed with the Kewaskum Clinic in 2008, is designated for commercial use on the land use plan map, but shown with its existing "Institutional" use on the existing land use map (Map 8). Commercial uses will be considered if redevelopment of the parcel is proposed during the planning period. The land use plan also proposes development of a new business park on the north side of the Village.

The Kewaskum Central Business District (CBD) should continue to serve as a major focal point for commercial activities in the Kewaskum area, supported by nearby major attractions, including the Kettle Moraine State Forest. In addition to providing services similar to a neighborhood commercial center, this community-oriented district would provide such shopper goods as clothing, furniture, and appliances. It also fosters the identity of the Village, an identity due, in part, to the historic character of downtown buildings.

In order to capitalize on the historic character of the downtown, Village officials will continue efforts to maintain and improve the vitality of the CBD. Local business owners have been working to improve building façades. Amenities such as decorative lighting, benches, street trees, brick pavements, and related street furniture could eventually be incorporated to create a more attractive streetscape. Village officials will also consider burying overhead utility lines to further improve the appearance of the CBD. This plan recommends that the Village continue to maintain and improve the vitality of the CBD in accord with the historic preservation guidelines set forth in Chapter V and in the urban design guidelines in Appendix D.

### ***Business Park***

The plan recommends development of a new business park on 49 acres between CTH V and USH 45 at the north end of the Village. This category would allow a mix of office, retail, service uses, and warehousing, reflecting the

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<sup>5</sup>*Upland environmental corridors are those portions located outside of wetlands and floodplains.*

modern business park where a mix of such uses are typically accommodated. Village officials also indicated a desire for commercial recreation uses within the business park. It is anticipated that the business park would be developed in a park-like setting with landscaping, consistent signage, and similar building materials and designs to present an integrated image to customers and Village residents.

### ***Industrial***

This category would accommodate manufacturing and other industrial uses, such as outdoor storage of commercial vehicles and building materials. Offices associated with manufacturing plants would also be accommodated. The plan recommends development of a new industrial area north of STH 28 and west of CTH V. In addition to being served by those two highways and by USH 45, the new industrial area would be served by a proposed new arterial street extending north from Kettle Moraine Road (see Chapter VIII for more information). Existing industrial areas include the area around Badger Road and USH 45 at the south side of the Village, and the area just north of the central business district. Industrial uses occupy about 223 acres, or about 7 percent, of the urban service area, which is more than a four-fold increase between 2008 and 2035.

### ***Utilities***

This category includes private and public utilities that provide residents and businesses with electric power, natural gas, and communications facilities and services. This category also includes the Village sewage treatment plant, existing and proposed water tower sites, and the water works building. Under this plan, uses in this category would occupy about 12 acres, or about 0.4 percent, of the urban service area. The increase of two acres in this category is due to a site for a proposed new water tower in Section 10.

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

The Governmental and Institutional land use category includes governmental and institutional buildings and grounds for which the primary function involves administration, safety, assembly, or educational purposes. This includes public and private schools, the Municipal Building, fire station, cemeteries, and religious institutions. The plan envisions that the areas devoted to such uses would occupy about 71 acres, or about 2 percent, of the urban service area, compared to 81 acres in 2008. The Kewaskum Clinic and American Legion Hall, which together encompass about 10 acres, were included in this category in 2008 but are shown for commercial use on the land use plan map, which account for the change in this category.

### ***Park and Recreation***

The Park and Recreation land use category includes lands developed with facilities for public and private outdoor recreation. It includes both existing Village parks and privately owned recreational areas, such as golf courses and ski hills. Acquisition and development of four new neighborhood parks is recommended. General locations of proposed new neighborhood parks are shown on Map 13. The plan envisions that park and recreational uses would occupy about 306 acres, or about 9 percent, of the urban service area. This acreage does not include those portions of the park sites that contain environmentally significant areas within park boundaries.

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

To effectively guide urban development and redevelopment in the Village urban service area into a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to carefully consider the location of planned land uses in relation to natural resources. Locating new urban development outside of primary environmental corridors and other environmentally sensitive areas will serve to maintain a high level of environmental quality in the Village urban service area, and will also avoid costly development problems such as flood damage, wet basements, failing pavements, and infiltration of clear water into sanitary sewerage systems. Properly relating new development to such environmentally significant areas will also help preserve the scenic beauty of the Village.

This comprehensive plan recommends substantial preservation of remaining primary and secondary environmental corridors, isolated natural resource areas, and wetlands located outside environmental corridors and isolated natural resource areas. Development within these areas should be limited to required transportation and utility facilities, compatible outdoor recreation facilities, and very low density residential development carefully designed so as to minimize the impact on natural resources. Guidelines for development considered compatible

with environmental corridors are provided in Table 19 in Chapter V. Environmentally significant areas in the Village may also be protected through placement in the C-1 (Lowland Conservancy) or C-2 (Upland Conservancy) zoning district.

The primary and secondary environmental corridors and isolated natural resource areas shown on the land use plan map include adjustments to such areas as mapped on the adopted Village of Kewaskum sanitary sewer service area plan. Adjustments were made based on the 2005 Wisconsin Wetland Inventory, wetland field stakings, recent development, and areas committed to development. Existing woodlands committed to development on the west side of the Village have resulted in a portion of a former secondary environmental corridor, made up of wetlands and woodlands, being reduced in size to include only existing wetlands. Because the existing wetlands encompass an area less than 100 acres, they do not meet the minimum size criteria for classification as a secondary environmental corridor, and are shown as an isolated natural resource area on the land use plan map.

#### *Primary Environmental Corridors*

Environmental corridors, more fully described in Chapter V, are linear areas in the landscape that contain concentrations of high-value elements of the natural resource base and are at least 400 acres in size. Primary environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas, and portions of floodplains and steeply sloped areas where intensive urban development would be ill-advised. The protection of the primary environmental corridors from additional intrusion by urban development is one of the principal objectives of this plan. Primary environmental corridors occupy about 612 acres, or about 18 percent, of the urban service area.

#### *Secondary Environmental Corridors*

Secondary environmental corridors consist of areas with important natural resource values that are between 100 and 400 acres in size. The secondary environmental corridors should be carefully integrated into urban and suburban development with the goal of preserving corridor resources. Such areas may also lend themselves to use for public purposes such as parks, drainageways, or stormwater detention or retention areas. Secondary environmental corridors occupy about 30 acres, or about 1 percent, of the urban service area.

#### *Isolated Natural Resource Areas*

Isolated natural resource areas consist of areas with important natural resource values which are separated geographically from environmental corridors. Most of the isolated natural resource areas in the Village urban service area are wetlands between five and 100 acres. Isolated natural resource areas occupy 119 acres, or about 4 percent, of the urban service area. The plan recommends that these areas be preserved in essentially natural, open space uses whenever possible, since these areas sometimes serve as the only available wildlife habitat in an area and provide natural diversity to the landscape. Isolated natural resource areas also lend themselves for use as parks, drainageways, or stormwater detention or retention areas.

#### *Wetlands*

Most wetlands five acres or larger are located within environmental corridors or isolated natural resource areas. Those that are outside these areas are designated in a separate category on the land use plan map, and encompass about 21 acres, or about 0.6 percent, of the urban service area. Wetlands shown on Map 14 include the updated Wisconsin Wetland Inventory conducted in 2005, with adjustments made to wetland boundaries to reflect wetlands staked in the field. An onsite field investigation should be conducted on all proposed development sites to precisely identify the presence and boundaries of wetlands prior to the preparation and approval of site plans, certified survey maps, and preliminary plats. If not already zoned C-1, wetlands should be placed in the C-1 zoning district at the time they are field-staked.

Wetlands are regulated under State and Federal laws. Development of wetlands (usually requiring them to be filled) is limited. Permits to allow development in wetlands generally require “mitigation,” which requires new wetlands to be created or existing degraded wetlands to be restored. Mitigation may be required on the same development site or in a different location.

### *Other Open Lands to be Preserved*

The plan also recommends other open lands to be preserved. This land use category includes floodplains and slopes of 20 percent or greater located outside environmental corridors, isolated natural resource areas, and wetlands. This category also includes wooded areas zoned C-2 that are outside environmental corridors and isolated natural resource areas. Even though the natural resource areas do not currently qualify as part of an environmental corridor or isolated natural resource area, they may be environmentally significant in the sense that they contain soils or other characteristics poorly suited for urban uses. Under the plan, other open lands to be preserved occupy about 180 acres, or about 5 percent, of the urban service area. Similar to isolated natural resource areas, the preservation of these areas may provide the only available wildlife habitat in an area and lend unique character and natural diversity to the community. As natural vegetation develops on some of these undisturbed areas, the re-vegetated land may eventually be reclassified as environmental corridor or isolated natural resource area. Areas within this category may also be used for stormwater detention and retention basins; preferably those that are designed to resemble natural ponds.

### *Floodplains (Overlay)*

Floodplains are identified as an overlay on the land use plan map, and encompass 822 acres, or about 24 percent of the urban service area. Floodplains within the Village encompass 259 acres, or about 18 percent of the Village, based on 2009 corporate boundaries. The floodplain overlay includes areas adjacent to rivers and streams that are subject to inundation by the 100-year recurrence interval flood event. A comprehensive update of floodplain mapping in Washington County is being conducted by the Federal Emergency Management Agency and DNR, and is expected to be completed in 2010. If the floodplain mapping update changes the boundaries of the floodplain, areas included in the “other open lands to be preserved” category should be adjusted to follow the new floodplain boundary. Over time, natural vegetation may re-develop on undeveloped floodplains adjacent to newly developed areas, particularly on floodplains that were previously farmed. Once natural vegetation redevelops, floodplains may meet the criteria for inclusion in an adjacent environmental corridor or isolated natural resource area.

### *Surface Water*

The Surface Water land use category includes rivers, streams, and ponds. Surface waters encompass about 59 acres, or about 2 percent, of the urban service area. These areas should be protected.

### *Street Rights-of-Way*

All existing street and highway rights-of-way (as of January 1, 2009) are shown on Map 14 as a separate category. Chapter VIII provides additional information regarding planned transportation facilities in the Village and nearby areas. There are 286 acres, or about 9 percent of the urban service area, within existing street and highway rights-of-way.

### *No Access Easement*

A “no access easement” is recommended along lots located adjacent to arterial streets to prevent uncontrolled vehicular access from abutting land uses to the street. This would be accomplished through deed restrictions and physical barriers, such as curbing, fencing, plantings, berms, or other landscape barriers. Ideally, easement areas will be landscaped to help screen properties from the street. New lots adjacent to arterial streets should be reverse-frontage lots with access to a land access or collector street, and a no-access easement along the arterial street.

A proposed no-access easement is shown on the land use plan map along arterial streets in portions of the Village that have not yet been developed. Although the no-access easement is shown along all large undeveloped parcels, an exception should be made for land access and collector streets that intersect with the arterial street and properly designed and located driveways to access new development.

### **Other Land Use Changes**

Under the plan, about 1,077 acres of agricultural land in the urban service area in 2008 would be converted to urban uses to accommodate future growth. The plan also envisions that the existing gravel pit contiguous to the south side of the Village would be “mined out” and reclaimed for residential development by 2035.

## 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 2010 and 2035. The amount of growth in each category is estimated as:

- **Residential:** Based on the population projection of 5,820 persons selected by the Village Board for the year 2035, 670 additional dwelling units will be needed to accommodate new residents between 2008 and 2035. This will result in an increase from the 1,690 dwelling units in the Village in 2008, as estimated by the Wisconsin Department of Administration, to 2,360 dwelling units by 2035 (see the Housing Element chapter for more information). An additional 670 units between 2008 and 2035 average to about 130 new dwelling units during each five-year period from 2010 to 2035, plus an additional 20 units between 2008 and 2010. The following assumptions were made regarding the distribution of new dwelling units among the residential density categories designated on the land use plan map:
  - It was assumed that about 15 percent of the new homes (100 dwelling units) would be developed at the High Density category. Based on a development standard of 10 acres for each 100 dwelling units, about 10 acres would be developed between 2008 and 2035.
  - It was assumed that about 15 percent of the new homes (100 dwelling units) would be developed at the Medium-High Density category. Based on a development standard of 17 acres for each 100 dwelling units, about 17 acres would be developed between 2008 and 2035.
  - It was assumed that about 56 percent of the new homes (370 dwelling units) would be developed at the Medium Density category. Based on a development standard of 25 acres for each 100 dwelling units, about 93 acres would be developed between 2008 and 2035.
  - It was assumed that about 7 percent of the new homes (50 dwelling units) would be developed at the Medium-Low Density category. Based on a development standard of 55 acres for each 100 dwelling units, about 28 acres would be developed between 2008 and 2035.
  - It was assumed that about 7 percent of the new homes (50 dwelling units) would be developed at the Low Density category. Based on a development standard of 83 acres for each 100 dwelling units, about 42 acres would be developed between 2008 and 2035.

Using these assumptions, it is estimated that an average of about 38 acres will be converted from agricultural to residential use during each five-year period between 2010 and 2035, plus about four additional acres between 2008 and 2010.

- **Commercial and Industrial:** The land use plan designates an additional 284 acres for commercial and industrial development between 2008 and 2035, which includes lands in the commercial, industrial, and business park categories on Map 14. This averages to about 56 acres of additional commercial and industrial development during each five-year period between 2010 and 2035, plus an additional four acres between 2008 and 2010.
- **Agricultural:** In 2008, agricultural land was located on the outskirts of the Village and in adjacent areas. Generally, agriculture in cities and villages is an interim use for a short time after agricultural lands are annexed for urban development. Agricultural lands in the urban service area are expected to decrease by 1,077 acres between 2008 and 2035.

The above projections assume that all land designated for commercial and industrial growth will be developed by 2035. Because the rate of growth is dependent on many dynamic factors, not all of the areas shown on the plan map for urban development may develop by 2035. The comprehensive planning law requires that plans be updated at least every 10 years. The Village will evaluate and, if necessary, revise these projections when the plan is updated and/or amended.

## **PART 4: 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.<sup>6</sup> 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.

The Town of Kewaskum land use plan is shown on Map 15, with the Village's planned 2035 urban service area boundary superimposed to show the relationship between the two plans. 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.

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.

## **PART 5: LAND USE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

### **Goals:**

- A balanced allocation of space to the various land use categories in order to meet the social, physical, and economic needs of Village residents.
- A spatial distribution of the various land uses which results in a compatible arrangement of land uses and one which is properly related to the supporting transportation, utility, and public facility systems.
- Preserve high-quality open space lands to protect the underlying natural resource base and enhance the social and economic well-being and environmental quality of the area.
- Preserve the remaining primary environmental corridors in the Village and, to the extent practicable, to preserve the remaining secondary environmental corridors and isolated natural resource areas in order to maintain the overall quality of the environment.

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<sup>6</sup>*The Wisconsin Statutes grant cities and villages the authority to approve or deny subdivision plats within 1.5 miles of villages and cities of the fourth class, and within three miles of cities of the first, second, or third class. 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 the Village's extraterritorial authorities.*

- Direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes in order to protect the associated benefits and functions they provide.
- Promote an attractive built environment within the Village.
- Provide adequate pedestrian areas and aesthetic features in the central business district to encourage consumer activity and provide community character.

**Objectives:**

- The planned supply of land set aside for any given use should approximate the known and anticipated demand for that use.
- The location and extent of commercial, educational, transportation, and recreational facilities are important determinants of the quality of urban life and should be designed to meet the needs of Kewaskum residents.
- Locate urban land uses to avoid or minimize hazards and danger while maximizing convenience and accessibility.
- Promote urban development that is attractive and has minimal impact on surrounding development and natural resources.
- Maintain the central business district as a focal point for commercial activities in the Village.

**Policies:**

- Urban development should be located to make maximum use of existing transportation and utility systems.
- All lands developed or proposed to be developed for urban uses should be located in areas readily serviceable by extensions of the existing public water supply system.
- All lands developed or proposed to be developed for urban uses should be located in areas readily serviceable by extensions of the existing public sanitary sewerage system, and preferably within the gravity-drainage area of the system.
- Adequate stormwater management facilities should be provided for all urban development.
- Urban residential uses should be located in neighborhoods served by public sanitary sewer and water and contain, within reasonable walking and biking distances, necessary supporting services such as parks, schools, and shopping areas. Residents should have reasonable access to employment centers, community and major shopping centers, cultural and government centers, and secondary schools and higher educational facilities.
- Retail and service commercial uses should be located in planned commercial centers. Development of new commercial strip areas should be avoided.
- Industrial uses should be located in planned industrial centers with convenient access to arterial streets. Industrial areas should be provided with adequate water supply, sanitary sewerage and stormwater management facilities, and power supply.
- All remaining undeveloped lands in primary environmental corridors should be preserved in essentially natural, open uses.
- All remaining undeveloped lands in secondary environmental corridors and isolated natural resource areas should be considered for preservation as urban development proceeds, or used as drainageways, flood water retention and detention areas, or parks.
- Consult the Wisconsin Department of Natural Resources (DNR) if development or redevelopment is proposed on parcels identified as contaminated sites on the DNR registry.
- Consider redevelopment of the existing nonmetallic mining site in the urban service area for residential use at the time mining is complete, the site is reclaimed, and the property has been annexed to the Village.

**Programs:**

- Protect primary environmental corridors in accordance with the guidelines set forth in Table 19 in Chapter V. Consider applying the same guidelines when reviewing development proposals in secondary environmental corridors and isolated natural resource areas.
- Retain Village zoning as the primary means of regulating land uses in the Village.
- Consider protecting wetlands by placing them in the Lowland Conservancy (C-1) zoning district.
- Consider protecting upland (non-wetland and floodplain) portions of primary and secondary environmental corridors and isolated natural resource areas by placing them in the Upland Conservancy (C-2) zoning district.
- Continue to maintain and enhance the attractiveness of the Village through implementation of landscaping, signage, and building façade requirements in the Village zoning ordinance and the historic preservation guidelines in Chapter V. Appendices D and E provide urban design guidelines and landscaping guidelines, respectively, for consideration by Village officials when reviewing proposed development applications and site plans. Illustrations in the appendices provide examples of urban design practices intended to help achieve zoning ordinance requirements.

## Chapter VII

# HOUSING ELEMENT

### INTRODUCTION

The housing element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(b) of the *Statutes* requires the housing element to assess the age, structural, value, and occupancy characteristics of existing housing stock in the Village. In addition, specific policies and programs must be identified that:

- Promote the development of housing for residents of the Village 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.
- Promote the availability of land for the development or redevelopment of low- and moderate-income housing.
- Maintain or rehabilitate existing housing stock.

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

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout the community.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

Part 1 of this chapter provides an inventory of existing housing stock, including age, structural, 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 Village. 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.

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

Part 2 includes information on Village 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 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 Village have been inventoried to help determine the number and type of housing units that will best suit the needs of Village residents through 2035. The existing housing stock inventory includes:

- Total housing units
- Vacancy rate
- Value of owner-occupied housing units
- Median sale price of housing units
- Monthly cost of housing units by tenure (owner- or renter-occupied)
- Number of bedrooms
- Structure type and year built
- Condition of existing housing stock

### ***Total Housing Units***

The quantity and tenure (owner- or renter-occupied) of existing housing units in the Village is one of the key inventory items needed to project the number of additional housing units that will be needed in the Village and in Washington County in 2035. As shown in Table 26, there were 1,264 housing units in the Village in 2000. About 59 percent, or 751 units, were owner-occupied and about 37 percent, or 461 units, were renter-occupied. About 4 percent of the total housing units, or 52 units, were vacant.

### ***Vacancy***

Another key housing supply inventory item is the vacancy rate of various housing types. The vacancy rate is the number of vacant and available housing units divided by the total number of housing units. The vacancy rates for owner-occupied units and rental units are shown on Table 27.

Some vacancies are necessary for a healthy housing market. The Federal Department of Housing and Urban Development (HUD) recommends a minimum overall vacancy rate of 3.0 percent to ensure adequate housing choices, which should include a minimum 1.5 percent vacancy rate for owner-occupied housing units and a minimum 5 percent vacancy rate for rental units. Vacant units can fall into several categories, including for rent; for sale; for seasonal, recreational, or occasional use; for migrant workers; and other vacant units. The overall vacancy rate in the Village was 4.1 percent in 2000.

The vacancy rate for owner-occupied units was determined by dividing the number of vacant units from Table 27 that were “for sale only” by the combined total number of units “for sale only” (Table 27) and owner-occupied units shown on Table 26. The approximate vacancy rate for rental units was determined by dividing the number of vacant units “for rent” from Table 27 by the combined number of units “for rent” (Table 27) and rental units from Table 26. The results of these calculations were a vacancy rate of 1.6 percent for owner-occupied units, which is near the recommended vacancy rate, and 4.8 for renter-occupied units, which is also near the vacancy rate recommended by HUD.

**Value of Owner-Occupied Housing Units**

Table 28 sets forth the value of specified owner-occupied housing units<sup>2</sup> in the Village in 2000. These values can be used to determine if there are adequate home ownership opportunities for residents of all income levels. Approximately 56 percent of owner-occupied homes had values between \$100,000 and \$149,999 and approximately 22 percent had values between \$150,000 and \$199,999. Approximately 19 percent of owner-occupied homes had values between \$50,000 and \$99,999 and approximately 2 percent had values between \$200,000 and \$299,999 and \$300,000 and \$499,999 each. Two homes, or less than 1 percent, had values exceeding \$500,000. No homes had values lower than \$50,000. The median value for owner-occupied housing units in the Village was \$121,400. Table 29 sets forth the value of owner-occupied housing units for each local government in Washington County.

**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 30 sets forth the median prices for housing units in the County in 2000 and 2006. In 2006, the median price for a housing unit<sup>3</sup> was \$202,000; this is an increase of nearly 37 percent from the median price in 2000. The median price for single-family units was \$229,000; the median for two-family units was \$179,500; the median for condominiums was \$156,688; and, the median for multi-family units was

**Table 26**

**TOTAL HOUSING UNITS BY TENURE IN THE VILLAGE OF KEWASKUM: 2000**

Occupancy	Housing Units	
	Number <sup>a</sup>	Percent
Owner-occupied .....	751	59.4
Renter-occupied .....	461	36.5
Vacant .....	52	4.1
Total	1,264	100.0

<sup>a</sup>Totals are based on 100 percent of respondents to the 2000 Census.

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

**Table 27**

**HOUSING VACANCIES IN THE VILLAGE OF KEWASKUM: 2000**

Vacancy Type	Number <sup>a</sup>	Vacancy Rate (Percent)
For rent.....	23	4.8
For sale only.....	12	1.6
Rented or sold, not occupied <sup>b</sup> .....	8	--
For seasonal, recreational, or occasional use.....	1	--
For migrant workers .....	0	--
Other vacant <sup>c</sup> .....	8	--
Total vacant units	52	--
Total units	1,264	--
Total vacancy rate	--	4.1

<sup>a</sup>Totals are based on 100 percent of the responses to the 2000 Census.

<sup>b</sup>Unit is classified “rented or sold, not occupied” if any money towards rent has been paid or the unit has recently been sold but the occupant has not yet moved in.

<sup>c</sup>If a vacant unit does not fall into any of the other categories it is classified as an “other vacant unit.” An example would be a unit held for occupancy by a caretaker.

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

<sup>2</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings.

<sup>3</sup>The median sale price includes single-family, two-family, and condominium housing units.

**Table 28**

**VALUE FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS<sup>a</sup> IN THE VILLAGE OF KEWASKUM: 2000**

Value	Housing Units	
	Number	Percent
Less than \$50,000 .....	0	0.0
\$50,000 to \$99,999 .....	124	18.6
\$100,000 to \$149,999 .....	375	56.2
\$150,000 to \$199,999 .....	144	21.6
\$200,000 to \$299,999 .....	11	1.7
\$300,000 to \$499,999 .....	11	1.7
\$500,000 or more.....	2	0.2
Total	667	100.0
Median Value	\$121,400	- -

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

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

**Monthly Housing Costs**

Monthly housing costs for owner-occupied housing units and rental housing units have been inventoried to determine if there is an adequate supply of affordable housing units for each household income level in the Village. HUD generally defines affordability as access to decent and safe housing that costs no more than 30 percent of a household’s gross monthly income. Table 32 sets forth monthly housing costs<sup>4</sup> for specified owner-occupied housing units with a mortgage in 2000. The median monthly housing cost for homeowners with a mortgage was \$1,050.

- Approximately 38 percent of homeowners spent between \$700 and \$999 and about 7 percent spent under \$700
- Approximately 42 percent of homeowners with a mortgage spent between \$1,000 and \$1,499 on monthly housing costs
- Approximately 10 percent spent between \$1,500 and \$1,999 and about 3 percent spent over \$2,000

Table 33 sets forth monthly housing costs for specified owner-occupied housing units with a mortgage for each local government in Washington County in 2000.

Table 34 sets forth monthly housing costs for specified owner-occupied housing units without a mortgage in the Village in 2000. The median monthly housing cost for homeowners without a mortgage was \$346.

- Approximately 49 percent of homeowners without a mortgage spent between \$300 and \$399 and 23 percent spent less than \$300 on monthly housing costs
- Approximately 17 percent spent between \$400 and \$499 on monthly housing costs
- Approximately 9 percent spent between \$500 and \$699 and about 2 percent spent over \$700 on monthly housing costs

\$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; condominiums increased almost 39 percent; and, multi-family units increased approximately 13 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 31 sets forth the median sale prices in 2000 and 2006 for housing units by 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 Village of Kewaskum was \$183,000; this is an increase of about 43 percent from the median price in 2000.

<sup>4</sup>Selected monthly owner costs are the sum of mortgage payments or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; and utilities.

Table 29

VALUE FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS IN WASHINGTON COUNTY COMMUNITIES: 2000<sup>a</sup>

Community	Less than \$50,000		\$50,000 to \$99,999		\$100,000 to \$149,999		\$150,000 to \$199,999	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Cities</b>								
Hartford <sup>b</sup> .....	7	0.3	403	17.1	1,281	54.4	543	23.1
West Bend .....	24	0.4	538	9.0	3,744	63.0	1,181	19.9
<b>Villages</b>								
Germantown .....	0	0.0	431	9.5	1,084	24.0	1,774	39.4
Jackson .....	7	0.7	54	5.8	460	49.1	368	39.3
Kewaskum .....	0	0.0	124	18.6	375	56.2	144	21.6
Newburg <sup>c</sup> .....	0	0.0	11	5.3	101	48.6	82	39.4
Slinger .....	8	1.1	89	12.6	326	46.3	160	22.7
<b>Towns</b>								
Addison.....	0	0.0	48	6.3	358	47.4	248	32.8
Barton.....	0	0.0	30	4.4	245	36.4	302	44.8
Erin.....	4	0.4	43	4.6	130	14.0	303	32.6
Farmington.....	0	0.0	23	3.0	286	36.5	271	34.6
Germantown.....	0	0.0	12	15.4	29	37.2	27	34.6
Hartford.....	0	0.0	66	6.2	278	25.9	439	40.9
Jackson.....	10	1.2	40	5.0	202	25.3	323	40.4
Kewaskum.....	2	0.9	25	11.6	63	29.3	75	34.9
Polk.....	0	0.0	17	1.8	120	12.7	266	28.3
Richfield.....	4	0.1	74	2.4	693	22.1	1,013	32.3
Trenton.....	0	0.0	86	7.4	475	40.9	362	31.2
Wayne.....	3	0.9	30	9.4	94	29.5	130	40.8
West Bend.....	0	0.0	25	1.9	196	15.0	337	25.7
Washington County <sup>d</sup>	69	0.3	2,169	7.9	10,540	38.3	8,348	30.4

Community	\$200,000 to \$299,999		\$300,000 to \$499,999		\$500,000 or More		Total		Median Value (dollars)
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
<b>Cities</b>									
Hartford <sup>b</sup> .....	121	5.1	0	0.0	0	0.0	2,355	100.0	129,900
West Bend .....	343	5.8	83	1.4	27	0.5	5,940	100.0	132,500
<b>Villages</b>									
Germantown .....	1,134	25.2	72	1.6	12	0.3	4,507	100.0	169,900
Jackson .....	48	5.1	0	0.0	0	0.0	937	100.0	146,100
Kewaskum .....	11	1.7	11	1.7	2	0.2	667	100.0	121,400
Newburg <sup>c</sup> .....	14	6.7	0	0.0	0	0.0	208	100.0	146,500
Slinger .....	115	16.3	7	1.0	0	0.0	705	100.0	141,000
<b>Towns</b>									
Addison.....	88	11.6	14	1.9	0	0.0	756	100.0	146,700
Barton.....	71	10.5	26	3.9	0	0.0	674	100.0	158,300
Erin.....	380	40.9	62	6.7	8	0.8	930	100.0	197,400
Farmington.....	191	24.4	12	1.5	0	0.0	783	100.0	164,000
Germantown.....	10	12.8	0	0.0	0	0.0	78	100.0	147,000
Hartford.....	220	20.5	70	6.5	0	0.0	1,073	100.0	168,200
Jackson.....	200	25.0	25	3.1	0	0.0	800	100.0	166,900
Kewaskum.....	42	19.6	6	2.8	2	0.9	215	100.0	159,900
Polk.....	359	38.1	152	16.2	27	2.9	941	100.0	216,900
Richfield.....	980	31.3	325	10.4	43	1.4	3,132	100.0	189,000
Trenton.....	192	16.5	46	4.0	0	0.0	1,161	100.0	152,000
Wayne.....	53	16.6	7	2.2	2	0.6	319	100.0	160,200
West Bend.....	416	31.8	190	14.5	145	11.1	1,309	100.0	218,300
Washington County <sup>d</sup>	4,988	18.1	1,108	4.0	268	1.0	27,490	100.0	159,100

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

<sup>b</sup>Includes entire City of Hartford.

<sup>c</sup>Includes entire Village of Newburg.

<sup>d</sup>Includes all of Washington County and the entire City of Hartford and Village of Newburg.

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

**Table 30**

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

Housing Type	2000	2006	Percent Change
Single-Family .....	\$155,900	\$229,000	46.9
Two-Family .....	\$139,000	\$179,500	29.1
Multi-Family.....	\$408,000	\$460,000	12.7
Condominium.....	\$113,000	\$156,688	38.7
All Housing Types <sup>a</sup>	\$147,500	\$202,000	36.9

<sup>a</sup>Excludes multi-family housing units.

Source: Washington County and SEWRPC.

Table 35 sets forth monthly housing costs for specified owner-occupied housing units without a mortgage for each local government in Washington County in 2000.

Table 36 sets forth monthly housing costs for rental units, or gross rent, in the Village in 2000. Contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels are included in the calculations of monthly gross rent. These costs are included in the monthly cost calculation whether paid by the renter or on behalf of the renter by another party, such as the property owner. Rental units that are occupied without payment of rent are included in the no cash rent<sup>5</sup> category of Table 36. The median monthly cost for rental housing was \$616 in 2000.

- Approximately 46 percent of renters spent between \$500 and \$749 and about 25 percent spent between \$750 and \$999 on monthly housing costs
- Approximately 17 percent of renters spent between \$300 and \$499
- Approximately 5 percent of renters spent less than \$300 and about 3 percent made no cash payments for rental housing costs
- Approximately 2 percent of renters spent between \$1,000 and \$1,499 on monthly housing costs
- Approximately 2 percent of renters spent over \$1,500 on monthly housing costs

Table 37 sets forth monthly housing costs for rental units for each local government in Washington County in 2000.

**Table 31**

**MEDIAN SALE PRICE FOR HOUSING UNITS<sup>a</sup> IN WASHINGTON COUNTY COMMUNITIES: 2000-2006**

Community	2000	2006	Percent Change
<b>Cities</b>			
Hartford .....	\$134,000	\$192,700	43.8
West Bend.....	\$125,950	\$175,000	38.9
<b>Villages</b>			
Germantown.....	\$171,500	\$237,250	38.3
Jackson .....	\$154,000	\$194,900	26.6
Kewaskum.....	\$127,750	\$183,000	43.2
Newburg.....	\$127,550	\$165,000	29.4
Slinger.....	\$115,900	\$200,898	73.3
<b>Towns</b>			
Addison .....	\$142,000	\$181,100	27.5
Barton .....	\$160,087	\$239,000	49.3
Erin.....	\$197,000	\$316,000	60.4
Farmington.....	\$167,500	\$245,000	46.3
Germantown.....	\$176,900	\$197,000	11.4
Hartford .....	\$165,000	\$236,500	43.3
Jackson .....	\$182,450	\$297,450	63.0
Kewaskum.....	\$186,500	\$247,000	32.4
Polk .....	\$171,660	\$284,500	65.7
Richfield .....	\$182,000	\$285,000	56.6
Trenton.....	\$166,500	\$230,400	38.4
Wayne .....	\$154,000	\$259,250	68.3
West Bend.....	\$207,000	\$329,950	59.4
Washington County	\$147,500	\$202,000	36.9

<sup>a</sup>Excludes multi-family housing units.

Source: Washington County.

**Table 32**

**MONTHLY OWNER COSTS FOR SPECIFIED HOUSING UNITS<sup>a</sup> WITH A MORTGAGE IN THE VILLAGE OF KEWASKUM: 2000**

Monthly Cost	Housing Units	
	Number	Percent
Less than \$700 .....	35	7.1
\$700 to \$999 .....	186	37.7
\$1,000 to \$1,499 .....	209	42.3
\$1,500 to \$1,999 .....	49	9.9
Over \$2,000 .....	15	3.0
Total	494	100.0
Median Cost	\$1,050	--

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

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

<sup>5</sup>These units may be occupied by friends or relatives of the owner who do not get charged rent or caretakers, tenant farmers, and others who may receive the unit as compensation.

Table 33

**MONTHLY OWNER COSTS FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS  
WITH A MORTGAGE IN WASHINGTON COUNTY COMMUNITIES: 2000<sup>a</sup>**

Community	Less than \$700		\$700 to \$999		\$1,000 to \$1,499	
	Number	Percent	Number	Percent	Number	Percent
<b>Cities</b>						
Hartford <sup>b</sup> .....	73	4.3	415	24.2	942	55.0
West Bend .....	289	6.8	948	22.2	2,276	53.2
<b>Villages</b>						
Germantown .....	160	4.4	480	13.2	1,576	43.4
Jackson .....	53	6.5	192	23.7	460	56.7
Kewaskum .....	35	7.1	186	37.7	209	42.3
Newburg <sup>c</sup> .....	11	7.4	29	19.6	76	51.4
Slinger .....	34	6.8	121	24.2	254	50.8
<b>Towns</b>						
Addison .....	26	5.0	103	19.7	272	52.1
Barton .....	35	7.6	103	22.4	227	49.5
Erin .....	48	7.0	102	14.8	285	41.2
Farmington .....	65	10.4	124	19.9	266	42.7
Germantown .....	3	5.8	14	26.9	17	32.7
Hartford .....	75	9.0	121	14.5	377	45.2
Jackson .....	68	11.3	61	10.2	314	52.3
Kewaskum .....	5	3.4	42	28.4	72	48.6
Polk .....	44	6.5	90	13.3	214	31.5
Richfield .....	145	6.3	375	16.3	907	39.6
Trenton .....	79	9.2	235	27.4	314	36.6
Wayne .....	25	10.5	49	20.6	108	45.4
West Bend .....	80	8.8	122	13.5	286	31.7
Washington County <sup>d</sup>	1,353	6.6	3,912	19.1	9,452	46.2

Community	\$1,500 to \$1,999		Over \$2,000		Total		Median Cost (dollars)
	Number	Percent	Number	Percent	Number	Percent	
<b>Cities</b>							
Hartford <sup>b</sup> .....	210	12.3	72	4.2	1,712	100.0	1,215
West Bend .....	637	14.9	126	2.9	4,276	100.0	1,171
<b>Villages</b>							
Germantown .....	999	27.5	418	11.5	3,633	100.0	1,370
Jackson .....	73	9.0	33	4.1	811	100.0	1,151
Kewaskum .....	49	9.9	15	3.0	494	100.0	1,050
Newburg <sup>c</sup> .....	32	21.6	0	0.0	148	100.0	1,218
Slinger .....	91	18.2	0	0.0	500	100.0	1,228
<b>Towns</b>							
Addison .....	98	18.8	23	4.4	522	100.0	1,191
Barton .....	86	18.8	8	1.7	459	100.0	1,210
Erin .....	164	23.7	92	13.3	691	100.0	1,356
Farmington .....	127	20.4	41	6.6	623	100.0	1,227
Germantown .....	16	30.8	2	3.8	52	100.0	1,250
Hartford .....	213	25.5	48	5.8	834	100.0	1,322
Jackson .....	57	9.5	100	16.7	600	100.0	1,213
Kewaskum .....	20	13.5	9	6.1	148	100.0	1,144
Polk .....	200	29.4	131	19.3	679	100.0	1,481
Richfield .....	627	27.3	241	10.5	2,295	100.0	1,325
Trenton .....	191	22.3	39	4.5	858	100.0	1,151
Wayne .....	45	18.9	11	4.6	238	100.0	1,197
West Bend .....	238	26.4	177	19.6	903	100.0	1,451
Washington County <sup>d</sup>	4,173	20.4	1,586	7.7	20,476	100.0	1,225

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

<sup>b</sup>Includes entire City of Hartford.

<sup>c</sup>Includes entire Village of Newburg.

<sup>d</sup>Includes all of Washington County and the entire City of Hartford and Village of Newburg.

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

**Number of Bedrooms**

Table 38 sets forth the number of housing units by tenure and number of bedrooms in the Village in 2000. Overall, three-bedroom, owner-occupied and two-bedroom, renter-occupied housing units were most prevalent in the Village.

Three bedroom dwellings comprised approximately 59 percent of the owner-occupied units. Four bedroom dwellings and two bedroom dwellings comprised approximately 20 percent and 17 percent, respectively, of the owner-occupied units. Dwellings with five or more bedrooms and one bedroom or no bedrooms comprised approximately 2 percent each in the Village.

Two bedroom units comprised approximately 65 percent of the rental units, while one bedroom or no bedroom units comprised approximately 17 percent of the rental units. Units with three bedrooms comprised approximately 13 percent. Units with four bedrooms comprised about 4 percent of rental units and five or more bedroom units comprised approximately 2 percent of the rental units.

**Structure Type and Year Built**

Table 39 sets forth the number of housing units by structure type in the Village 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 586 to 1,261 from 1970 through 2000. During this same time period, the percentage of single-family housing units decreased about 10 percent, from 73 percent to 63 percent, while the percentage of multi-family housing units increased to about 29 percent in 2000. Approximately 9 percent of units were in two-family structures and less than 1 percent was in mobile homes or other types of residential structures in 2000. Between 2000 and 2006, the total number of residential units increased from 1,261 to 1,670, or by 32 percent. The percentage of residential units in single-family structures decreased slightly, from 63 percent to 59 percent. The percentage of units in multi-family structures and mobile homes and other types of residential structures remained the same, about 28 percent and less than 1 percent, respectively. Between 2000 and 2006, the percentage of two-family structures increased from 9 percent to 13 percent.

The age of the existing housing stock in the Village, as set forth in Table 40, also provides insight into the character and probable condition of existing homes. It can be assumed that as housing stock ages, more housing units will need to be rehabilitated or replaced. Approximately one-quarter of the Village’s housing stock was constructed between 1990 and 2000 and the median year built was 1971. About 19 percent of existing homes in the Village 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 Village through 2035.

A condition rating has been assigned to each housing unit by the Village assessor. The ratings, set forth in Table 41, range from very good to unsound and measure the present physical condition of each housing unit. Good indicates the dwelling exhibits above average maintenance and upkeep in relation to its age. Average indicates the dwelling shows minor signs of deterioration caused by normal wear and an ordinary standard of upkeep and

**Table 34**

**MONTHLY OWNER COSTS FOR SPECIFIED HOUSING UNITS<sup>a</sup> WITHOUT A MORTGAGE IN THE VILLAGE OF KEWASKUM: 2000**

Monthly Cost	Housing Units	
	Number	Percent
Less than \$300.....	40	23.1
\$300 to \$399.....	85	49.1
\$400 to \$499.....	29	16.8
\$500 to \$699.....	15	8.7
Over \$700.....	4	2.3
Total	173	100.0
Median cost	\$346	- -

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

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

Table 35

**MONTHLY OWNER COSTS FOR SPECIFIED OWNER-OCCUPIED  
HOUSING UNITS WITHOUT A MORTGAGE IN WASHINGTON COUNTY COMMUNITIES: 2000<sup>a</sup>**

Community	Less than \$300		\$300 to \$399		\$400 to \$499	
	Number	Percent	Number	Percent	Number	Percent
<b>Cities</b>						
Hartford <sup>b</sup> .....	101	15.7	244	38.0	221	34.4
West Bend .....	250	15.0	798	48.0	373	22.4
<b>Villages</b>						
Germantown .....	39	4.4	254	29.1	358	41.0
Jackson .....	8	6.3	77	61.1	33	26.2
Kewaskum .....	40	23.1	85	49.1	29	16.8
Newburg <sup>c</sup> .....	3	5.0	44	77.3	12	20.0
Slinger .....	16	7.8	122	59.5	33	16.1
<b>Towns</b>						
Addison .....	47	20.1	130	55.5	43	18.4
Barton .....	33	15.3	126	58.6	56	26.1
Erin .....	13	5.4	60	25.1	88	36.8
Farmington .....	47	29.4	83	51.9	18	11.2
Germantown .....	0	0.0	9	34.6	7	26.9
Hartford .....	17	7.1	92	38.5	90	37.7
Jackson .....	84	42.0	55	27.5	24	12.0
Kewaskum .....	17	25.4	32	47.7	14	20.9
Polk .....	8	3.1	114	43.5	113	43.1
Richfield .....	108	12.9	297	35.5	249	29.8
Trenton .....	97	32.0	149	49.2	28	9.2
Wayne .....	30	37.0	24	29.6	19	23.5
West Bend .....	53	13.1	113	27.8	126	31.0
Washington County <sup>d</sup>	1,011	14.4	2,908	41.5	1,934	27.6

Community	\$500 to \$699		Over \$700		Total		Median Cost (dollars)
	Number	Percent	Number	Percent	Number	Percent	
<b>Cities</b>							
Hartford <sup>b</sup> .....	60	9.3	17	2.6	643	100.0	392
West Bend .....	166	10.0	77	4.6	1,664	100.0	375
<b>Villages</b>							
Germantown .....	209	23.9	14	1.6	874	100.0	440
Jackson .....	8	6.4	0	0.0	126	100.0	375
Kewaskum .....	15	8.7	4	2.3	173	100.0	346
Newburg <sup>c</sup> .....	1	1.7	0	0.0	60	100.0	365
Slinger .....	34	16.6	0	0.0	205	100.0	371
<b>Towns</b>							
Addison .....	14	6.0	0	0.0	234	100.0	342
Barton .....	0	0.0	0	0.0	215	100.0	366
Erin .....	53	22.2	25	10.5	239	100.0	453
Farmington .....	12	7.5	0	0.0	160	100.0	339
Germantown .....	10	38.5	0	0.0	26	100.0	457
Hartford .....	33	13.8	7	2.9	239	100.0	412
Jackson .....	29	14.5	8	4.0	200	100.0	335
Kewaskum .....	4	6.0	0	0.0	67	100.0	359
Polk .....	18	6.9	9	3.4	262	100.0	408
Richfield .....	120	14.3	63	7.5	837	100.0	405
Trenton .....	29	9.6	0	0.0	303	100.0	335
Wayne .....	6	7.4	2	2.5	81	100.0	358
West Bend .....	69	17.0	45	11.1	406	100.0	429
Washington County <sup>d</sup>	890	12.7	271	3.9	7,014	100.0	373

<sup>a</sup>The data for specified owner-occupied housing units excludes mobile homes, houses with a business or medical office on the property, houses on 10 or more acres, and housing units in multi-unit buildings. Totals are based on a sample of one in six respondents to the 2000 Census.

<sup>b</sup>Includes entire City of Hartford.

<sup>c</sup>Includes entire Village of Newburg.

<sup>d</sup>Includes all of Washington County and the entire City of Hartford and Village of Newburg.

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

**Table 36**

**MONTHLY GROSS RENT FOR RENTER-OCCUPIED HOUSING UNITS IN THE VILLAGE OF KEWASKUM: 2000<sup>a</sup>**

Monthly Gross Rent	Housing Units	
	Number	Percent
Less than \$300 .....	23	5.0
\$300 to \$499.....	79	17.1
\$500 to \$749.....	212	45.8
\$750 to \$999.....	116	25.0
\$1,000 to \$1,499.....	11	2.4
\$1,500 or more .....	7	1.5
No cash rent <sup>b</sup> .....	15	3.2
Total	463	100.0
Median Rent	\$616	--

<sup>a</sup>Contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels are included in the calculations for monthly gross rent. Totals are based on a sample of one in six respondents to the 2000 Census.

<sup>b</sup>Includes rental units that are occupied without payment of rent. These units may be occupied by friends or relatives of the owner who do not get charged rent or caretakers, tenant farmers, and others who may receive the unit as compensation.

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

likelihood of having lead-based paint or varnish on interior and exterior surfaces, as over 90 percent of the lead-based paint and varnish in homes was applied prior to 1950. Homes built between 1950 and 1978 could contain lead-based paint or varnish on interior and exterior surfaces. The use of lead-based paint and varnish in homes was banned in 1978. Homes built after 1978 have a very low likelihood of having lead-based paint or varnish on interior and exterior surfaces. About 65 percent of the homes in the Village were built before 1979, which means lead poisoning is a concern. To protect children from exposure to lead from paint, Congress passed the Residential Lead-Based Paint Hazard Reduction Act of 1992, also known as Title X. Section 1018 of this law directed HUD and the Environmental Protection Agency (EPA) to require the disclosure of known information on lead-based paint and lead-based paint hazards before the sale or lease of most housing built before 1978.

**Housing Demand**

Household, income, and demographic characteristics of the Village have been inventoried and will be analyzed with housing supply inventory items to help determine the number and type of housing units that will best suit the needs of residents through 2035. Housing demand inventory items include:

- Affordable housing need assessment
- Affordability information
- Income
- Housing need for non-resident workers
- Homeless and transitional housing
- Age distribution
- Disabled population
- Household size
- Household projection: 2035

maintenance in relation to its age. 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.

Nearly all of the housing units in the Village had a condition score of good or average in 2008. No homes were determined to be in an unsound condition and one home was determined to be in poor condition. This indicates that the existing housing stock in the Village is in good condition and does not need to be included as a factor in the housing unit demand projection for 2035.

*Housing with Lead-Based Paint or Varnish*

Lead poisoning in children can reduce IQ, cause learning disabilities, and impair hearing. Children who have elevated lead levels often experience reduced attention spans, are hyperactive, and can exhibit behavior problems. At higher exposures, lead can damage a child’s kidneys and central nervous system, and cause anemia, coma, convulsions, and even death. Homes built before 1950 have a high

Table 37

**MONTHLY GROSS RENT FOR SPECIFIED RENTER-OCCUPIED  
HOUSING UNITS IN WASHINGTON COUNTY COMMUNITIES: 2000<sup>a</sup>**

Community	Less than \$300		\$300 to \$499		\$500 to \$749		\$750 to \$999	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Cities</b>								
Hartford <sup>c</sup> .....	137	8.3	374	22.7	797	48.4	221	13.4
West Bend.....	284	7.1	715	17.8	2,251	56.1	602	15.0
<b>Villages</b>								
Germantown.....	47	3.1	90	6.0	701	46.6	508	33.8
Jackson.....	23	3.9	79	13.6	278	47.8	146	25.1
Kewaskum.....	23	5.0	79	17.1	212	45.8	116	25.0
Newburg <sup>d</sup> .....	8	6.4	25	20.0	53	42.4	29	23.2
Slinger.....	46	8.8	146	27.9	197	37.7	105	20.1
<b>Towns</b>								
Addison.....	6	3.5	14	8.1	128	74.0	11	6.3
Barton.....	0	0.0	34	49.3	15	21.7	20	29.0
Erin.....	0	0.0	0	0.0	6	28.6	5	23.8
Farmington.....	0	0.0	6	9.2	49	75.4	10	15.4
Germantown.....	0	0.0	0	0.0	3	100.0	0	0.0
Hartford.....	3	2.7	22	19.8	42	37.9	18	16.2
Jackson.....	0	0.0	38	38.3	17	17.2	27	27.3
Kewaskum.....	0	0.0	10	22.2	22	48.9	2	4.4
Polk.....	0	0.0	19	17.0	45	40.2	40	35.7
Richfield.....	3	1.6	9	4.7	53	27.9	51	26.9
Trenton.....	0	0.0	2	2.9	39	57.4	4	5.9
Wayne.....	0	0.0	5	12.2	23	56.1	6	14.6
West Bend.....	0	0.0	41	21.8	103	54.8	24	12.8
Washington County <sup>e</sup>	580	5.8	1,708	17.0	5,034	50.1	1,945	19.4

Community	\$1,000 to \$1,499		\$1,500 or More		No Cash Rent <sup>b</sup>		Total		Median Rent (dollars)
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
<b>Cities</b>									
Hartford <sup>c</sup> .....	60	3.6	0	0.0	60	3.6	1,649	100.0	567
West Bend.....	98	2.4	0	0.0	64	1.6	4,014	100.0	603
<b>Villages</b>									
Germantown.....	121	8.1	9	0.6	27	1.8	1,503	100.0	709
Jackson.....	38	6.5	0	0.0	18	3.1	582	100.0	689
Kewaskum.....	11	2.4	7	1.5	15	3.2	463	100.0	616
Newburg <sup>d</sup> .....	8	6.4	0	0.0	2	1.6	125	100.0	598
Slinger.....	9	1.7	0	0.0	20	3.8	523	100.0	577
<b>Towns</b>									
Addison.....	0	0.0	0	0.0	14	8.1	173	100.0	554
Barton.....	0	0.0	0	0.0	0	0.0	69	100.0	513
Erin.....	6	28.6	0	0.0	4	19.0	21	100.0	850
Farmington.....	0	0.0	0	0.0	0	0.0	65	100.0	664
Germantown.....	0	0.0	0	0.0	0	0.0	3	100.0	588
Hartford.....	6	5.4	0	0.0	20	18.0	111	100.0	614
Jackson.....	0	0.0	0	0.0	17	17.2	99	100.0	571
Kewaskum.....	3	6.7	0	0.0	8	17.8	45	100.0	629
Polk.....	0	0.0	0	0.0	8	7.1	112	100.0	632
Richfield.....	28	14.7	0	0.0	46	24.2	190	100.0	765
Trenton.....	0	0.0	0	0.0	23	33.8	68	100.0	622
Wayne.....	0	0.0	0	0.0	7	17.1	41	100.0	618
West Bend.....	12	6.4	0	0.0	8	4.2	188	100.0	589
Washington County <sup>e</sup>	400	4.0	16	0.1	361	3.6	10,044	100.0	615

<sup>a</sup>Contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels are included in the calculations for monthly gross rent. Totals are based on a sample of one in six respondents to the 2000 Census.

<sup>b</sup>Includes rental units that are occupied without payment of rent. These units may be occupied by friends or relatives of the owner who do not get charged rent or caretakers, tenant farmers, and others who may receive the unit as compensation.

<sup>c</sup>Includes entire City of Hartford.

<sup>d</sup>Includes entire Village of Newburg.

<sup>e</sup>Includes all of Washington County and the entire City of Hartford and Village of Newburg.

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

**Table 38**

**HOUSING UNITS BY NUMBER OF BEDROOMS IN THE VILLAGE OF KEWASKUM: 2000<sup>a, b</sup>**

Tenure	1 or no bedroom		2 bedrooms		3 bedrooms	
	Number	Percent	Number	Percent	Number	Percent
Owner-occupied.....	11	1.5 <sup>c</sup>	125	16.7 <sup>c</sup>	442	59.2 <sup>c</sup>
Renter-occupied.....	80	17.3 <sup>c</sup>	299	64.6 <sup>c</sup>	58	12.5 <sup>c</sup>
Total	91	7.5 <sup>d</sup>	424	35.0 <sup>d</sup>	500	41.3 <sup>d</sup>

Tenure	4 bedrooms		5 or more bedrooms		Total	
	Number	Percent	Number	Percent	Number	Percent
Owner-occupied.....	152	20.3 <sup>c</sup>	17	2.3 <sup>c</sup>	747	100.0
Renter-occupied.....	17	3.7 <sup>c</sup>	9	1.9	463	100.0
Total	169	14.0 <sup>d</sup>	26	2.2 <sup>d</sup>	1,210	100.0

<sup>a</sup>Totals are based on a sample of one in six responses to the 2000 Census.

<sup>b</sup>Totals include occupied housing units only.

<sup>c</sup>Percent of owner- or renter-occupied.

<sup>d</sup>Percent of total units.

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

**Table 39**

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

Year	Single-Family		Two-Family		Multi-Family		Mobile Homes and Other <sup>a</sup>		Total <sup>b</sup>	
	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
1970	427	72.9	-- <sup>c</sup>	-- <sup>c</sup>	159	27.1	--	--	586	100.0
1980	616	76.8	103	12.8	83	10.4	--	--	802	100.0
1990	645	68.4	99	10.5	195	20.7	4	0.4	943	100.0
2000 <sup>d</sup>	788	62.5	107	8.5	360	28.5	6	0.5	1,261	100.0
2006 <sup>e</sup>	989	59.2	211	12.6	464	27.8	6	0.4	1,670	100.0

<sup>a</sup>Includes mobile homes and living quarters that do not fit into the other categories, such as boats, railroad cars, campers, and vans. All housing units listed are mobile homes.

<sup>b</sup>Totals are based on all housing units, including occupied and vacant units.

<sup>c</sup>Two-family and multi-family structure totals are combined in the 1970 Census.

<sup>d</sup>2000 data are from the U.S. Census.

<sup>e</sup>2006 data includes 2000 Census data plus the number of building permits issued for each type of housing unit from 2000 through 2006. Building permit data were provided by the Wisconsin Department of Administration.

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

As with the above housing supply inventory data, Census 2000 Summary File 1 and Summary File 3 were used in the collection of the housing demand inventory data presented in this chapter. Again, Summary File 1 data were used when possible; however, in most cases only Summary File 3 data were available.

***Affordable Housing Need Assessment***

As previously stated, HUD defines housing affordability as households “paying no more than 30 percent of their income for housing.”<sup>6</sup> Households that pay more than 30 percent of their monthly income for housing are considered to have a high housing cost burden. The measure is based on gross pre-tax income. Another measure of affordability is implicit in the long-standing mortgage lending practice of limiting borrower’s monthly housing costs to 28 or 29 percent of their gross monthly income as a condition of loan approval. Thus, 28 to 30 percent can generally be considered a cutoff beyond which housing is not affordable. Data show that most households opt for less than that percentage, while others, particularly those with low incomes, are generally unable to find housing that costs less than 30 percent of their monthly income.

<sup>6</sup>Definition provided by the HUD USER Policy Development and Research Information Service glossary.

*Village Housing Affordability Information*

The following information is based on the HUD recommended affordability standard of paying no more than 30 percent of gross monthly income for housing costs.

- **About 21 percent of households in the Village spent over 30 percent of their monthly income on housing costs in 2000**
  - About 163 households were extremely low income (below 30 percent of the Village median annual household income of \$49,861) or very low income (between 30 and 50 percent of the Village median annual household income of \$49,861) households in 2000
  - An extremely low income household (earning 30 percent of the 2000 Village median annual household income of \$49,861) could afford monthly housing costs of no more than \$374 in 2000, based on HUD recommended affordability standards
- **The fair market rent<sup>7</sup> in Washington County for a one bedroom apartment was \$591 in 2006**
- **The fair market rent in Washington County for a two bedroom apartment was \$706 in 2006**
- **The median sale price of a home in the Village of Kewaskum was \$183,000 in 2006**
  - The minimum annual household income needed<sup>8</sup> to afford a median priced home in the Village of Kewaskum was \$69,407 (or \$5,784 a month) in 2006
  - The minimum annual household income needed to afford a \$150,000 home in the Village was \$57,935 (or \$4,828 a month) in 2006
  - The minimum annual household income needed to afford a \$250,000 home in the Village was \$92,716 (or \$7,726 a month) in 2006
- **Housing wage information**
  - An individual full-time worker (40 hours per week) must earn at least \$13.58 per hour (gross wage rate) to afford a two-bedroom rental unit at the County fair market rent of \$706 in 2006
  - An individual full-time worker (40 hours per week) must earn at least \$11.37 per hour to afford a one-bedroom rental unit at the County fair market rent of \$591 in 2006

**Table 40**

**YEAR BUILT FOR HOUSING UNITS  
IN THE VILLAGE OF KEWASKUM: 2000**

Year Built	Housing Units	
	Number <sup>a</sup>	Percent
1995 to March 2000.....	216	17.1
1990 through 1994.....	107	8.5
1980 through 1989.....	117	9.3
1970 through 1979.....	218	17.3
1960 through 1969.....	149	11.8
1940 through 1959.....	212	16.8
Before 1940.....	242	19.2
<b>Total</b>	<b>1,261</b>	<b>100.0</b>
<b>Median Year Built</b>	<b>1971</b>	<b>- -</b>

<sup>a</sup>Totals are based on a sample of one in six respondents to the 2000 Census, and include all housing units, including occupied and vacant housing units.  
Source: U.S. Bureau of the Census and SEWRPC.

<sup>7</sup>Fair market rents (FMR) are established and used by HUD as the payment standard to calculate subsidies under the Section 8 Rental Voucher Program. HUD annually estimates the FMR for Washington County. The objective is to ensure a sufficient supply of rental housing for program participants in the County. To accomplish this objective, the FMR must be high enough to permit a selection of units and neighborhoods in the County, but low enough to serve as many low-income families as possible. The FMR definition used by HUD for the County is the 40<sup>th</sup> percentile rent, or the dollar amount below which 40 percent of standard-quality rental units in the County are rented.

<sup>8</sup>The minimum income needed to afford a median priced home in the Village of Kewaskum (\$183,000) assumes a monthly housing cost that is 28 percent of the household's gross monthly income, a down payment of 5 percent of the cost of the home, a 6.5 percent interest rate on a 30 year mortgage, a property tax rate of \$18.01 per \$1,000 of assessed value (Village of Kewaskum's net tax rate in 2006), a property insurance cost of \$33 a month, a private mortgage insurance (PMI) cost of \$124 a month (using a loan to value ratio of 0.78), and \$100 per month for utilities.

Table 41

## HOUSING CONDITIONS IN THE VILLAGE OF KEWASKUM: 2008

Condition	Housing Type								Total	
	Single-Family		Two/Three-Family		Multi-Family		Condominium			
	Number	Percent <sup>a</sup>	Number	Percent <sup>a</sup>	Number	Percent <sup>a</sup>	Number	Percent <sup>a</sup>	Number	Percent <sup>a</sup>
Unsound .....	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Poor .....	1	0.1	0	0.0	0	0.0	0	0.0	1	0.1
Fair.....	14	1.1	1	0.1	0	0.0	0	0.0	15	1.2
Average .....	751	59.6	43	3.4	3 <sup>b</sup>	0.2	236	18.7	1,033	81.9
Good .....	201	15.9	9	0.8	0	0.0	0	0.0	210	16.7
Very Good.....	2	0.1	0	0.0	0	0.0	0	0.0	2	0.1
Total	969	76.8	53	4.2	3	0.2	236	18.7	1,261	100.0

<sup>a</sup>Percent of total housing units.

<sup>b</sup>Condition ratings given for entire apartment building, not for individual housing units.

Source: Nathan Marks (Village Assessor) and SEWRPC.

- An individual full-time worker (40 hours per week) must earn at least \$33.37 per hour to afford a median priced home (\$183,000) in the Village in 2006
- An individual full-time worker (40 hours per week) must earn at least \$27.85 per hour to afford a \$150,000 home
- An individual full-time worker (40 hours per week) must earn at least \$44.58 per hour to afford a \$250,000 home

#### 2000 CHAS Data

CHAS data are a special tabulation of 2000 Census data, which HUD provides to local governments to be used for housing planning purposes as part of its Comprehensive Housing Affordability Strategy (CHAS). The CHAS is required to receive various HUD-funded housing assistance programs and grants and is used by HUD in the allocation of formulas for distributing funds to local governments. The data is comprised of a variety of housing need variables categorized by HUD-defined income limits and household types. Table 42 sets forth the number of households with housing problems in the Village by income level and household type, as determined by the Census using HUD criteria.

Income levels include extremely low income households (30 percent or less of median family income), very low income households (30.1 to 50 percent of median family income), low income households (50.1 to 80 percent of median family income), moderate income households (80.1 to 95 percent of median family income), and other households (above 95 percent of median family income). Income levels are based on the HUD-Adjusted Area Median Family Income<sup>9</sup> (HAMFI). This is an estimate of median family incomes prepared by HUD for each metropolitan area and counties located outside a metropolitan area (Washington County is located within the Milwaukee-Waukesha-West Allis Metropolitan Area). HUD prepares an annual estimate of the median family income for a family of four. The four-person family income is then adjusted by household size as follows: 70 percent of base for a one-person household, 80 percent of base for a two-person household, 90 percent of base for a three-person household, 108 percent of base for a five-person household, etc. The HUD estimated family incomes for the Milwaukee-Waukesha-West Allis Metropolitan Area by family size are presented in the second column of Table 43. The third column of the table lists the income cut-off levels used to determine eligibility for HUD programs.

<sup>9</sup>In compiling statistics on family income, the incomes of all members 15 years of age and older related to the householder are summed and treated as a single amount. Annual family income is generally greater than annual household income because many households consist of only one person.

Table 42

HOUSEHOLDS WITH HOUSING PROBLEMS IN THE VILLAGE OF KEWASKUM: 2000<sup>a</sup>

Income Level <sup>b</sup>	Owner-Occupied Households											Owner-Occupied Households With Problems	Percent With Problems <sup>c</sup>
	Elderly Family Households		Small Family Households		Large Family Households		Elderly Non-Family Households		Other Non-Family Households				
	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category			
Extremely Low (Below 30 percent)...	15	15	4	4	4	4	4	4	--	--	27	2.3	
Very Low (30.1 to 50 percent).....	4	14	4	4	--	--	4	19	4	4	16	1.3	
Low (50.1 to 80 percent).....	10	25	40	55	15	25	--	--	20	24	85	7.1	
Moderate (80.1 to 95 percent).....	--	30	15	50	4	19	--	4	4	4	23	1.9	
Other (above 95 percent).....	4	59	15	270	4	69	--	10	--	30	23	1.9	
Total	33	143	78	383	27	117	8	37	28	62	174	14.5	

Income Level <sup>b</sup>	Renter-Occupied Households											Renter-Occupied Households With Problems	Percent With Problems <sup>c</sup>
	Elderly Family Households		Small Family Households		Large Family Households		Elderly Non-Family Households		Other Non-Family Households				
	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category	Number With Problems	Total Households in Category			
Extremely Low (Below 30 percent)...	--	--	20	20	--	--	4	14	10	14	34	2.8	
Very Low (30.1 to 50 percent).....	4	4	15	19	--	--	10	20	4	4	33	2.8	
Low (50.1 to 80 percent).....	4	8	15	55	--	--	--	15	10	50	29	2.4	
Moderate (80.1 to 95 percent).....	--	4	--	25	--	--	--	--	--	25	--	--	
Other (above 95 percent).....	--	4	4	99	10	14	--	4	10	60	24	2.0	
Total	8	20	54	218	10	14	14	53	34	153	120	10.0	

<sup>a</sup>Housing problems include households with a housing cost burden of over 30 percent or housing units without complete plumbing, kitchen facilities, or more than 1.01 occupants per room.

<sup>b</sup>Income level categories are based on a percentage range of the 1999 median family income.

<sup>c</sup>Percent of all households (1,200).

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

The following household types are included in the CHAS data: elderly family households (two people, one of whom is age 62 or older), small family households (two persons, neither of whom is age 62 or older, or three or four persons), large family households (five or more persons), elderly non-family households (one or two person non-family households with either person age 62 or older), and other non-family households. Housing problems include households with a cost burden of over 30 percent or housing units that lack complete plumbing, lack complete kitchen facilities, or have 1.01 or more occupants per room.

Overall, approximately 25 percent of households in the Village, or 294 households, experienced a housing problem in 2000. Approximately 15 percent of owner-occupied households, or 174 households, experienced a housing problem and about 10 percent of renter-occupied households, or 120 households, experienced a housing problem.

Table 44 sets forth the number of households with a high housing cost burden for owner-occupied and renter-occupied households in the Village by income level in 2000. Overall, about 21 percent of households, or 251 households, experienced a high cost burden for housing. About 14 percent of owner-occupied households, or 168 households, experienced a high housing cost burden and about 7 percent of renter-occupied households, or 83 households, experienced a high housing cost burden.

**Table 43**

**HUD ESTIMATED MEDIAN FAMILY INCOME BY FAMILY SIZE FOR THE MILWAUKEE-WAUKESHA-WEST ALLIS METROPOLITAN STATISTICAL AREA (MSA): 2006**

Family Size	Median Income	80 Percent of Median Income
One Person .....	\$47,063	\$37,650
Two Person .....	\$53,750	\$43,000
Three Person .....	\$60,500	\$48,400
Four Person .....	\$67,188	\$53,750
Five Person .....	\$72,562	\$58,050
Six Person.....	\$77,938	\$62,350
Seven Person .....	\$83,313	\$66,650
Eight Person .....	\$88,686	\$70,950

Source: U.S. Department of Housing and Urban Development (HUD) and SEWRPC.

The median percentage of monthly income spent on housing costs by owner-occupied households with a mortgage in the Village was approximately 23 percent. The median percentage spent by owner-occupied households without a mortgage was approximately 10 percent and the percentage spent by renter-occupied households was about 19 percent. This shows that most households opt to pay substantially less than the 30 percent affordability standard defined by HUD.

Table 45<sup>10</sup> sets forth the number of households with more than 1.01 occupants per room in the Village in 2000. The number of occupants per room is obtained by dividing the number of people in each occupied housing unit by the number of rooms in the unit. Rooms considered in the calculation include: living room, dining room, kitchen, bedrooms, finished recreation rooms, and enclosed porches suitable for year-round use. Although the U.S. Census Bureau has no official definition of crowded units, HUD

defines units with more than one occupant per room to be crowded.<sup>11</sup> There were four owner-occupied housing units in the Village in 2000 that reported more than 1.5 persons per room to the Census. There were also 20 renter-occupied housing units in the Village in 2000 that reported more than one person per room to the Census.

The number of households without complete plumbing or kitchen facilities were obtained from answers to the 2000 Census long-form questionnaire, which was asked on a sample basis at both occupied and vacant housing units. Complete plumbing facilities include: (1) hot and cold piped water, (2) a flush toilet, and (3) a bathtub or shower. All three facilities must be located inside the house, apartment, or mobile home, but not necessarily in the same room. Housing units are classified as lacking complete plumbing facilities when any of the three facilities is not present. A unit has complete kitchen facilities when it has all of the following: (1) a sink with piped water; (2) a range or cook top and oven; and (3) a refrigerator. All kitchen facilities must be located in the house, apartment, or mobile home, but they need not be in the same room. A housing unit having only a microwave oven or portable heating equipment, such as a hot plate or camping stove, is not considered as having complete kitchen facilities. An ice box is not considered to be a refrigerator. There were 12 housing units lacking complete kitchen facilities in the Village in 2000. All housing units in the Village had complete plumbing facilities.

**Income**

Income should be considered when developing policies intended to help provide housing units within a cost range affordable to all income groups. The median household income in the Village in 1999 was \$49,861. This is comparable to an income of about \$57,844 in 2006 based on the Consumer Price Index. A household earning the estimated 2006 median household income of \$57,844 per year could afford a home of \$150,000, based on the household paying 30 percent of its income on housing.

**Homeless and Transitional Housing**

Washington County has two shelters operated jointly by the Salvation Army, St. Vincent de Paul, and the American Red Cross Housing Support Services. These shelters, located in the Cities of Hartford and West Bend, are not staffed 24 hours a day and accommodations are limited to one household or one individual at a time. For those who can not

<sup>10</sup>Table 45 is based on Summary File 3 Census 2000 data (a sample of one in six respondents).

<sup>11</sup>Definition provided by HUD Community Development Block Grant guidelines.

Table 44

HOUSEHOLDS WITH A HOUSING COST BURDEN IN THE VILLAGE OF KEWASKUM: 2000<sup>a</sup>

Income Level <sup>b</sup>	Owner-Occupied Households				Renter-Occupied Households			
	Cost Burden of 30.1 to 50 Percent		Cost Burden of Over 50 Percent		Cost Burden of 30.1 to 50 Percent		Cost Burden of Over 50 Percent	
	Number	Percent <sup>c</sup>	Number	Percent <sup>c</sup>	Number	Percent <sup>c</sup>	Number	Percent <sup>c</sup>
Extremely Low (Below 30 percent).....	4	0.3	30	2.5	10	0.8	20	1.7
Very Low (30.1 to 50 percent).....	4	0.3	10	0.8	25	2.1	4	0.3
Low (50.1 to 80 percent).....	65	5.4	10	0.8	20	1.7	--	--
Moderate (80.1 to 95 percent).....	25	2.1	--	--	--	--	--	--
Other (above 95 percent).....	20	1.7	--	--	4	0.3	--	--
Total	118	9.8	50	4.1	59	4.9	24	2.0

Income Level <sup>b</sup>	Total-Occupied Households						
	Cost Burden of 30.1 to 50 Percent		Cost Burden of Over 50 Percent		Total Households With a Housing Cost Burden	Total Households	Percent of Households With a Housing Cost Burden <sup>c</sup>
	Number	Percent <sup>c</sup>	Number	Percent <sup>c</sup>			
Extremely Low (Below 30 percent).....	14	1.2	50	4.2	64	75	5.3
Very Low (30.1 to 50 percent).....	29	2.4	14	1.2	43	88	3.6
Low (50.1 to 80 percent).....	85	7.1	10	0.8	95	257	7.9
Moderate (80.1 to 95 percent).....	25	2.1	--	--	25	161	2.1
Other (above 95 percent).....	24	2.0	--	--	24	619	2.0
Total	177	14.8	74	6.2	251	1,200	20.9

<sup>a</sup>Spending over 30 percent of monthly household income on housing is considered to be a high housing cost burden.

<sup>b</sup>Income level categories are based on a percentage range of the 1999 median family income.

<sup>c</sup>Percent of total households (1,200).

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

Table 45

HOUSING OCCUPANCY BY NUMBER OF OCCUPANTS PER ROOM IN THE VILLAGE OF KEWASKUM: 2000<sup>a, b</sup>

Tenure	0.50 or less occupants per room		0.51 to 1.00 occupants per room		1.01 to 1.50 occupants per room		1.51 or more occupants per room		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Owner-occupied Units.....	477	63.9	266	35.6	0	0.0	4	0.5	747	100.0
Renter-occupied Units.....	288	62.2	155	33.5	20	4.3	0	0.0	463	100.0

<sup>a</sup>Totals are based on a sample of one in six responses to the 2000 Census.

<sup>b</sup>A housing unit is considered overcrowded if there is more than one occupant per room. Rooms considered in the calculation include: living room, dining room, kitchen, bedrooms, finished recreation rooms, and enclosed porches suitable for year-round use.

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

be accommodated, the shelters will refer a household to a shelter in a surrounding county (about 10 households per year are referred to a surrounding county), or provide motel vouchers, if funding is available. Table 46 sets forth figures for Washington County homeless and transitional housing in 2006.

The Wisconsin Division of Housing requires point-in-time counts for one night when the homeless in the county are counted. Point-in-time counts were done in January and September in 2006. The January point-in-time count totaled 15 people (from 10 households) that were provided shelter (West Bend, Hartford, or motel voucher) in the County. Three families and one individual could not be served on that day due to lack of resources (space or funds) or those seeking shelter refused resources offered to them. Two other individuals were refused and spent the time unsheltered. The September point-in-time count totaled 28 people (from 22 households) that were provided shelter (West Bend, Hartford, or motel voucher) in the County. Two families and six individuals could not be served on that day due to lack of resources (space or funds) or those seeking shelter refused resources offered to them.

**Table 46**

**HOMELESS AND TRANSITIONAL HOUSING IN WASHINGTON COUNTY: 2006**

Shelter	Number of Households	Number of Nights	Average Length of Stay (Days)	Demographics
West Bend.....	10	321	30	2 Single parent families 1 Adult couple 4 Single males 3 Single females
Hartford <sup>a</sup> .....	6	81	14	1 Adult couple 1 Single male 4 Single females
Motel .....	5	48	10	4 Single males 1 Single female
Total	21	--	18	2 Single parent families 2 Adult couples 9 Single males 8 Single females

<sup>a</sup>Shelter opened June 1, 2006.

Source: American Red Cross of Wisconsin and SEWRPC.

**Table 47**

**PERSONS AGE 5 AND OVER WITH DISABILITIES IN THE VILLAGE OF KEWASKUM: 2000<sup>a</sup>**

Age Group	Persons With a Disability	Percent of Age Group	Total Population in Age Group
5 to 20 .....	55	6.8	266
21 to 64 .....	329	17.9	1,833
65 and over .....	126	37.8	333
Total	510	17.1	2,974

<sup>a</sup>Disability types include sensory, physical, mental, self-care, and employment. A single respondent may have multiple types of disabilities. The data is based on a sample of one in six residents of the civilian non-institutionalized population.

programs that provide in-home care services in addition to those which cater to needs of senior citizens may be needed in the Village as a result.

Table 48 sets forth the type of disabilities reported in 2000 for Village residents. One person may report having multiple types of disabilities.

Several types of disabilities are included in the data:

- Sensory – Blindness, deafness, or a severe sight or hearing impediment
- Physical – A condition that substantially limits one or more basic physical activities such as walking, climbing stairs, reaching, lifting, or carrying
- Mental disability – A condition lasting at least six months that makes learning, remembering, or concentrating difficult

**Age Distribution**

Age distribution has important implications for planning and the formation of housing policies. The age distribution and gender composition of the population of the County and the Village in 2000 is set forth in Table 4 in Chapter III.

When forming housing policy it is important to consider not only the current age composition, but what the age composition may be in the plan design year of 2035. The population age 65 years and older is projected to increase throughout the planning period. By 2030, all of the baby-boom generation will be over age 65. In 2035, persons 65 years of age and older are expected to comprise about 24 percent of the County population, compared to about 11 percent in 2000; or an increase from 13,212 persons in 2000 to 38,325 persons in 2035. There will likely be a demand for a higher percentage of specialized-housing units for the elderly if the elderly population increases as projected over the next three decades. Table 58 in Chapter IX lists the facilities in Washington County for persons of advanced age (60-plus years of age) licensed by the Wisconsin Department of Health and Family Services as of February 2006.

**Persons with Disabilities**

Persons with disabilities are another segment of the Village population that may have special housing needs. The number of residents with disabilities by age group in 2000 is set forth in Table 47. The 65 and over age group had the highest percentage of people reporting a disability, at about 38 percent or 126 people. About 18 percent of people ages 21 to 64, or 329 people, reported having a disability and about 7 percent of people ages five to 20, or 55 people, reported having a disability. Although the aging population has the highest percentage of people reporting a disability, the largest number of people reporting a disability was in the 21 to 64 age group. Housing with varying levels of care or

**Table 48**

**REPORTED DISABILITIES BY TYPE IN THE VILLAGE OF KEWASKUM: 2000<sup>a</sup>**

Age Group	Type of Disability						Total
	Sensory	Physical	Mental	Self-care	Go-outside-home	Employment	
5 to 15 .....	0	5	22	5	- <sup>b</sup>	- <sup>b</sup>	32
16 to 64.....	24	64	38	14	161	293	594
65 and over.....	36	62	18	32	49	- <sup>b</sup>	197
Total	60	131	78	51	210	293	823

<sup>a</sup>A single respondent may have multiple types of disabilities. The data is based on a sample of one in six residents of the civilian non-institutionalized population.

<sup>b</sup>The Bureau of the Census did not collect data for this disability type for persons in this age category.

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

- Self-care disability – A condition lasting at least six months that makes dressing, bathing, or getting around inside the home difficult
- Going outside the home disability – A condition lasting at least six months that makes going outside the home alone difficult (applies only to those residents at least 16 years of age and under 65 years of age)
- Employment disability – A condition lasting at least six months that makes working at a job or business difficult (applies only to those residents at least 16 years of age)

The range of disabilities reported may influence the type of housing required to provide for the needs of people with disabilities. Table 59 in Chapter IX lists the facilities in Washington County for the mentally and physically disabled licensed by the Wisconsin Department of Health and Family Services as of February 2006.

***Household Size***

While it is important to provide housing options that are affordable for households of all income levels, it is also important to provide housing options that meet space requirements for households of various sizes. Table 9 in Chapter III lists the number of households in each size category, ranging from one-person households to households containing seven or more members, in each local government and the County in 2000. The average household size for the Village was 2.64 persons. The average household size in the Village is expected to decrease to 2.46 in 2035, a trend that has been experienced throughout the United States since the 1950’s. An implication of this decrease may be housing policies that allow for a higher percentage of smaller homes.

***Household Projections: 2035***

The number of additional housing units needed in the 2035 plan design year is projected by first selecting a population projection. The Village selected a 2035 population projection of 5,820 persons (see Chapter III). The number of residents expected to reside in “group quarters,” where applicable, (184 persons in the Village) is then subtracted from the projected total population, and the result is divided by the projected household size (2.46 persons per household in 2035). This number is then multiplied by the overall HUD desired vacancy rate of 3 percent to determine the total number of housing units needed in the Village in 2035. The resulting number of housing units is about 2,360.

The number of additional housing units needed between 2000 and 2035 to provide an adequate supply is determined by subtracting the number of housing units (1,264 units) in 2000 from the projected number of housing units (2,360 units) needed in 2035. The resulting projected demand is about 1,096 additional housing units in the Village by 2035. As of the end of 2008, there were an estimated 1,690 housing units in the Village, which would result in a need for an additional 670 housing units between 2008 and 2035.

***Housing Programs Available in the Village 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 Village and Washington County is presented in Table 49. 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

Table 49

**HOUSING PROGRAMS AVAILABLE IN THE VILLAGE OF KEWASKUM AND WASHINGTON COUNTY**

Sponsor	Program Name	Description <sup>a</sup>
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 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, nonresidential 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.
	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.

**Table 49 (continued)**

Sponsor	Program Name	Description <sup>a</sup>
U.S. Department of Agriculture (USDA) (continued)	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 <sup>b</sup> 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 <sup>c</sup>	Home Buyer Counseling	The Slinger Housing Authority provides home buyer counseling to the HOME Consortium Counties of Ozaukee and Washington. The Authority provides a complete package of supportive counseling services to enable participants to achieve home ownership. This assistance is provided throughout the home buying process with credit awareness, acquiring budget management skills, learning about mortgage products and guidelines, the selection of property and the post-purchase responsibilities of home ownership. The Authority provides monthly educational home buying seminars and provides ongoing one-on-one counseling with clients, as needed. The program meets the home buyer counseling requirements of the HOME Consortium Down Payment Assistance Program.
	C-CAP Down Payment Assistance (DPA) Grant	The purpose of the C-CAP DPA Grant Program is to assist homebuyers with the upfront costs of purchasing a home through a down payment assistance (DPA) grant. The HOME Consortium provides funding to C-CAP, which administers the grant program. The grant itself is offered through private lenders partnering with C-CAP. The DPA grant can help pay up to \$3,000 in customary closing costs and fees related to buying a home and/or a portion of a down payment. The C-CAP DPA grant is forgiven over the course of five years. A portion of the grant must be repaid if the home is sold within a five year period as long as the borrower continues to occupy the home. <ul style="list-style-type: none"> <li>• Buyer household income cannot exceed 80 percent of the HUD estimated median family income by size for the Milwaukee Metropolitan Statistical Area. The 2006 HUD estimated median income and 80 percent of the median income are listed on Table 43 in this chapter</li> <li>• Eligible costs financed by the grant include the down payment, all closing costs, prepaid items, home inspection, and home buyer counseling</li> <li>• The maximum home purchase price in Washington County is \$194,800</li> <li>• Eligible units include owner-occupied single-family homes, condominiums, and certain manufactured homes</li> </ul>
	American Dream Down Payment Initiative (ADDI) C-CAP Loan	The ADDI offers 0 percent interest loans to buyers to use for either completion of home repairs immediately after closing or occupancy or as a form of down payment assistance. A buyer may be eligible for up to a \$5,000 deferred 0 percent interest loan to be used for down payment or closing costs, or a buyer may be eligible for up to a \$10,000 deferred 0 percent interest loan for home repairs only. The ADDI loan is deferred at 0 percent APR, which means there is no interest and the loan is not due until sale or transfer of the mortgaged property. The ADDI loan may also be combined with the C-CAP Down Payment Assistance grant. Eligibility criteria for Washington County are identical to those outlined in the C-CAP DPA grant program. This program is also administered by C-CAP and with funds provided through the HOME Consortium.
IndependenceFirst (Private)	WisLoan	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.

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.

<sup>a</sup>This table provides a general description of the various housing programs. Details can be found at the websites of the administering agencies.

<sup>b</sup>The 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.

<sup>c</sup>The HOME Consortium is a four-county governmental body, which includes Washington, Ozaukee, Waukesha, and Jefferson Counties, whose purpose is to advance homeownership opportunities and programs for households that earn 80 percent or less of the area’s median income. Median incomes based on family size are developed annually by HUD (see Table 43). 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.

Table 50

**MINIMUM LOT SIZE AND FLOOR AREA REQUIREMENTS IN RESIDENTIAL ZONING DISTRICTS IN THE VILLAGE OF KEWASKUM ZONING ORDINANCE: 2007**

Residential Zoning District	Minimum Lot Size	Minimum Floor Area (square feet)
RS-1 Single-Family Residential District	10,000 square feet	1,200 minimum for one-story and 750 first floor minimum
RS-2 Single-Family Residential District	7,200 square feet	1,000 minimum for one-story and 600 first floor minimum
RD-1 Two-Family Residential District	12,000 square feet	1,000 minimum for one-story and 600 first floor minimum
RM-1 Multi-Family Residential District	12,000 square feet for two-family; 12,000 square feet for multi-family buildings with 2,000 square feet per unit for multi-family, efficiency and one-bedroom; 3,000 square feet per unit for multi-family, two-bedroom; 3,500 square feet per unit for multi-family, three-bedroom or more	1,800 minimum for two-family and 900 per unit; 450 square feet per unit for multi-family, efficiency; 500 square feet per unit for multi-family, one-bedroom; 650 square feet per unit for multi-family, two-bedroom; 800 square feet per unit for multi-family, three-bedroom or more

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

Source: Village of Kewaskum zoning ordinance and SEWRPC.

the availability of lower-cost housing and rehabilitation in the Village and Washington County. Many of the programs available in Washington County are administered through local and State agencies that receive funding from the Federal government. Agencies involved in administering housing programs include the HOME Consortium; the U.S. Department of Agriculture (USDA) Rural Development; the Wisconsin Housing and Economic Development Authority (WHEDA); and the U.S. Department of Housing and Urban Development (HUD).

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

**Zoning Regulations**

The zoning authority of the Village represents an important influence on housing development patterns. Zoning regulations can substantially determine the location, size, and type of housing. A summary of existing residential zoning districts is presented in Table 50. A summary of all zoning districts is included in Chapter II.

**Housing Unit Type and Lot Sizes**

The type of housing unit allowed is generally determined by the type of structures allowed in residential zoning districts. This is important because apartment units tend to be more affordable to lower-income households than single-family housing units. Smaller lot sizes also tend to be more affordable than larger lots. Smaller lot sizes can be provided in areas with public sanitary sewer and water systems, such as the Village, since lot sizes are not dependent on providing adequate space for private onsite waste treatment systems (POWTS) and for meeting required separation distances between private wells and POWTS.

Areas zoned as single-family residential typically allow only one detached single-family home per lot. These homes tend to be owner-occupied, but may be rental units. Areas zoned for two-family residential uses allow for duplexes that may be owner-occupied or rental units, or include one unit occupied by the owner with the second unit rented. Areas zoned as multi-family residential allow for structures with three or more units. Many housing units in these districts are rental units; however, some may be owner-occupied such as townhouses or condominiums.

The Village zoning ordinance includes single-family, two-family, and multi-family residential zoning districts. Single-family homes may be constructed on 10,000 and 7,200 square foot lots, respectively, in the RS-1 and RS-2 zoning districts. Both two-family and multi-family homes may be constructed on a minimum lot size of 12,000 square feet. The size of multi-family lots must also meet the per-unit lot area requirement specified in the RM-1 zoning district.

#### ***Minimum Floor Area Requirements***

In addition to minimum lot size requirements, the Village zoning ordinance includes minimum floor area requirements that affect the size of housing units. These requirements are important because the cost of housing units typically increases for larger homes. Minimum floor area requirements for single-family detached one-story and multi-story dwellings in the Village are 1,200 square feet and 1,000 square feet, respectively, in the RS-1 and RS-2 zoning districts, which accommodate the construction of moderately-priced homes.

#### **Mix of Housing Types**

The 2010 land use plan adopted by the Village in 1997 included a preferred housing mix of 60 percent single-family housing units, 10 percent two-family housing units, and 30 percent multi-family housing units. As of 2006, the housing mix in the Village was 59 percent single-family housing units, 13 percent two-family housing units, and 28 percent multi-family housing units.

Communities that provide sanitary sewer and water services typically allow both multi-family and single-family development, and often develop a preferred housing mix policy. Housing mix policies included in land use, master, and comprehensive plans adopted by local governments in Washington County are provided in Table 51. The Village of Kewaskum housing mix policy is similar to that of other cities and villages in the County, with the exception of the Village of Germantown.

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

#### **Goals:**

- Provide adequate location and choice of housing and housing types for varied age and income groups of different size households.
- Accommodate new residential development at appropriate densities.
- Support fair housing practices.
- Provide safe and decent housing for all Village residents.

#### **Objectives:**

- Allow residential development in appropriate areas as designated on the land use plan map (Map 14 in Chapter VI).
- Provide well-constructed and maintained housing with adequate services.
- Provide suitable housing for persons with disabilities and the elderly.

#### **Policies:**

- Adequate choice in the type, size, cost, and location of housing units will assure equal housing opportunity.
- Designate areas on the Village land use plan map (Map 14 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.
- Housing units in the Village of Kewaskum should include a full range of housing types, sizes, and costs, including single-family homes, two-family homes, multi-family townhouses, multi-family apartments, and condominiums.

Table 51

COMMUNITY POLICIES ON DESIRABLE MIX OF HOUSING IN WASHINGTON COUNTY COMMUNITIES: 2008

Community	Housing Policy Status	Community's Desired Mix of Housing Types	Exceptions Given for Multi-family Housing for the Elderly
<b>Cities</b>			
Hartford .....	Policy in place regarding desirable mix of housing types.	55 percent single-family; 15 percent two-family; 30 percent multi-family	No
West Bend.....	Policy in place regarding desirable mix of housing types.	55 percent single-family; 15 percent two-family; 30 percent multi-family	No
<b>Villages</b>			
Germantown.....	Policy in place regarding desirable mix of housing types.	80 percent single-family; 20 percent two-and multi-family	Yes
Jackson.....	No policy in place regarding desirable mix of housing types.	--	--
Kewaskum.....	Policy in place regarding desirable mix of housing types.	60 percent single-family; 10 percent two-family; 30 percent multi-family	No
Newburg.....	No policy in place regarding desirable mix of housing types.	--	--
Slinger.....	Policy in place regarding desirable mix of housing types.	60 percent single-family; 10 percent two-family; 30 percent multi-family	No
<b>Towns</b>			
Addison .....	No policy in place regarding desirable mix of housing types.	--	--
Barton.....	Policy in place regarding desirable mix of housing types.	-- <sup>a</sup>	No
Erin.....	No policy in place regarding desirable mix of housing types.	--	--
Farmington.....	No policy in place regarding desirable mix of housing types.	--	--
Germantown.....	No policy in place regarding desirable mix of housing types.	--	--
Farmington.....	No policy in place regarding desirable mix of housing types.	--	--
Hartford .....	No policy in place regarding desirable mix of housing types.	--	--
Jackson.....	No policy in place regarding desirable mix of housing types.	--	--
Kewaskum.....	No policy in place regarding desirable mix of housing types.	--	--
Polk.....	No policy in place regarding desirable mix of housing types.	--	--
Richfield <sup>b</sup> .....	Policy in place regarding desirable mix of housing types.	95 percent single-family; 5 percent two-and multi-family	No
Trenton.....	Policy in place regarding desirable mix of housing types.	99 percent single-family; 1 percent two-and multi-family	No
Wayne.....	No policy in place regarding desirable mix of housing types.	--	--
West Bend.....	No policy in place regarding desirable mix of housing types.	--	--

<sup>a</sup>The Town of Barton has a policy in place that 58 percent of dwellings in the Town would be accommodated in zoning districts that allow only single-family detached homes, and 42 percent of dwellings would be accommodated in zoning districts that allow single-family detached and attached homes.

<sup>b</sup>The Town of Richfield incorporated as a Village in February 2008. The housing mix policy was adopted as part of the Town of Richfield comprehensive plan prior to incorporation.

Source: SEWRPC.

- The supply of vacant and available housing should be sufficient to maintain and facilitate housing consumer turnover. Vacancy rates should be maintained at a minimum of 4 percent and a maximum of 6 percent for rental units, and a minimum of 1 percent and a maximum of 2 percent for owner-occupied units in a full range of housing types, sizes, and costs.
- The Village will strive to maintain a housing mix of about 60 percent detached single-family housing units, about 10 percent two-family housing units, and about 30 percent multi-family housing units.
- Housing for low-income residents, the elderly, and persons with disabilities should be provided in areas that have convenient access to shopping and other services.
- Lands developed or proposed to be developed for urban residential use should be located in areas that can be served by the Village public sanitary sewerage system.
- All lands developed or proposed to be developed for urban residential use should be located in areas that can be served by the Village water supply system.
- Support appropriate County, private, and organizational efforts and consider new programs that provide needed assistance for the elderly and persons with disabilities who wish to stay in their own homes.
- Support preventive maintenance of existing housing units and early rehabilitation of deteriorating housing units.
- 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 Design<sup>12</sup> and Visitability.<sup>13</sup>

**Programs:**

- Allocate sufficient area for residential development on the Village land use plan map (Map 14 in Chapter VI) to accommodate the anticipated population of the Village in 2035.
- Work with housing agencies and developers to implement creative ideas for providing low- and moderate-income housing in the Village while maintaining appropriate densities.
- Continue to enforce the Village building code to ensure adequate insulation, heating, and plumbing.
- Work with existing housing agencies to identify programs and potential funding sources to assist homeowners with making needed repairs, including improvements to meet State and Federal lead-safe standards.

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<sup>12</sup>*Accessibility for persons with disabilities can be increased by providing homes with wider doors and hallways, level surfaces, bathrooms on the first floor, and other features, often referred to as “Universal Design.”*

<sup>13</sup>*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.*

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## Chapter VIII

# TRANSPORTATION ELEMENT

### INTRODUCTION

The transportation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(c) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps to guide the future development of various modes of transportation in the Village. Under the comprehensive planning law, the transportation element should incorporate State and Regional transportation plans, and compare Village goals, objectives, policies, and programs to those of State and Regional transportation plans.

Modes of transportation addressed in this element include:

- Arterial streets and highways
- Collector and land access streets
- Public transit
- Transportation systems for persons with disabilities and the elderly
- Bicycle and walking facilities
- Electric Personal Assistive Mobility Devices
- Railroads
- Air transportation
- Trucking and water transportation

In addition, the following comprehensive planning goals related to the transportation element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.

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

- Encouragement of coordination and cooperation among nearby units of government.
- 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.

This chapter is divided into the following five parts: an inventory of existing transportation facilities in the Village and County; a description of the regional transportation system plan and the County jurisdictional highway system plan; other transportation plans affecting the Village; transportation design guidelines; and goals, objectives, policies, and programs for transportation facilities in the Village and County.

## **PART 1: TRANSPORTATION FACILITIES AND SERVICES**

This section presents inventories of the existing transportation system in Washington County and the Village of Kewaskum. Much of the inventory information included in this section is drawn from the regional transportation system plan. 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 23 miles of streets and highways in the Village of Kewaskum,<sup>2</sup> under the Village’s Wisconsin Department of Transportation (WisDOT) certified mileage. Streets and highways in the Village are shown on Map 16.

#### ***Arterial Streets***

The arterial street and highway system is intended to provide a high degree of travel mobility, serving the through movement of traffic between and through urban areas. The regional transportation system plan<sup>3</sup> identifies the location, number of lanes, and the level of government recommended to have jurisdiction over each arterial street and highway. Recommendations for the location and number of lanes of arterial streets and highways are determined in part by travel simulation models, which are used to determine the existing and potential travel demand on proposed transportation networks, based on the development pattern recommended by the regional land use plan.

In addition to their functional classification, arterial streets and highways are also classified by the unit of government that has responsibility, or jurisdiction, over the facility. WisDOT has jurisdiction over the State trunk highway (STH) system, Washington County has jurisdiction over the County trunk highway (CTH) system, and each local government has jurisdiction over local arterial streets within the local government.

There were about five miles of arterial highways in the Village in 2008. About 2.9 miles were under the jurisdiction of WisDOT, including USH 45 and STH 28. About 1.7 miles of arterial highways were under the jurisdiction of Washington County, CTH H and S. There were about 0.4 miles of arterial streets under Village jurisdiction, including Badger Road and Kettle View Drive.

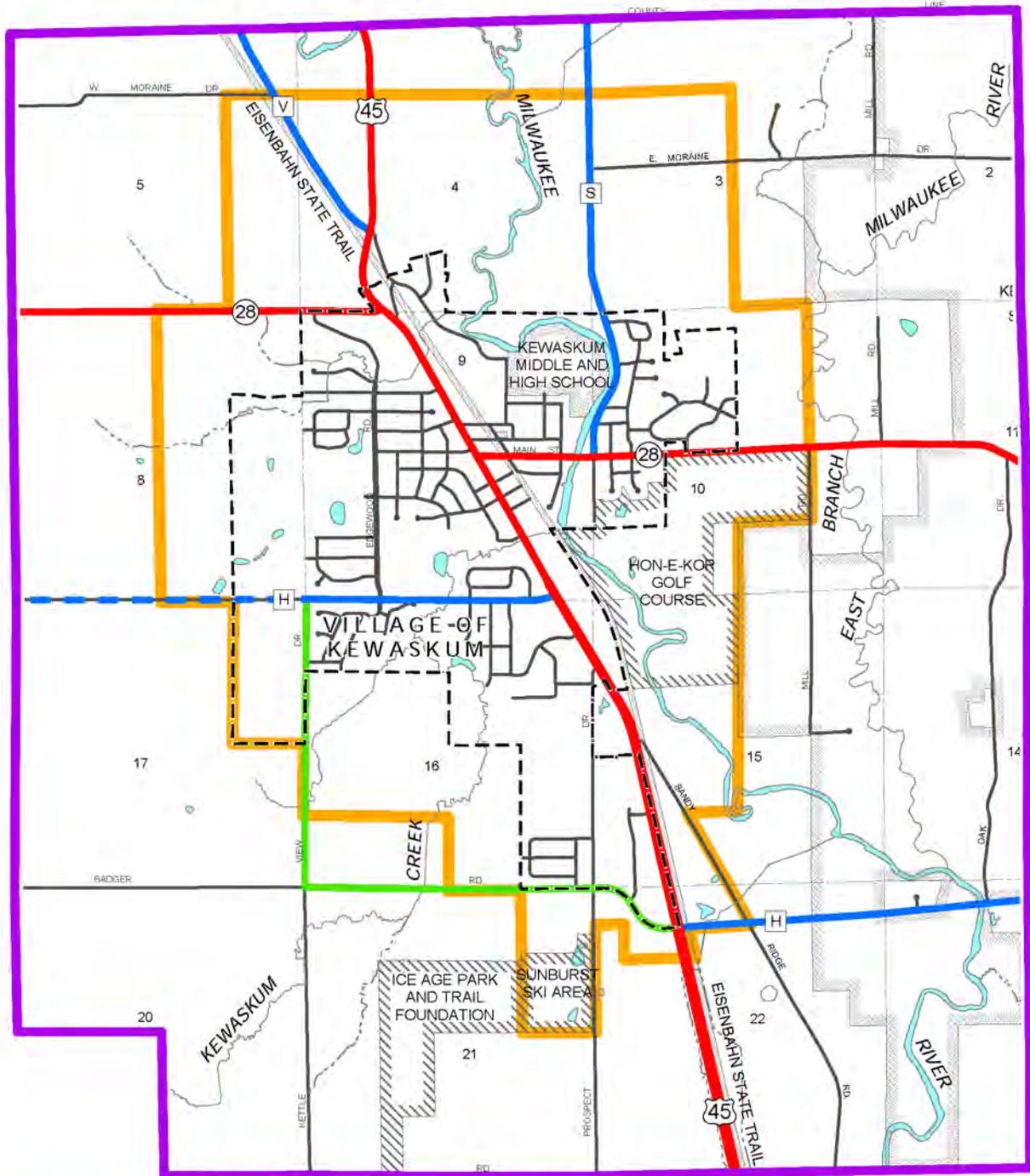
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<sup>2</sup>*Total street and highway mileage does not include private streets.*

<sup>3</sup>*The most recent regional transportation system plan is documented in SEWRPC Planning Report No. 49, A Regional Transportation System Plan for Southeastern Wisconsin: 2035, June 2006.*

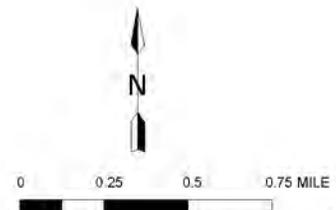
Map 16

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



- STATE ARTERIAL (NON-FREEWAY)
- COUNTY ARTERIAL
- - - COUNTY HIGHWAYS NOT CLASSIFIED AS ARTERIAL HIGHWAYS
- LOCAL ARTERIAL
- COLLECTOR AND LAND ACCESS STREETS
- - - VILLAGE OF KEWASKUM BOUNDARY (JANUARY 2009)
- PLANNING AREA BOUNDARY
- URBAN SERVICE AREA (2035)

Source: Wisconsin Department of Transportation and SEWRPC.



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 the Village.

### ***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 Village's subdivision ordinance, compared to arterial streets whose widths and cross-sections vary based on anticipated traffic loads. In 2008, there were 17.8 miles of collector and land access streets in the Village.

### **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 Village 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 those 12 miles in the County, 1.1 miles are in the Village 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 (WSOR) Company 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 Village. The railroad right-of-way was abandoned in 2000 and converted to the Eisenbahn State Trail in 2004.

### ***Ports and Harbors***

There are no ports<sup>4</sup> or boat harbors located in the County. Water freight and transportation facilities and services are provided to the County by the Port of Milwaukee, which is located in the City of Milwaukee.

### ***Airports***

Chartered air service and air freight services are provided at two publicly-owned public-use airports in Washington County: West Bend Municipal Airport and Hartford Municipal Airport. In addition, privately-owned Hahn Sky Ranch in the Town of Wayne is available for public use, although use of the Hahn Sky Ranch is limited by 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 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 Village 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 components: public transit, bicycle and pedestrian facilities, transportation system management, travel demand management, and arterial streets and highways. The public transit component 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 component is intended to

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

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 component includes measures intended to manage and operate existing transportation facilities to their maximum carrying capacity and travel efficiency. The travel demand management component 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 component recommends arterial street improvements needed to address the residual congestion not expected to be alleviated by implementation of the land use, transportation systems management, travel demand management, bicycle and pedestrian facilities, and public transit recommendations.

### ***Arterial Streets and Highways***

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 Village land use element.

### ***Jurisdictional Highway System Plan***

Recommendations for the maintenance, improvement, and expansion of arterial streets and highways from the Regional Transportation System Plan were refined in 2007 and 2008 during the preparation of an updated Washington County Jurisdictional Highway System Plan for the year 2035.<sup>5</sup> The County Jurisdictional Highway System Plan includes a functional arterial street and highway system plan. This functional plan consists of recommendations concerning the general location, type, capacity, and service levels of arterial street and highway facilities required to serve the County to the year 2035. Recommended improvements to the arterial street and highway system in Washington County from the jurisdictional highway system plan are shown on Map 17. Alternative alignments for the conceptual location of proposed new street and highway segments shown on Map 17 will be evaluated during preliminary engineering, which will precede construction of proposed routes.

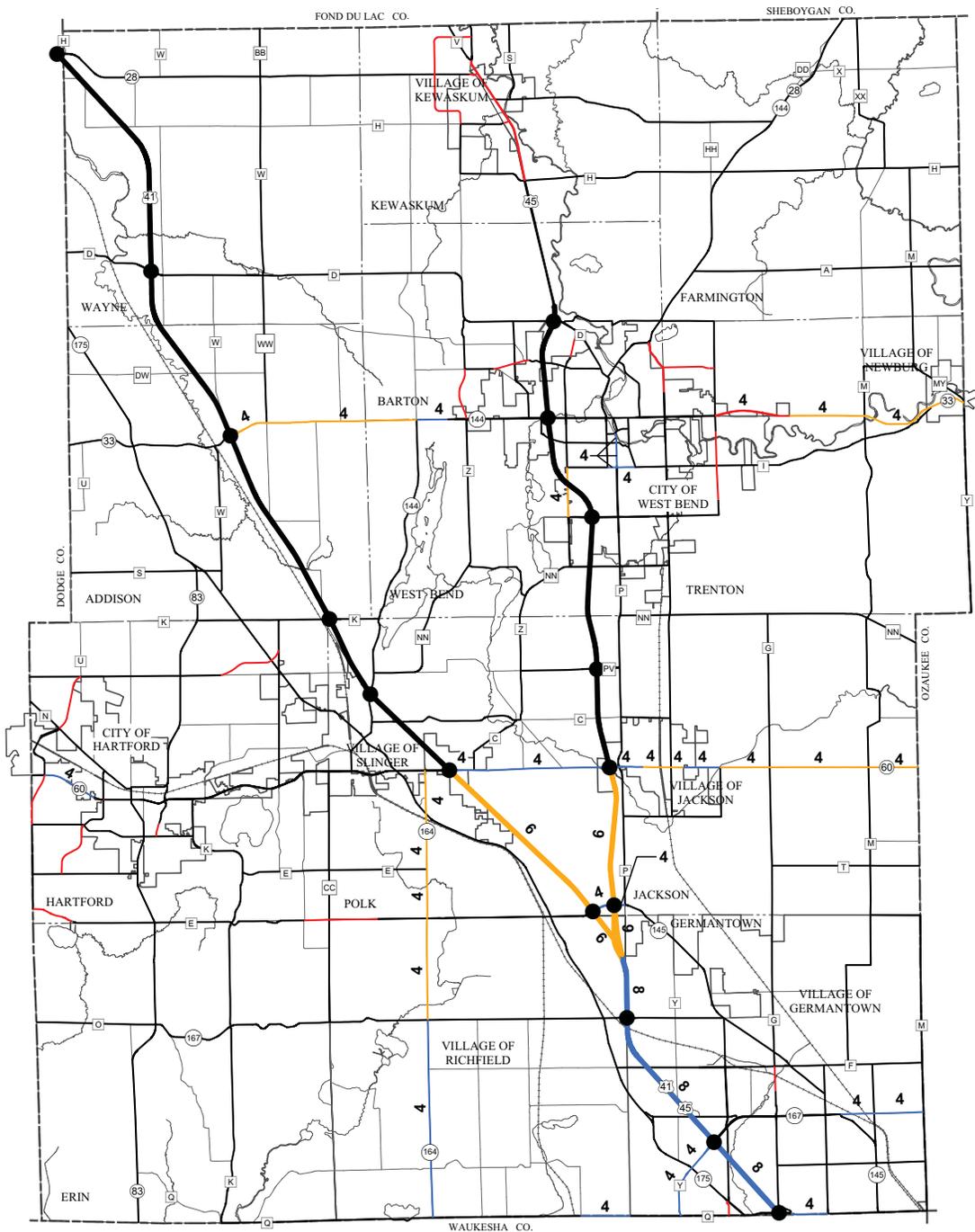
Recommended functional improvements in the Village of Kewaskum and environs are shown on Map 18 and include the planned relocation of USH 45 between Sandy Ridge Road and CTH V within the former railway right-of-way and subsequent extensions of STH 28 and CTH H from the current location of USH 45 to the relocated USH 45, and the planned extension of Kettle View Drive between CTH H and USH 45. The Village of Kewaskum has expressed opposition to the proposed relocation of USH 45 within the former railway right-of-way. As noted on Map 17, 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. Extension of Kettle View Drive is important to provide alternate road access to the planned industrial park at the northwest quadrant of USH 45 and STH 28, and lessen congestion on USH 45 through the Village.

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 19 shows the level of government recommended to have jurisdiction over arterial streets and highways in Washington County by 2035. Recommended jurisdictional changes in the Village of Kewaskum urban service area include the transfer of CTH H between USH 45 and Kettle View Drive from County to local (Village) jurisdiction, the transfer of Badger Road from USH 45 to Kettle View Drive from local (Town and Village) to County jurisdiction, and the transfer of Kettle View Drive from Badger Road to CTH H from local (Town and

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<sup>5</sup>Documented in *SEWRPC Planning Report No. 23, 2<sup>nd</sup> edition*, A Jurisdictional Highway System Plan for Washington County: 2035, July 2008. The plan was adopted by the Washington County Board on December 9, 2008.

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



**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)
  - INTERCHANGE
- FREEWAY 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  
 OZAUKEE 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 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.

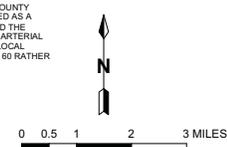
THE VILLAGE OF GERMANTOWN EXPRESSED OPPOSITION TO DIVISION ROAD BEING PROPOSED AS A LOCAL ARTERIAL FACILITY BETWEEN CTH Q AND STH 145 RATHER THAN AS A COUNTY ARTERIAL FACILITY AND TO ANY OTHER PLANNED JURISDICTIONAL RESPONSIBILITY THAT DIFFERS FROM THEIR COMPREHENSIVE PLAN.

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 83 RATHER THAN A COUNTY NONARTERIAL FACILITY. CTH O BEING PROPOSED AS A LOCAL ARTERIAL FACILITY BETWEEN STH 83 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.



Map 18

ARTERIAL STREET IMPROVEMENTS IN THE VILLAGE OF KEWASKUM AND ENVIRONS  
RECOMMENDED BY THE WASHINGTON COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN

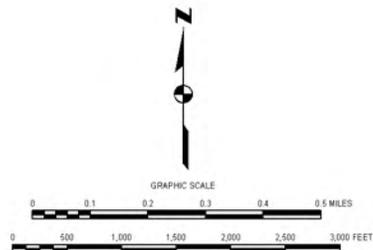


ARTERIAL STREET OR HIGHWAY

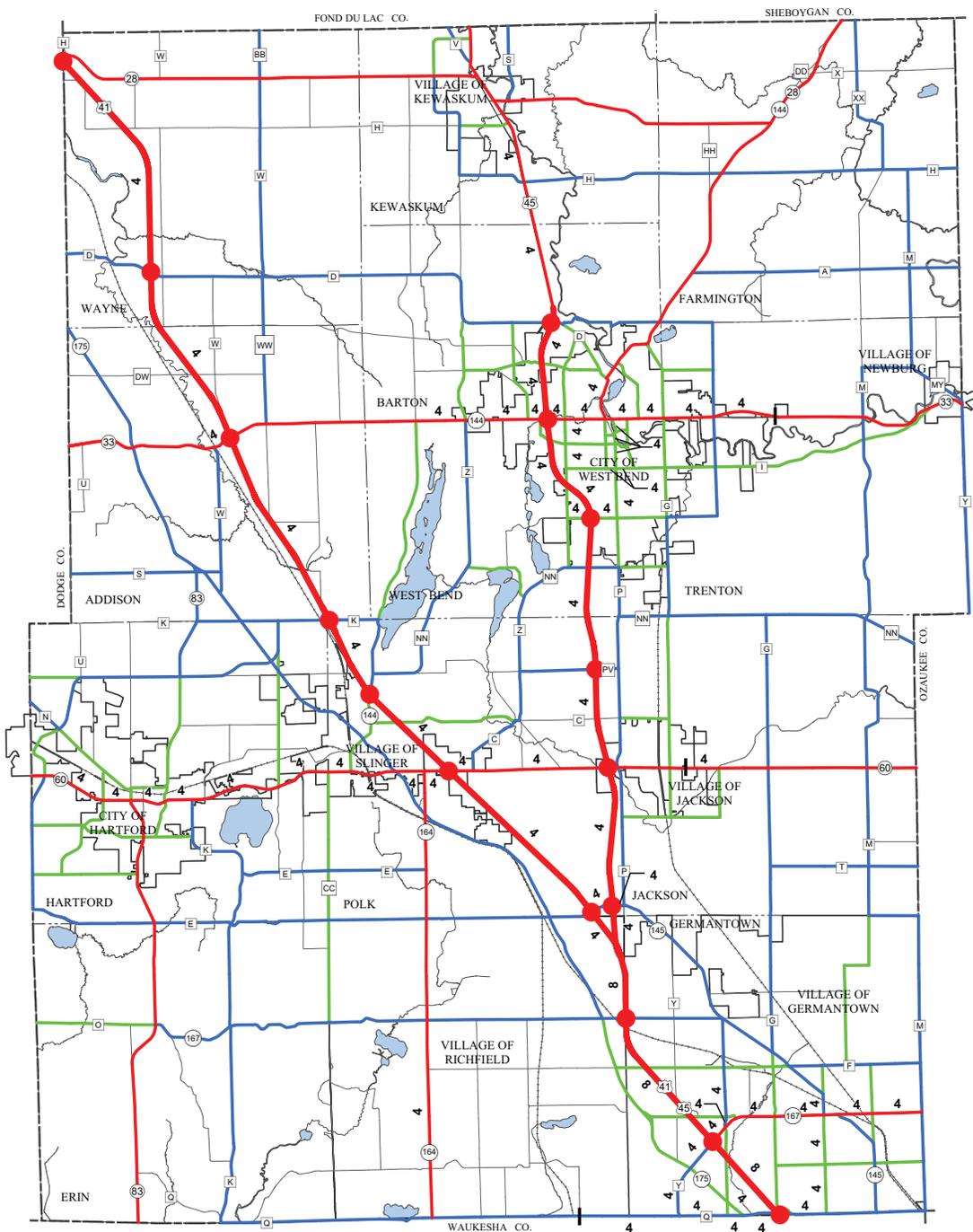
- NEW (ACTUAL ALIGNMENT TO BE DETERMINED DURING PRELIMINARY ENGINEERING)
- RESURFACING OR RECONSTRUCTION TO PROVIDE ESSENTIALLY THE SAME CAPACITY
- EXISTING EISENBAHN TRAIL RIGHT-OF-WAY PLANNED TO BE USED FOR USH 45 ROUTE

NOTE: THE VILLAGE OF KEWASKUM HAS EXPRESSED OPPOSITION TO RELOCATING USH 45.

Source: SEWRPC.



YEAR 2035 WASHINGTON COUNTY JURISDICTIONAL HIGHWAY SYSTEM PLAN



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

FREEWAY

- STATE TRUNK
- INTERCHANGE

ARTERIAL STREETS OR HIGHWAY

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

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  
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THE TOWNS OF BARTON AND TRENTON EXPRESSED OPPOSITION TO THE PLANNED EAST - WEST ARTERIAL BETWEEN TRENTON ROAD AND N. RIVER ROAD ON AN ENTIRELY NEW ALIGNMENT.

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.

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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.

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Village) to County jurisdiction. The plan also recommends that the portion of the proposed Kettle View Drive extension between CTH H and STH 28 be under County jurisdiction, and that the portion between STH 28 and USH 45 be under local jurisdiction. Should the proposed relocation of USH 45 occur, the relocated USH 45 would be under State jurisdiction while the former USH 45 would be transferred to local (Village) jurisdiction. As noted on Map 19, the Village of Kewaskum has expressed opposition to the proposed transfer of CTH H between USH 45 and Kettle View Drive from County to local (Village) jurisdiction. The Village and County would have to agree to any transfer before it could occur. The Town of Kewaskum would also have to agree to any transfer of streets or highways in the urban service area that are proposed to be transferred from or to Town jurisdiction.

### ***Public Transit***

The public transit component 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 component will result in a doubling of transit service over the plan design period Region-wide, including a 204 percent increase in rapid transit revenue vehicle-miles and a 214 percent increase in rapid transit revenue vehicle-hours. This increase will produce enhanced transit service levels in Washington County, including service on weekdays and weekends and more attractive peak and non-peak service frequency levels. The Regional Transportation System Plan recommendations for Washington County include the following:

- The provision of rapid transit service between Washington County and the Milwaukee Central Business District (CBD). The plan envisions that new or restructured services would be provided over the area freeway system and major surface arterials by two rapid bus routes designed to provide bi-directional service to accommodate both traditional commuter travel by Washington County residents to jobs in Milwaukee County, and reverse commute travel from Milwaukee County residents to jobs in Washington County. Connections would also be available in Washington County via shuttle bus and taxicab services to major employment centers, including Hartford, Slinger, Germantown, Jackson, and West Bend industrial parks and areas.
- Increasing the number of park-ride lots served by public transit to six lots. A new public park-ride lot is recommended to be developed at the USH 45/CTH D interchange. A new public park-ride lot is also 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. 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 Walking***

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. Cross-sections that would accommodate bicycle and pedestrian travel are shown in Figure 3.

The pedestrian facilities portion of the bicycle and pedestrian component of the regional transportation plan 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. These standards, shown on Table 52, include providing sidewalks in urban portions of the County.

The Village of Kewaskum requires that sidewalks be provided within the Village as areas are developed, and the downtown business district is served by sidewalks. Village policies with regard to pedestrian facilities are consistent with the regional plan recommendations.

#### ***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 Village of Kewaskum have thus far been unnecessary due to the rare use of EPAMDs.

#### ***Air Transportation***

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 Village.

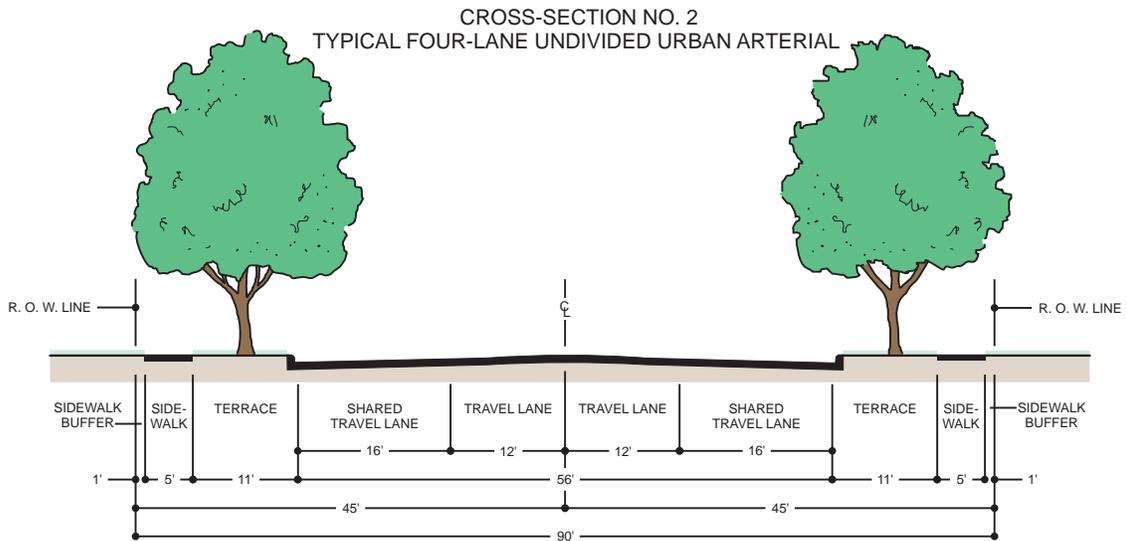
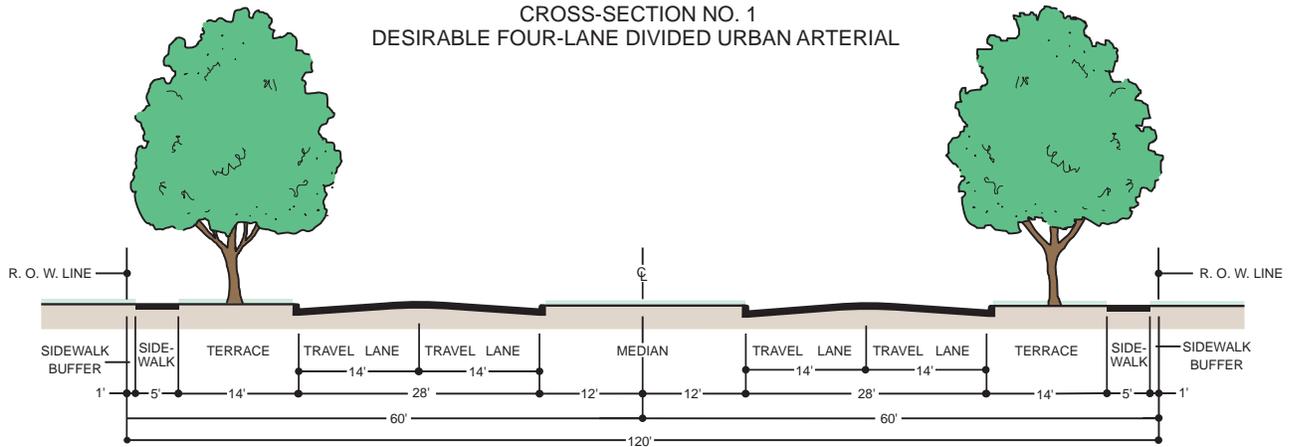
The Wisconsin Department of Transportation, Bureau of Aeronautics in conjunction with the Bureau of Planning has developed the 2020 Wisconsin Airport System Plan.<sup>6</sup> Most airports included in the State plan are eligible for

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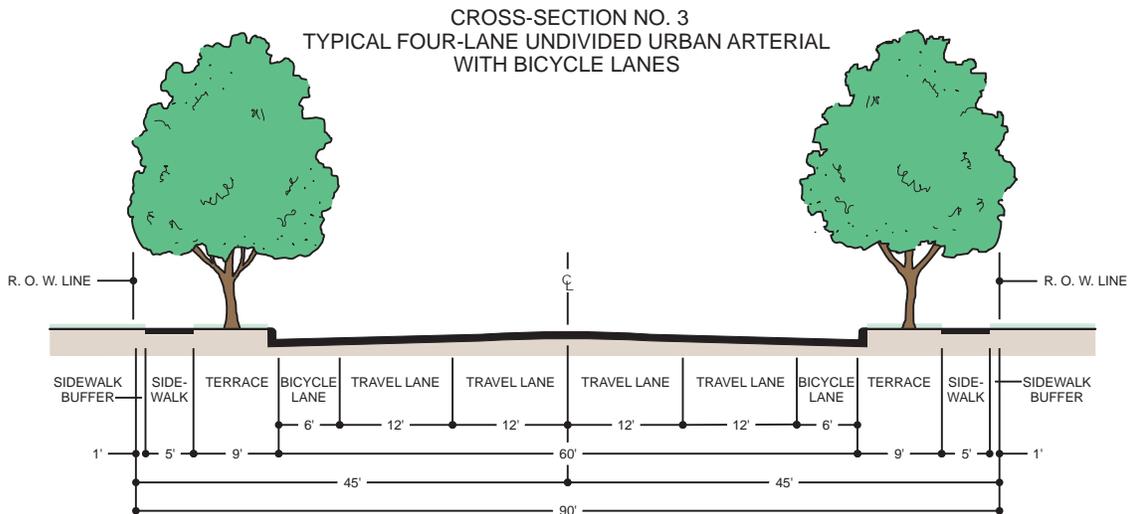
<sup>6</sup>A Regional Airport System Plan was prepared by SEWRPC and adopted by the Regional Planning Commission in 1996. The plan, which has a design year of 2010, has not been updated to a design year of 2035.

Figure 3

TYPICAL CROSS-SECTIONS FOR STREETS, HIGHWAYS,  
BICYCLE WAYS, AND PEDESTRIAN WAYS IN THE VILLAGE OF KEWASKUM<sup>a</sup>



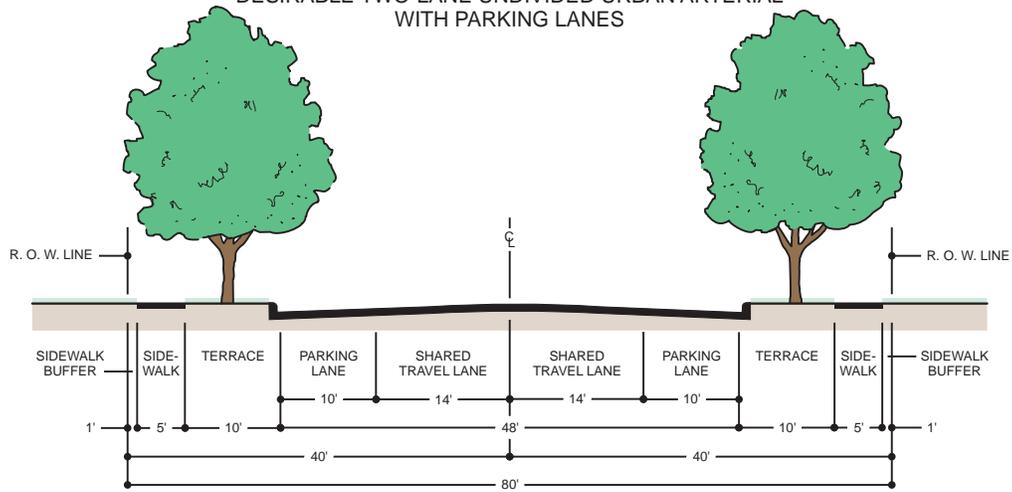
NOTE: IF THE RIGHT-OF-WAY WIDTH IS LIMITED TO 80 FEET, THEN EACH TERRACE CAN BE REDUCED TO 6 FEET WIDE.



NOTE: A 6-INCH WIDE SOLID WHITE STRIPE SHOULD BE USED TO DISTINGUISH THE OUTSIDE TRAVEL LANE FROM THE BICYCLE LANE. IF THE RIGHT-OF-WAY WIDTH IS LIMITED TO 80 FEET, THEN EACH TRAVEL LANE CAN BE REDUCED TO 11 FEET WIDE AND EACH TERRACE TO 6 FEET WIDE.

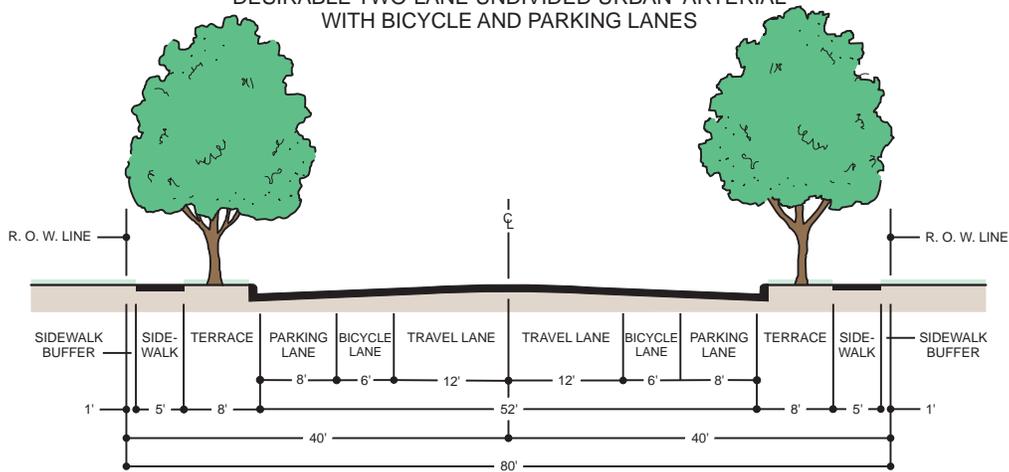
**Figure 3 (continued)**

**CROSS-SECTION NO. 4  
DESIRABLE TWO-LANE UNDIVIDED URBAN ARTERIAL  
WITH PARKING LANES**



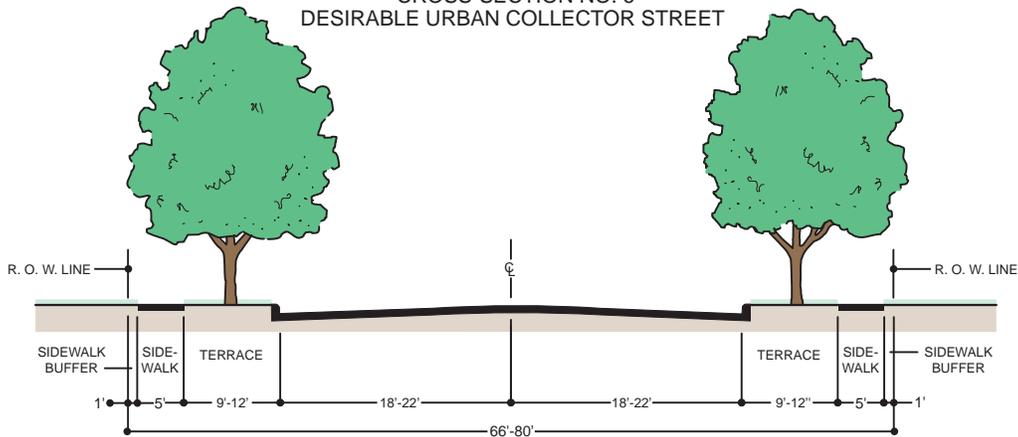
NOTE: A 4-INCH WIDE SOLID WHITE STRIPE OR MARKED PARKING STALLS SHOULD BE USED TO DISTINGUISH THE TRAVEL LANE FROM THE PARKING LANE.

**CROSS-SECTION NO. 5  
DESIRABLE TWO-LANE UNDIVIDED URBAN ARTERIAL  
WITH BICYCLE AND PARKING LANES**



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

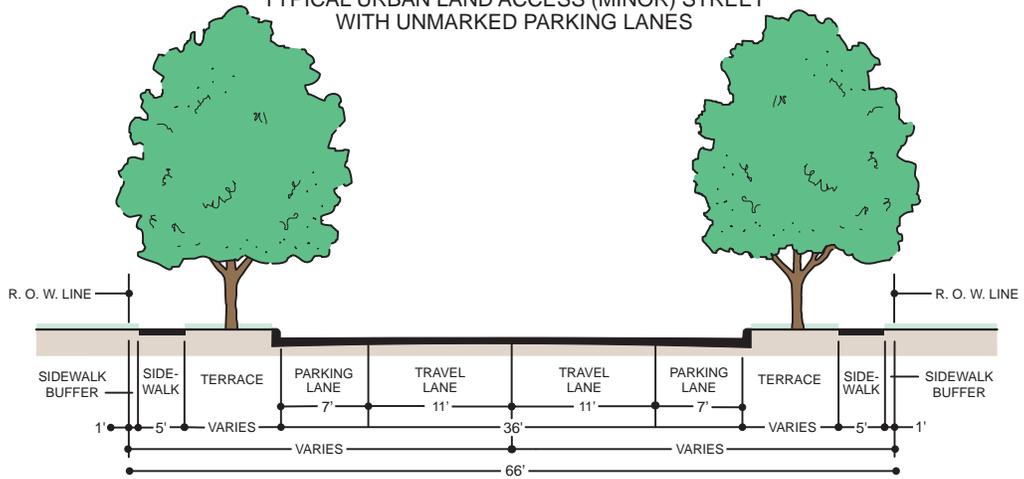
**CROSS-SECTION NO. 6  
DESIRABLE URBAN COLLECTOR STREET**



NOTE: THE PAVEMENT AND RIGHT-OF-WAY WIDTH FOR A COLLECTOR STREET MAY VARY FROM 36 FEET OF PAVEMENT WIDTH AND 66 FEET OF RIGHT-OF-WAY WIDTH TO 44 FEET OF PAVEMENT WIDTH AND 80 FEET OF RIGHT-OF-WAY WIDTH. THE NARROWER WIDTH WOULD APPLY TO COLLECTOR STREETS CARRYING AVERAGE WEEKDAY TRAFFIC VOLUMES OF UNDER 3,000 VEHICLES PER AVERAGE WEEKDAY AND MINIMAL TRUCK OR BUS TRAFFIC. THE WIDER WIDTH WOULD APPLY TO COLLECTOR STREETS CARRYING TRAFFIC VOLUMES EXCEEDING 3,000 VEHICLES PER AVERAGE WEEKDAY AND/OR CARRYING SIGNIFICANT BUS OR TRUCK TRAFFIC.

Figure 3 (continued)

CROSS-SECTION NO. 7  
TYPICAL URBAN LAND ACCESS (MINOR) STREET  
WITH UNMARKED PARKING LANES



CROSS-SECTION NO. 8  
CUL-DE-SAC TURN AROUND

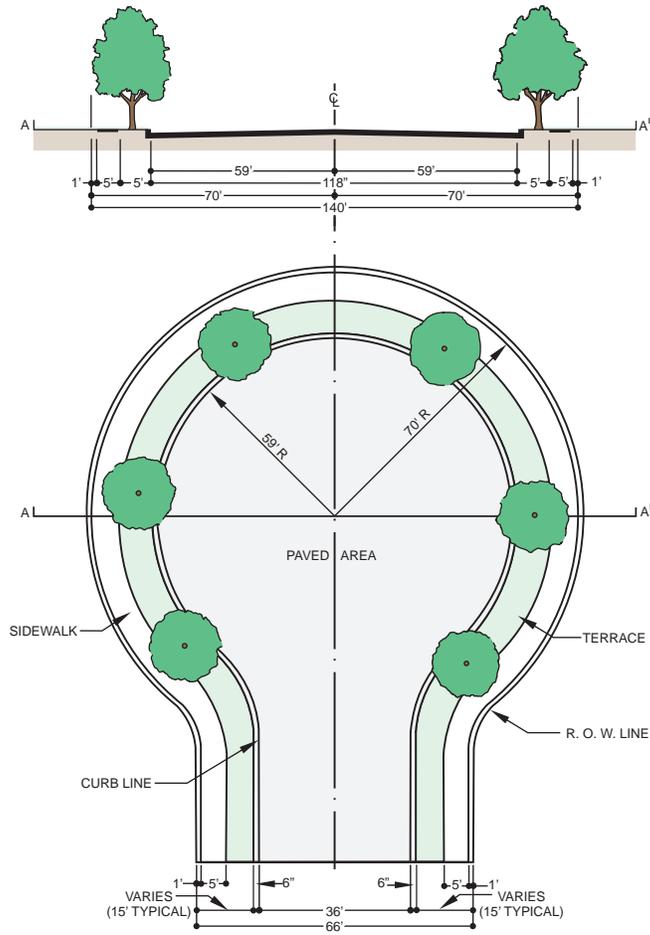
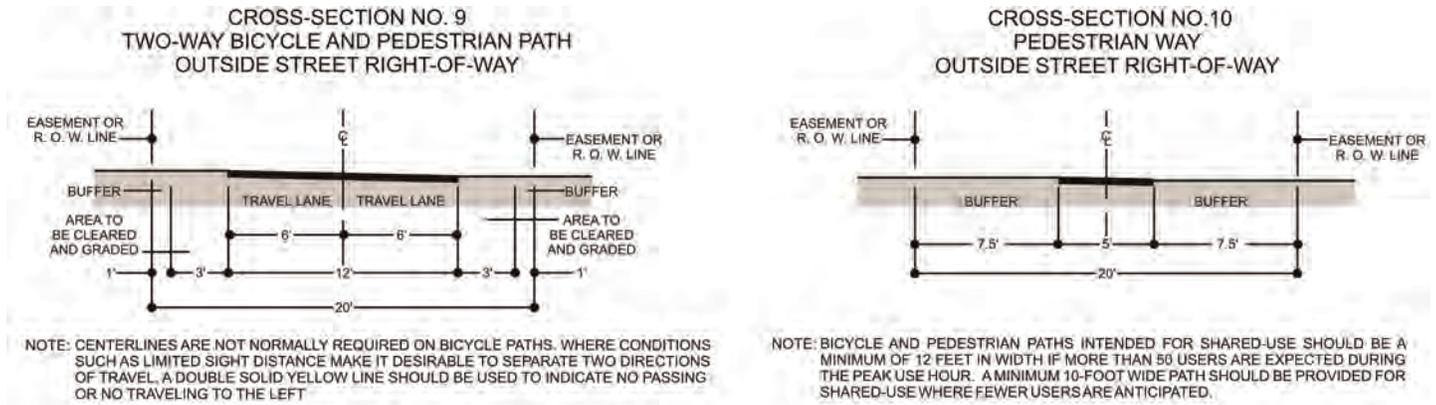


Figure 3 (continued)



<sup>a</sup> THE VILLAGE OF KEWASKUM'S PREFERRED CROSS-SECTIONS SHOWN IN THIS FIGURE ARE, IN ALL CASES, SUBJECT TO VARIATIONS WITH REGARD TO A NUMBER OF CONSIDERATIONS, INCLUDING TOPOGRAPHY, TRAFFIC PATTERNS AND VOLUMES, TRAFFIC AND PARKING LANE WIDTHS, RIGHT-OF WAY WIDTHS, AND ADJACENT LAND USES. NECESSARY VARIATIONS SHOULD BE DETERMINED DURING PRELIMINARY ENGINEERING STUDIES FOR SPECIFIC STREET AND HIGHWAY PROJECTS. THESE CROSS-SECTIONS ARE SHOWN IN ORDER TO PROVIDE THE APPROPRIATE JURISDICTIONAL AGENCIES AND LOCAL OFFICIALS WITH AN INDICATION OF THE AMOUNT OF RIGHT-OF-WAY THAT SHOULD BE CONSIDERED FOR RESERVATION OR DEDICATION TO ACCOMMODATE THE REQUIRED NUMBER OF TRAFFIC LANES, AND PAVEMENT WIDTHS SUGGESTED AS A STARTING POINT FOR ENGINEERING STUDIES.

Source: Village of Kewaskum and SEWRPC.

Table 52

**RECOMMENDATIONS FROM THE YEAR 2035 REGIONAL TRANSPORTATION SYSTEM PLAN  
FOR PROVISION OF SIDEWALKS IN AREAS OF EXISTING OR PLANNED URBAN DEVELOPMENT**

Roadway Functional Classification	Land Use	New Streets <sup>a</sup>	Existing Streets <sup>a</sup>
Arterial Streets <sup>b</sup>	Industrial	Both Sides	Both Sides
	Commercial	Both Sides	Both Sides
	Residential	Both Sides	Both Sides
Collector Streets	Industrial	Both Sides	Both Sides
	Commercial	Both Sides	Both Sides
	Residential	Both Sides	At least one side
Land Access Streets <sup>c</sup>	Industrial	Both Sides	Both Sides
	Commercial	Both Sides	Both Sides
	Residential (medium- and high-density) <sup>d</sup>	Both Sides	At least one side
	Residential (low-density) <sup>e</sup>	At least one side	At least one side

<sup>a</sup> Sidewalks may be omitted on one side of streets where there are no existing or anticipated uses that would generate pedestrian trips on that side.

<sup>b</sup> Where there are marginal access control or service roads, the sidewalk along the main road may be eliminated and replaced by a sidewalk along the service road on the side away from the main road.

<sup>c</sup> Sidewalks need not be provided along court and cul-de-sac streets less than 600 feet in length, unless such streets serve multi-family development; or along streets served by parallel off-street walkways.

<sup>d</sup> Areas with lots or average densities of 20,000 square feet or less per dwelling.

<sup>e</sup> Areas with lots or average densities of 20,000 square feet to 1.5 acres per dwelling.

Source: Federal Highway Administration and SEWRPC.

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***

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***

The transportation systems management component 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.

### ***Travel Demand Management***

The travel demand management component of the 2035 Regional Transportation System Plan 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. These measures are in addition to the public transit and pedestrian and bicycle plan components previously described. Seven categories of travel demand management measures are recommended in the year 2035 plan: high occupancy vehicle preferential treatment, park-ride lots, transit pricing, personal vehicle pricing, travel demand management promotion, transit information and marketing, and detailed site-specific neighborhood and major activity center land use plans.

## **PART 3: OTHER TRANSPORTATION PLANS AFFECTING THE VILLAGE**

### **Traffic Engineering Study of Local Streets in the Village of Kewaskum Middle and High School Area**

In 2008, at the request of the Village of Kewaskum and the Kewaskum School District, SEWRPC conducted a traffic engineering study to propose solutions to alleviate traffic congestion problems in the Kewaskum Middle

and High Schools area.<sup>7</sup> Traffic congestion problems in this area are noted to occur on Reigle Drive, Bilgo Lane, and Fourth Street, mostly in the morning hour when students are arriving for school. The study area is shown on Map 20. The study describes the characteristics of the Kewaskum schools within the study area, the existing operational characteristics of the roadways within the study area, the traffic data collected, and observed traffic congestion. Two alternative traffic engineering actions with potential to alleviate traffic congestion, along with policies and programs, are identified, evaluated, and recommended.

To explore the primary sources of traffic in the study area, the study describes characteristics of the middle and high schools related to traffic issues such as the times the schools are in session, bus drop-off and pick up times, and the location of school entrances and parking lots. Traffic count data was collected at nine locations throughout the study area to determine existing traffic conditions, and vehicle turning movements and pedestrian/bicycle volumes were collected at two intersections—Reigle Drive and Fourth Street, and Bilgo Lane and Fourth Street. These two intersections were identified by school and Village officials as experiencing traffic congestion problems. SEWRPC staff observed these two intersections and determined that the traffic congestion and vehicle queues resulted from approximately 410 vehicles arriving through two entry points at the Kewaskum Middle School and High School campus within a one-half hour period at the beginning of the school day. Other factors that worsened the queuing at the two intersections are also explained in the study.

The study presents two alternative traffic engineering actions intended to mitigate the traffic congestion observed within the study area. Alternative 1 proposes to convert Fourth Street from a two-way operation to a one-way operation in the westbound direction from Bilgo Lane to Reigle Drive and the conversion of the north driveway from one-way to two-way traffic operations. The conversion of the north driveway to two-way operation would require widening from a 24-foot cross-section to a 27-foot cross-section. Under Alternative 2, Fourth Street would be converted to one-way operation in the eastbound direction between Reigle Drive and Bilgo Lane and would allow all vehicles to use the east driveway. Alternative 2 would require the installation of signs to mark Fourth Street as a one-way road and the replacement of some of the existing pavement markings. Based on its analysis of potential benefits relative to potential drawbacks, SEWRPC recommends the implementation of Alternative 2, which is expected to reduce the queuing along Fourth Street and Reigle Drive, as well as along Bilgo Lane and Third Street, and would not require any physical improvements other than some signage and pavement marking.

The study also proposes policy options that may be considered regardless of which alternative is selected to address the traffic congestions issues in the study area. These options include implementing a rideshare program for students and staff to reduce the number of vehicles utilizing the schools roadways; staggering start times for the middle and high schools so that the concentration of traffic entering the school area is spread over a longer period of time; continue to start the middle and high schools at the same time but scheduling earlier bus arrivals, or have buses arrive at the same time but have a later start time for the schools; and develop and implement a Safe Routes to School (SRTS) program in an effort to identify and remove barriers that may discourage students from bicycling or walking to school more frequently than arriving by automobile.

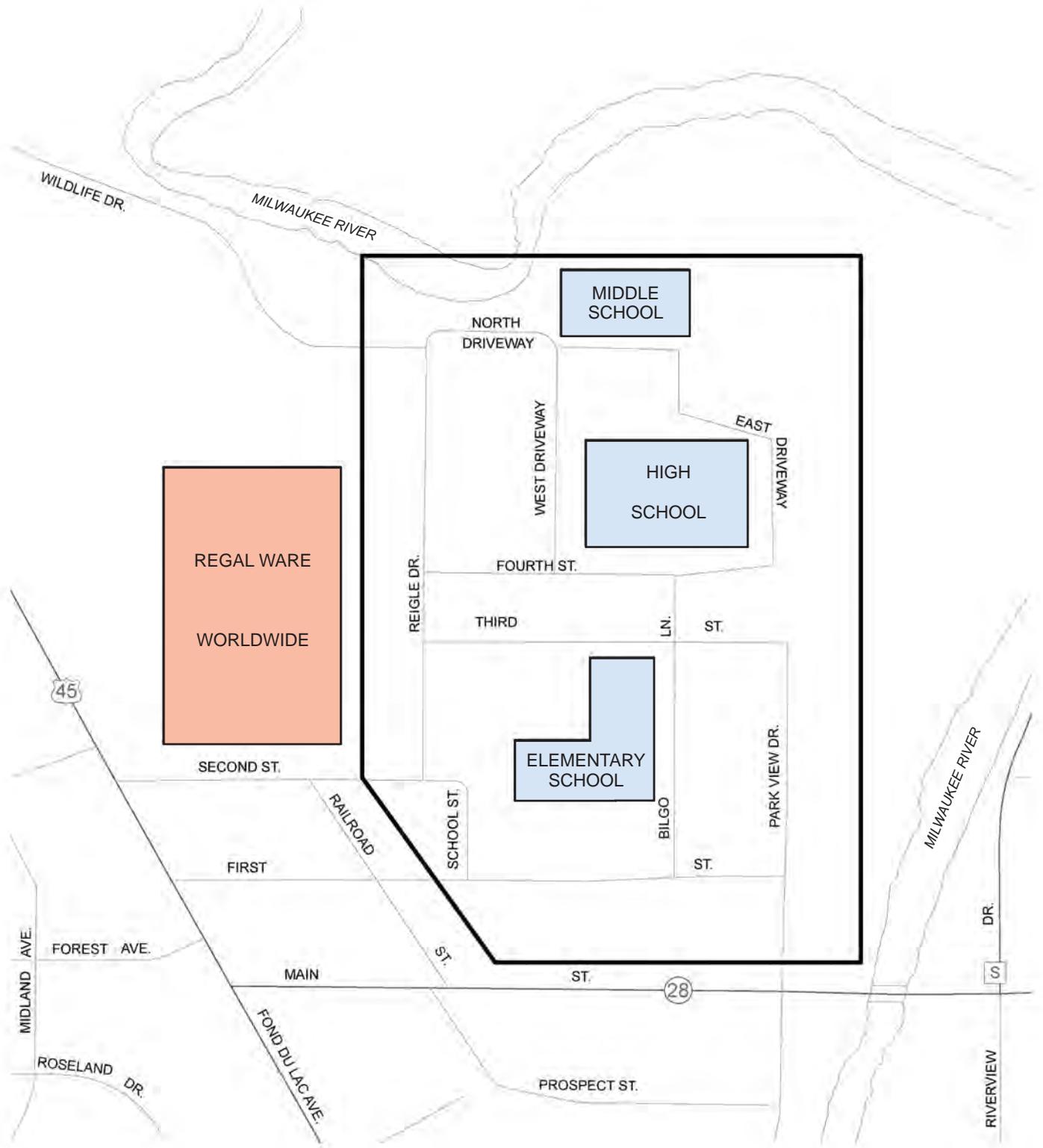
### **Connections 2030**

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. Recommendations from the draft plan affecting the Village include improving the USH 45/STH 28 eastbound intersection and construction of park-ride lots at the USH 45/CTH D interchange and at the USH 45/STH 28 westbound intersection.

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<sup>7</sup>*Documented in SEWRPC Staff Memorandum, Traffic Engineering Study of Local Streets in the Village of Kewaskum Middle and High School Area (final report pending).*

KEWASKUM MIDDLE AND HIGH SCHOOL TRAFFIC ENGINEERING STUDY AREA



— STUDY AREA BOUNDARY

Source: SEWRPC



## PART 4: TRANSPORTATION DESIGN GUIDELINES<sup>8</sup>

### Streets

#### *Street Cross-Sections*

Desirable cross-sections for streets and bicycle and pedestrian ways are shown graphically in Figure 3. Collector and land access streets can generally accommodate bicycle travel without widening the roadway. The cross-section for a collector street, with a minimum right-of-way width of 80 feet, should be used as the land access street cross-section for business and industrial parks.

#### *Street Intersections*

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

Property lines at street intersections should be rounded to an arc with a minimum radius of 15 feet, or, preferably, should be cut off by a straight line through the points of tangency of an arc having a radius of 15 feet or greater. At street intersections, as a general guide, the minimum radius of curb return, where curbs are used, or of the outside edge of pavement, where curbs are not used, should be at least 15 feet and preferably 20 feet. This radius may need to be increased to meet the minimum turning radii of various motor vehicles, as illustrated in Figure 4.

All new or, if conditions allow, reconstructed streets and intersections should be wide enough to accommodate a truck with a wheelbase of 50 feet (diagram D in Figure 4). Although the truck may have to use both traffic lanes to negotiate a turn on the rare occasions such a truck will need to use a land access street, streets and intersections should be designed so that the truck will not have to go over the curb.

Signalized intersections of two arterial streets, such as the intersection of USH 45 and STH 28/Main Street, should be designed to accommodate a truck with a wheelbase of 65 feet (diagram E in Figure 4). The draft WisDOT Connections 2030 plan recommends improving the intersection; however, it will be difficult to provide the necessary turning radius due to existing development at the intersection.

Consideration should be given to providing a turning radius capable of accommodating a truck with a wheelbase of 65 feet at the intersection of USH 45 and STH 28 westbound if an industrial park is developed in the northwest quadrant of the intersection, as envisioned by the land use plan. A turning radius capable of accommodating a truck with a wheelbase of 50 feet is adequate at non-signalized intersections of arterial streets where minimal truck traffic is anticipated.

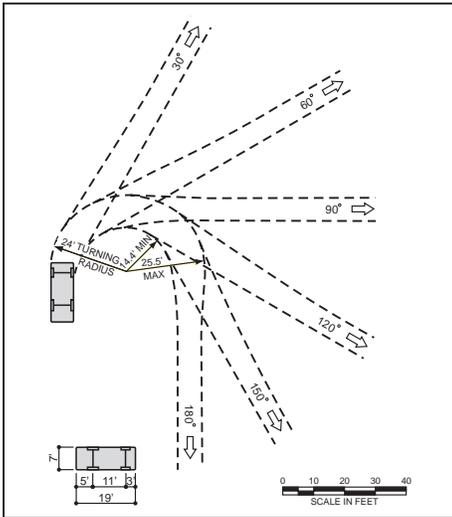
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<sup>8</sup>*The design guidelines set forth in this section are not intended to serve as a comprehensive guide to the design of streets and highways, including those accommodating bicycles, and sidewalks, but are intended to suggest the general type of design treatments that may be appropriate in certain situations. Precise design specification should be determined during engineering studies for specific street, highway, and bicycle way projects and should be based, in part, on the recommendations contained in the most recent editions of, Geometric Design of Highways and Streets and Guide for the Development of Bicycle Facilities, published by the American Association of State Highway and Transportation Officials, and the Manual on Uniform Traffic Control Devices, published by the U. S. Department of Transportation, Federal Highway Administration.*

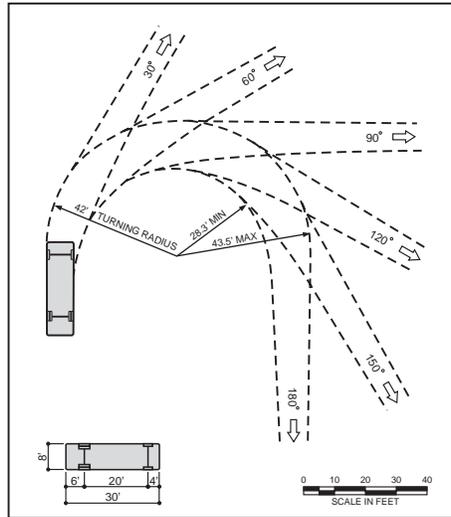
Figure 4

TURNING RADII OF SELECTED MOTOR VEHICLES

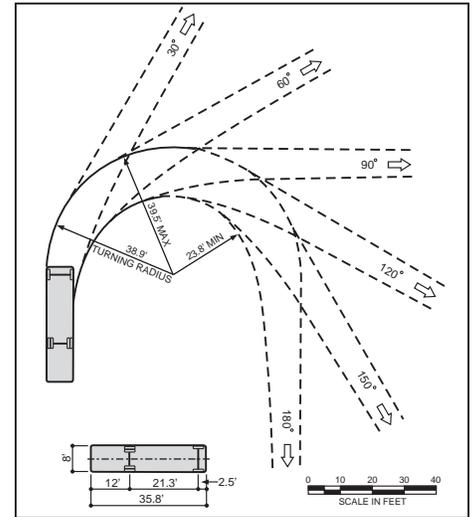
A. PASSENGER CAR



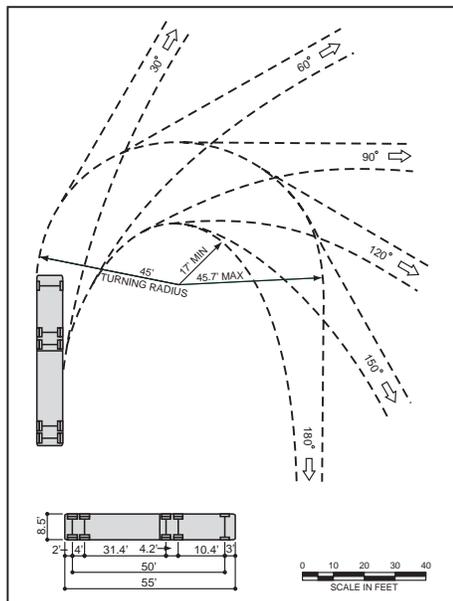
B. SINGLE-UNIT TRUCK



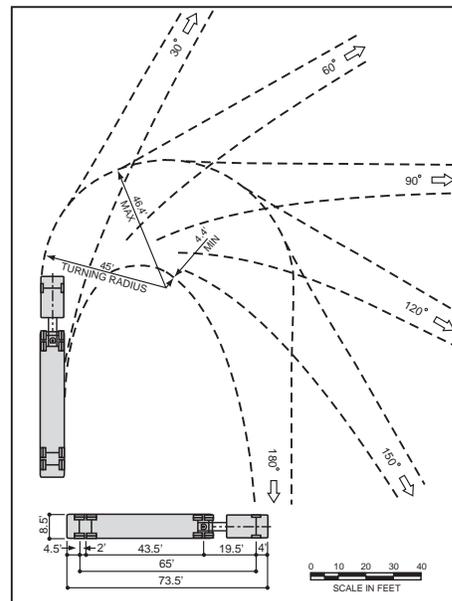
C. 36-FOOT-LONG CONVENTIONAL SCHOOL BUS



D. INTERMEDIATE-SIZE SEMITRAILER COMBINATION TRUCK (50-FOOT WHEELBASE)



E. INTERSTATE SEMITRAILER (65-FOOT WHEELBASE)



NOTE: THE TURNING TEMPLATES SHOW THE TURNING PATHS OF THE AASHTO DESIGN VEHICLES. THE PATHS SHOWN ARE FOR THE LEFT FRONT WHEEL AND THE OUTSIDE REAR WHEEL. THE MAXIMUM (MAX) TURNING RADIUS IS THE RADIUS OF THE LEFT FRONT OVERHANG.

Source: American Association of State Highway and Transportation Officials (AASHTO), *Geometric Design of Highways and Streets*, 2004.

### ***Cul-de-Sac Streets***

To minimize potential speeding and mid-street turnarounds, the length of streets designed to have one end permanently closed with a turn-around should not exceed 500 feet, measured from the center of the turnaround to the other end. Cul-de-sac streets should terminate in a circular turn-around, as shown in Figure 3.

### **Bicycle and Pedestrian Facilities**

#### ***Design Standards***

Bicycle ways and pedestrian facilities should be provided for safe and convenient access to activity centers and places of employment. The provision of such facilities should be based, in part, on Figure 3 and the planning and design standards established in Appendix B of SEWRPC Planning Report No. 49, *A Regional Transportation System Plan for Southeastern Wisconsin: 2035*, and the *Guide for the Development of Bicycle Facilities*, published by the American Association of State Highway and Transportation Officials (AASHTO). The regional plan and AASHTO guide include specific design guidelines, such as desirable grades, sight distances, pavement widths, crosswalks, and other standards.

#### ***Off-Street Bicycle and Pedestrian Ways***

Off-street bicycle and pedestrian ways should be provided to connect cul-de-sac streets and nearby streets; across blocks of 900 feet or longer; and to connect adjacent subdivisions, subdivisions and activity centers, and activity centers and employment centers where alternative on-street routes are unduly circuitous. Activity centers include schools, parks, shopping centers, churches, transit stops, and park-ride lots. Examples of site designs which facilitate bicycle and pedestrian travel are illustrated in Figure 5. Off-street bicycle and pedestrian ways should consist of easements, outlots, or dedicated rights-of-way, at least 20 feet in width, with a pavement width of at least eight feet, as indicated in Figure 3.

### **Vehicular Access**

#### ***Access and Street Intersections***

Driveways on corner lots should be set back sufficiently from intersecting streets so that they do not interfere with traffic movement. The corner clearance between new direct public or private access and an arterial street intersection should be a minimum of 115 to 230 feet or, preferably, 250 feet, where parcel size permits, as illustrated in Figure 6. The clearance distance is defined as the distance between the nearest face of curb or edge of pavement of the intersecting street and the nearest face of curb or edge of pavement of the nearest access point upstream or downstream of the intersection.

#### ***Reverse-Frontage Lots to Limit Arterial Highway Access***

Reverse-frontage lots should be located adjacent to arterial streets or highways to limit vehicular access from abutting land uses. A minimum 30-foot-wide landscaped buffer strip should be provided, with deed restrictions against access along the rear property lines of residential reverse-frontage lots, as shown in Figure 7. Normal lot depths should be increased by the width of the buffer strip.

#### ***Looped Land Access Streets and Driveways***

Looped land access streets or shared driveways should be used, when feasible, to help reduce the number of driveway intersections along arterial streets in commercial areas, as illustrated in Figure 8.

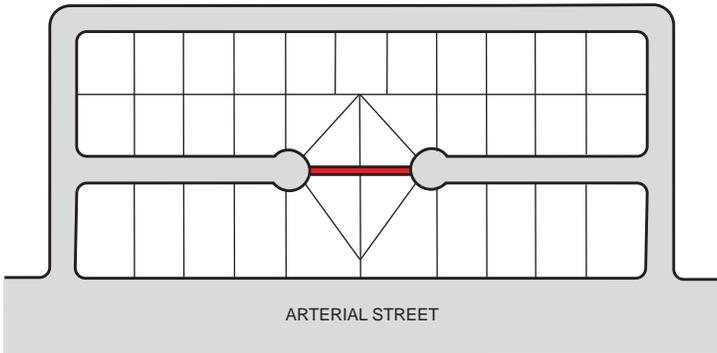
#### ***Alignments and Shared Use of Driveways***

Shared driveways should intersect each other and streets at right angles as nearly as topography and other limiting factors of good design permit. Driveway entrances along both sides of an arterial street should be aligned as illustrated in Figure 9 to help reduce the number of driveways needed and to limit some of the confusion caused by unaligned driveways. Also, the use of shared driveways and parking lots between compatible land uses should be promoted, as shown in Figure 9. In such cases, the driveway centerline may be the property line between two parcels of land or may be located within a mutually agreed-upon driveway easement.

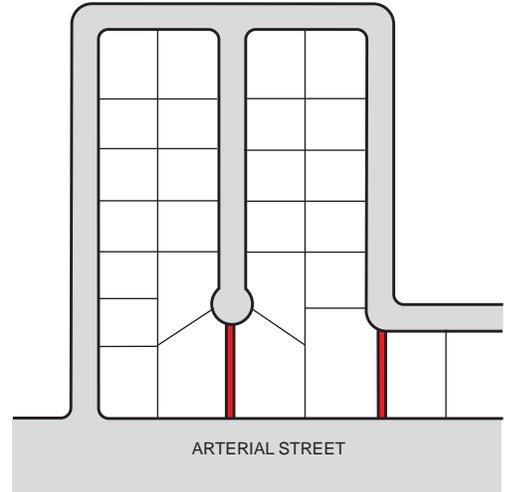
Figure 5

EXAMPLES OF SITE DESIGNS WHICH FACILITATE BICYCLE AND PEDESTRIAN TRAVEL

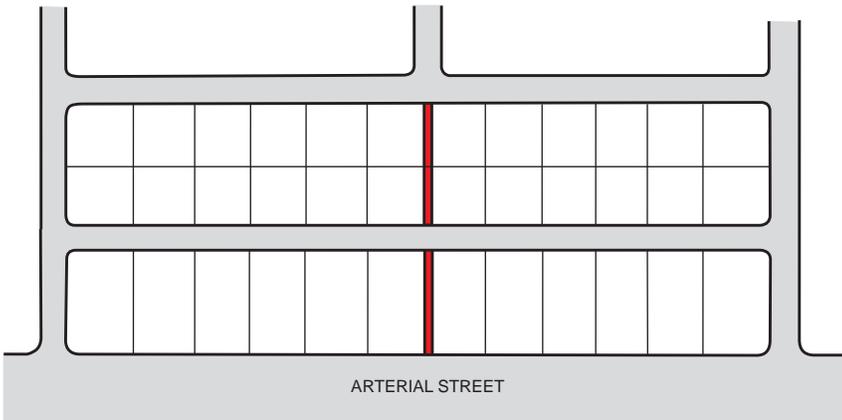
A. BICYCLE AND PEDESTRIAN CONNECTIONS BETWEEN CUL-DE-SAC STREETS



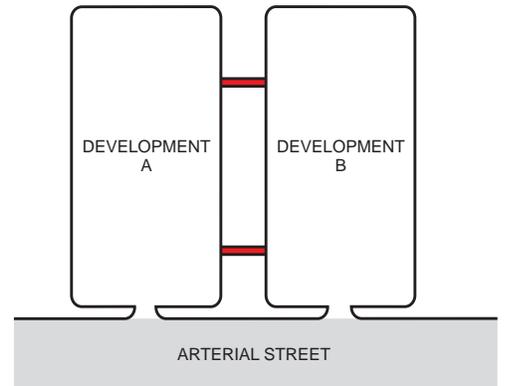
B. BICYCLE AND PEDESTRIAN CONNECTIONS ACROSS BLOCKS



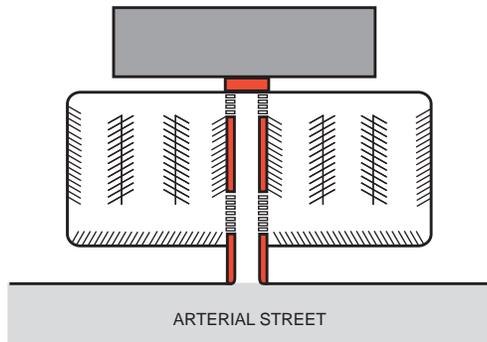
C. BICYCLE AND PEDESTRIAN CONNECTIONS ACROSS LONG BLOCKS



D. BICYCLE AND PEDESTRIAN CONNECTIONS BETWEEN ADJACENT DEVELOPMENTS



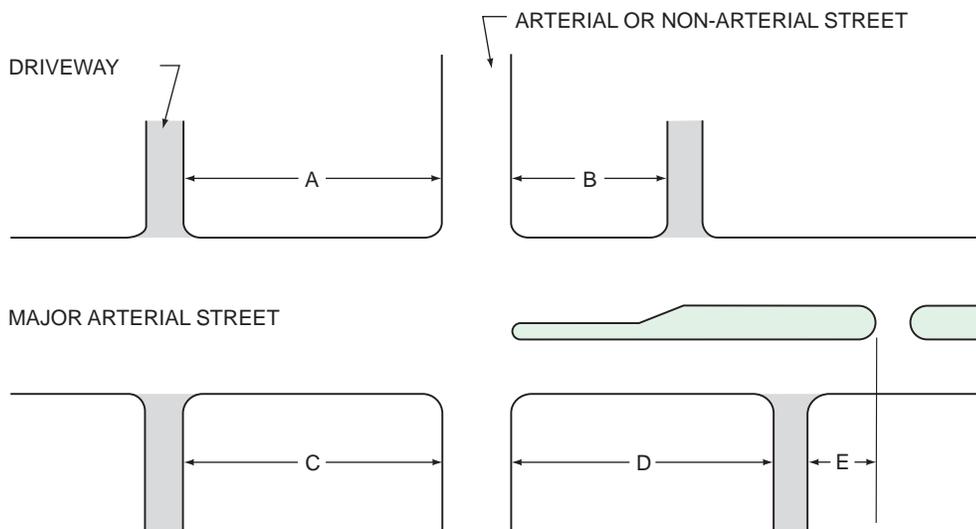
E. DESIGN OF PARKING LOT TO FACILITATE BICYCLE AND PEDESTRIAN ACCESS (WHERE PARKING CANNOT BE LOCATED TO REAR OF BUILDING)



Source: SEWRPC.

Figure 6

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



INTERSECTION OF MAJOR ARTERIAL AND ARTERIAL/NON-ARTERIAL STREET CONTROLLED BY TRAFFIC SIGNAL

Key	Corner Clearance (feet)
A	230
B	115
C	230
D	230
E	150

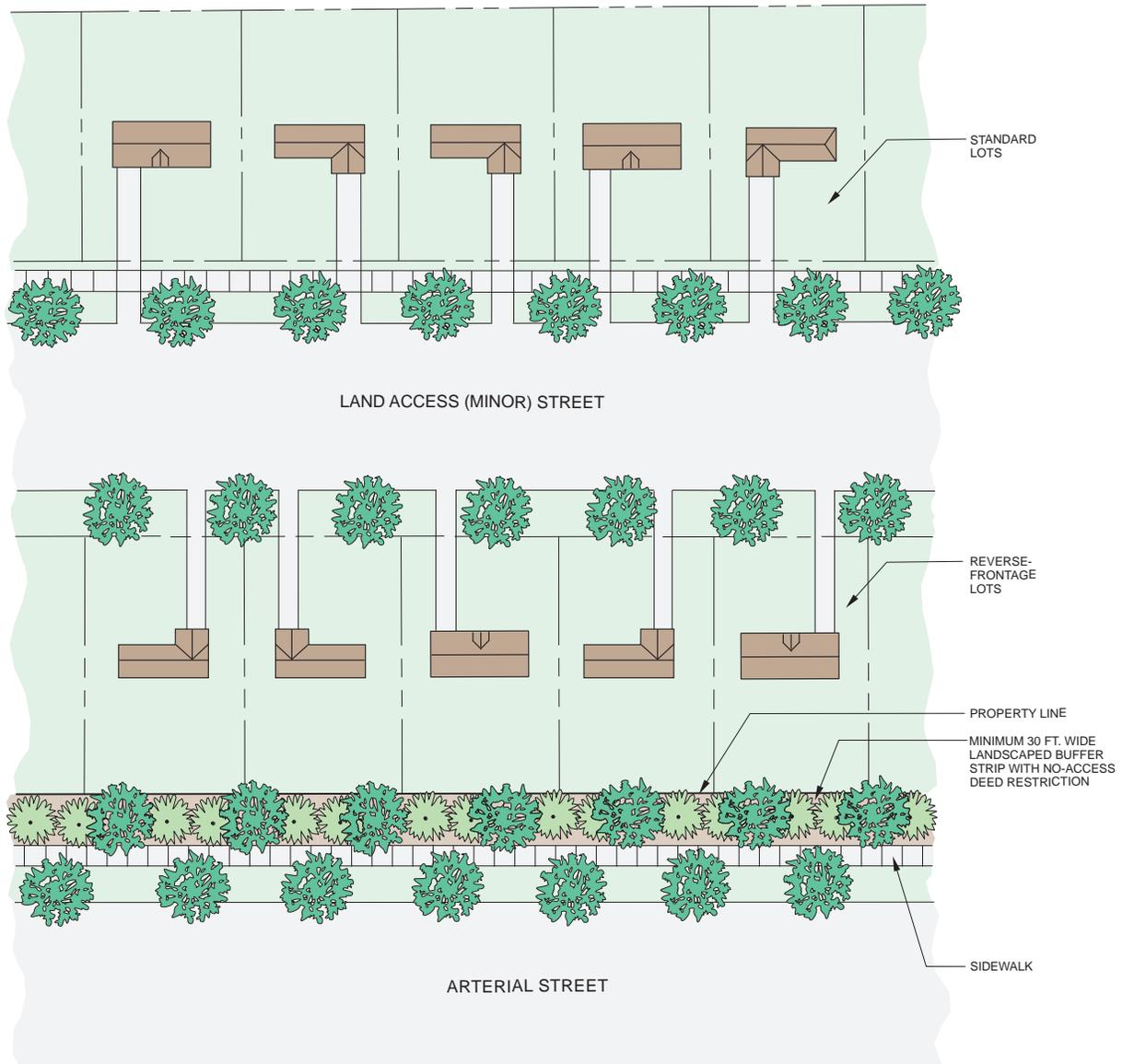
INTERSECTION OF MAJOR ARTERIAL AND ARTERIAL/NON-ARTERIAL STREET CONTROLLED BY STOP SIGNS ON ARTERIAL/NON-ARTERIAL STREET

Key	Corner Clearance (feet)
A	115
B	85
C	115
D	115
E	150

Source: Institute of Transportation Engineers and SEWRPC.

Figure 7

REVERSE-FRONTAGE LOTS TO LIMIT VEHICULAR ACCESS TO ARTERIAL STREETS



Source: SEWRPC.

**Driveway Spacing**

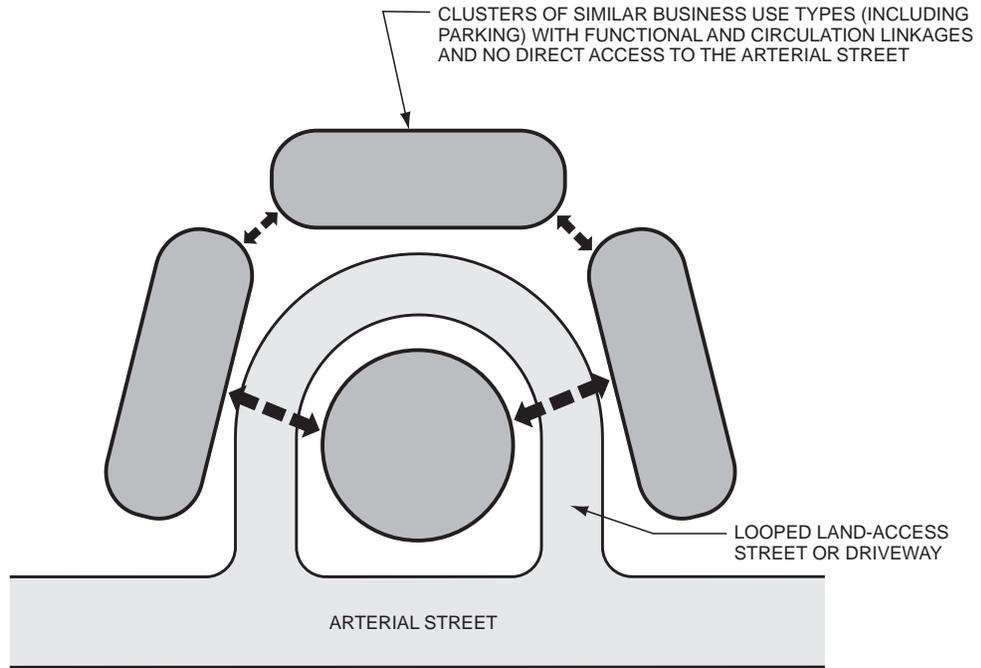
Driveway spacing should be determined as a function of street operating speeds. The minimum spacing between direct-access driveways along an arterial street or highway should be determined according to Table 53. These spacings are based on average vehicle acceleration and deceleration rates and are considered necessary to maintain safe traffic operation.

**Sight Distance and Driveway Placement**

Direct-access driveway placement along arterial streets and highways should be such that an exiting vehicle has the minimum unobstructed sight distance listed in Table 54 for the operating design speed of the arterial street or highway.

Figure 8

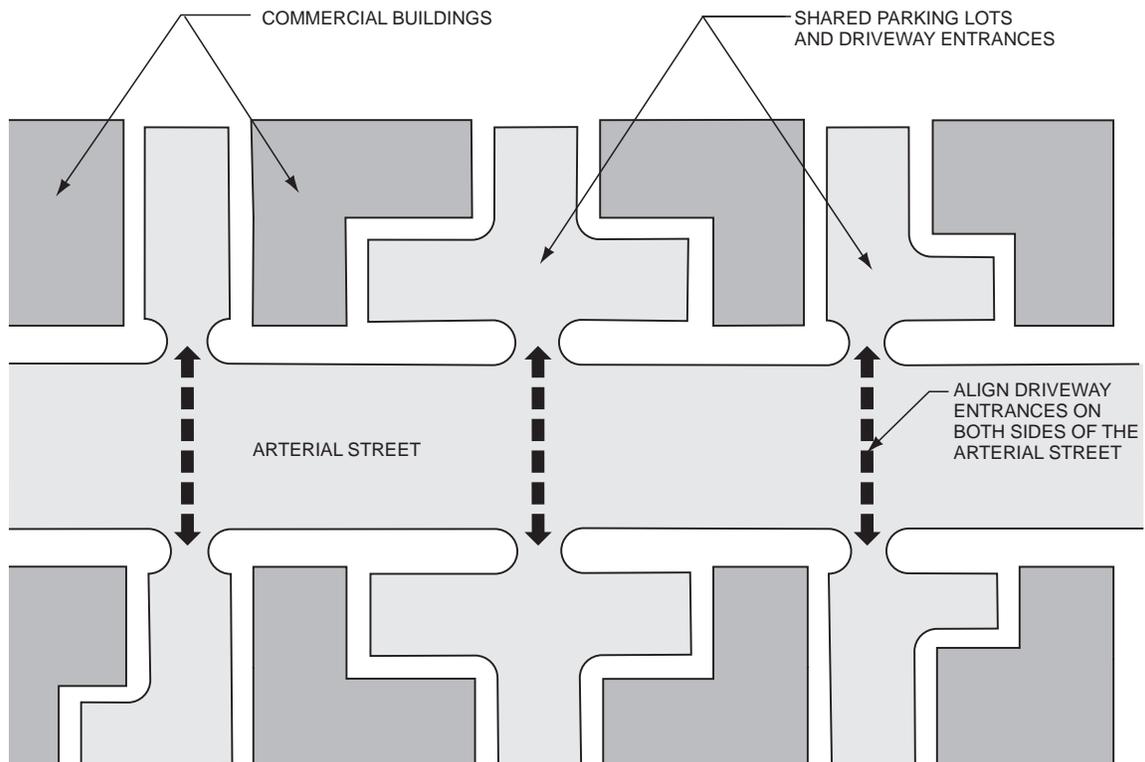
**DESIRABLE LOOPING OF DRIVEWAYS AND LAND-ACCESS STREETS IN COMMERCIAL AREAS**



Source: SEWRPC.

Figure 9

**DESIRABLE ALIGNMENT AND SHARED USE OF DRIVEWAYS AND PARKING LOTS IN COMMERCIAL AREAS**



Source: SEWRPC.

**PART 5: TRANSPORTATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

**Goals:**

- Maintain a safe and efficient transportation system in the Village through cooperative planning with local, county, and State officials.
- Provide an integrated transportation system which, through its location, capacity, and design, will effectively serve the travel demand generated by existing and proposed land uses.
- Continue to maintain and improve Village roads in a timely and well-planned manner.
- Provide adequate pedestrian areas and aesthetic features in the central business district to encourage consumer activity and provide community character.

**Objectives:**

- Preserve and protect the capacity and safety of the transportation system within the Village.
- Rely on services provided by private companies to meet the needs of Village 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 Village residents, including transit-dependent residents.
- Continue cooperative transportation planning efforts with Washington County, SEWRPC, and the State of Wisconsin.
- Land use patterns should be supported by appropriate transportation systems and utilities, which should form a basic framework for land development.
- Residential uses should have reasonable access through the appropriate component of the transportation system to local employment, commercial, cultural, and governmental centers and schools.
- Provide opportunities for bicycling and walking as a viable, convenient, and safe transportation choice within the Village.
- Build and maintain quality roads.
- Continue to provide a system of inter-connected streets.
- Limit the number of driveways and access points on arterial streets.

**Policies:**

- Provide and maintain a street and highway system that efficiently serves the anticipated land use development pattern shown on Map 14 in the Land Use Element (Chapter VI).
- Design, reconstruct, and operate streets and highways under Village jurisdiction to provide safe access for all users, including bicyclists, pedestrians, and vehicles.

**Table 53**

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

Highway Speed Limit (mph)	Minimum Spacing (feet)
25	105
30	125
35	150
40	185
45	230
50	275

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

**Table 54**

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

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

*Source: American Association of State Highway and Transportation Officials and the Wisconsin Department of Transportation.*

- Streets and highways in the Village should be improved to cross-sections that are similar to the cross-sections shown in Figure 3.
- The Transportation Design Guidelines set forth in Part 4 will be used by Village staff and officials when reviewing proposed development projects.
- Seek to provide 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 and/or requiring dedication of adequate rights-of-way in advance of construction, ideally when preliminary plats and certified survey maps are approved.
- Encourage through streets with more than one access to connecting streets, rather than cul-de-sac streets.
- Off-street parking and loading facilities should be located near the land uses they are intended to serve.
- Continue to rely on freight and private airline services provided at the West Bend and Hartford Municipal Airports and airports in adjacent counties.
- Continue to rely on commercial airline service provided at General Mitchell International Airport in Milwaukee County.
- Support 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.
- Monitor the level and location of Electric Personal Assistive Mobility Device (EPAMD) usage within the Village, and, if appropriate, consider infrastructure improvements and/or regulations to ensure public safety.

**Programs:**

- Continue to consider connections to existing or future development on adjacent parcels when reviewing site plans, preliminary plats, and certified survey maps.
- 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.
- 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 to serve Village residents.
- Work with WisDOT and SEWRPC to determine if there is a need for additional park-ride lots to serve Village residents, particularly at the USH 45/CTH D interchange and at the USH 45/STH 28 westbound intersection, as recommended in the draft Connections 2030 plan prepared by WisDOT.
- Continue to use the Wisconsin Information System for Local Roads (WISLR) to update road ratings.
- 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 17 and 19) and the Transportation Improvement Program.
- Notify Washington County when a preliminary plat or 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.

## Chapter IX

# UTILITIES AND COMMUNITY FACILITIES ELEMENT

### INTRODUCTION

The utilities and community facilities element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(d) of the *Statutes* requires this element to compile goals, objectives, policies, maps, and programs to guide future development of utilities and community facilities within the Village of Kewaskum. The *Statutes* also require an inventory of existing utilities and community facilities and an approximate timetable that projects the need to expand, rehabilitate, or replace existing utilities and community facilities or construct new utilities and community facilities. As required by the *Statutes*, a goal, objective, policy, program, or map has been developed for each of the following utilities and community facilities:

- Sanitary sewer service
- Water supply
- Stormwater management
- Onsite wastewater treatment technology
- Solid waste disposal
- Recycling facilities
- Parks
- Telecommunications facilities
- Power-generating plants and transmission lines
- Cemeteries
- Health care facilities
- Child care facilities
- Police and law enforcement facilities
- Fire and rescue facilities
- Libraries
- Schools
- Other government facilities

In addition, the following comprehensive planning goals related to the utilities and community facilities element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:<sup>1</sup>

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

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

Part 1 of this Chapter includes an inventory of existing utilities and community facilities and an approximate timetable that projects expansion, rehabilitation, or replacement of existing, or the construction of new, utilities and community facilities.<sup>2</sup> Part 2 of this Chapter sets forth goals, objectives, policies, and programs intended to guide the future development of utilities and community facilities in the Village 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 Village of Kewaskum is supported by utilities that provide residents and businesses with electric power, natural gas, communication, water, sanitary sewerage, stormwater, and solid waste management facilities and services, and community facilities that provide educational, recreational, administrative, and other services. This chapter inventories sewage treatment and water supply services, stormwater management facilities, private utilities, solid waste management facilities, healthcare facilities, government and public institutional buildings, police service, fire protection and emergency rescue services, public and private schools, cemeteries, childcare, assisted-living facilities, and other services provided in the Village.

Section 66.1001(2)(d) of the *Statutes* requires a projection of the demand for future utilities and community facilities in the Village 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 Village 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 Village (schools and childcare facilities, for example), and will require additional refinement by other service providers, including the private sector.

### **Sanitary Sewer Service**

The Village of Kewaskum owns and operates its own sanitary sewerage system. The Village of Kewaskum planned sanitary sewer service area encompassed about 2,840 acres in 2009, and included all of the Village and portions of the Town of Kewaskum adjacent to Village limits. Sewer service area boundaries are shown on Map 11 in Chapter VI, and reflect the most recent amendment to the Village sanitary sewer service area plan in December 2005. Not all parcels included in the planned sewer service area are currently served by sanitary sewers; however, sanitary sewer service is provided to all developed properties in the Village. The Village does not provide sanitary sewer service to properties outside the Village.

The Village of Kewaskum sanitary sewerage system consists of a wastewater treatment plant (WWTP) located at 1000 Fond du Lac Avenue (USH 45), five lift stations, and a network of trunk, main, and lateral sewers. The WWTP discharges to the Milwaukee River and is currently on a Wisconsin Department of Natural Resources (DNR) compliance schedule through December 31, 2009. A facilities plan to improve the WWTP was approved by the DNR in June 2007. Improvements are intended to meet more stringent DNR treatment requirements, better accommodate peak flows and limit bypassing, and accommodate additional growth in the Village through the plant design year of 2026. Improvements include two new primary clarifiers, grit and screening, and one additional clarifier. Several other components will be upgraded and improved. The improvements were completed in October 2009. The plant is designed to treat an average daily flow of 0.75 million gallons of wastewater per day. In 2005, the plant treated an average daily flow of approximately 0.37 million gallons per day. Depending on the rate of population growth and the rate of commercial and industrial development, the Village may have to undertake additional facilities planning prior to 2035.

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<sup>2</sup>Information regarding parks is inventoried in Chapter V, Agricultural, Natural, and Cultural Resources Element.

## **Water Supply**

Water for domestic and other uses in the Village is supplied by groundwater through the Village of Kewaskum Municipal Water Utility. The water utility system obtains water from four wells, each of which pump water from the Silurian dolomite aquifer, which is part of the shallow aquifer. In 2005, the water utility system was served by six storage facilities with a total storage capacity of 925,000 gallons. The pumping capacity of the four wells was about 2.26 million gallons per day. The water utility system pumped a total of 121.3 million gallons of water in 2004. The majority of water usage, or 55.8 million gallons, was for residential use. Users of the water utility system consumed 78.9 gallons of water per person per day. Planned improvements to the water supply system include the potential construction of a third water tower north of the Kettle Kountry subdivision.

## **Stormwater Management**

The Village operates and maintains an engineered stormwater management system consisting of curbs and gutters, catch basins and inlets, storm sewers, and culverts. Drainage ditches and natural watercourses also make up part of the stormwater management system. Stormwater collected by the system is discharged to large wetlands, which act as stormwater detention and groundwater recharge areas, and into the Milwaukee River or streams tributary to the river.

Although often designed on a subdivision-by-subdivision or project-by-project basis, stormwater management facilities ideally should be part of an integrated system of stormwater and floodplain management facilities for an entire watershed, or for an entire community with consideration given to the watershed(s) in which the community is located. In response to street flooding in portions of the Village in 2008, the Village is considering the preparation of a stormwater management plan for the Edgewood and Knights Creek subwatersheds. The study would identify methods to help alleviate flooding, which could include detention and retention basins and other methods to reduce peak flows during heavy rainfall events.

## **Solid Waste Disposal**

The Village currently contracts with Veolia Environmental Services to provide curbside pick up of solid waste for Village residents. Solid waste collected in the Village 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 Dodge and adjacent counties, as well as from sources in the States of Illinois and Michigan.

The Glacier Ridge Landfill has permits to continue active operation until 2018. Additional land has been acquired for potential expansion of the landfill beyond 2018, subject to approval of permits by the 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. Veolia Environmental Services provides curb side pickup of recyclable materials for Village residents. A grass, garden waste, and leaf bin is located in the public works yard, 1002 Fond du Lac Avenue (USH 45). The Village also provides curbside brush chipping services on all public streets in the Village on the first and third Mondays of each month from April through October. Village residents can also recycle used motor oil at no cost by obtaining a permit slip at the Village Hall.

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 September 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 the Milwaukee Metropolitan Sewerage District (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.

The Village supports County efforts to provide periodic Clean Sweep collections for hazardous waste disposal, as well as a tire collection program. The Village will continue to provide for curb-side pick-up of recyclables for Village residents through agreements with service providers.

### **Street Maintenance**

The Village of Kewaskum Department of Public Works, located at 1002 Fond du Lac Avenue (USH 45), is responsible for maintaining about 23 miles of Village streets. Duties include conducting maintenance such as pavement patching, cleaning and maintaining culverts, maintaining street lighting and pavement markings, and installing and replacing signs. The Department of Public Works also coordinates street paving and reconstruction projects in the Village and plows snow.

### **Police Protection**

Police protection in the Village is provided by the Village of Kewaskum Police Department, which consists of seven full-time officers and two part-time officers. Emergency calls from the Village of Kewaskum are directed to the Washington County Sheriff's Department in the City of West Bend, which operates a public safety answering point 24 hours a day. The center handles calls pertaining to fire, police, and public works (sewer/water) emergencies.

The Village police department will conduct periodic needs assessment studies to determine if the department has sufficient officers, equipment, and facilities to adequately protect the community.

### **Fire Protection and Emergency Medical Services**

The Kewaskum Fire Department provides fire protection and emergency medical services in the Village. The Fire Station is located at 1065 Fond du Lac Avenue (USH 45) and is operated by the Village of Kewaskum. The Department is staffed with 54 paid on-call employees and one full-time employee. The Kewaskum Fire Department serves the Village, the Town of Kewaskum, and part of the Town of Auburn in Fond du Lac County. The Kewaskum Fire Department also provides emergency medical services to a portion of the Town of Farmington. The Kewaskum Fire Department will conduct periodic needs assessment studies to determine if the department has sufficient firefighters, equipment, water supply, and facilities to adequately protect the Village and the other communities it serves.

### **Emergency Management Services**

The Village Emergency Government Director coordinates all activities for emergency government within the Village, prepares and updates a comprehensive general plan for the emergency government of the Village, and maintains liaison and cooperates with emergency government agencies and organizations of other political subdivisions and of the State and Federal governments. The Village Emergency Government Director is appointed by the Village President, subject to confirmation by the Village Board. The Village Police Chief currently serves as the emergency government director in the Village.

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.

## **Kewaskum Municipal Building**

The Kewaskum Village Hall is located in the Municipal Building at 204 First Street, near the intersection of Railroad Street. The Municipal Building was constructed in 1950, with a major renovation completed in 1985, and houses the police department, library, administrative offices, Village Board chambers, and a meeting room. The Village owns a building formerly leased by an outlet store located just west of the Village Hall. The facility is called “The Municipal Building Annex” and it provides additional meeting space. The Village should continue to maintain and, if necessary, relocate Village Hall facilities to effectively conduct Village government business. The Village will consider conducting a study of future spatial needs and desirable arrangement of the Village offices and other governmental activities to determine if relocation of current facilities is needed.

## **Library**

The Kewaskum Public Library occupies approximately 3,150 square feet of space in the Municipal Building, with an address of 206 First Street. In 2007, the library housed 24,769 books and had a total collection of 27,786 books and audio and visual materials. The library is governed by a seven-member library board appointed by the Village President and confirmed by the Village Board.

As a member of the Mid-Wisconsin Federated Library System,<sup>3</sup> the Kewaskum Public Library has reciprocal agreements with other library members to borrow and lend library materials, including the other public libraries in the County (West Bend Community Memorial Library, Hartford Public Library, Slinger Community Library, and Germantown Community Library). Washington County contracts with each library to provide library services to County residents living in communities without a municipal library. The Mid-Wisconsin Federated Library System is also a member of a larger group called Shared Holdings and Resource Exchange (S.H.A.R.E.). S.H.A.R.E. electronically links the collections of all the public libraries in Dodge, Jefferson, Racine, Walworth and Washington counties. In 2007, the Village of Kewaskum contributed about 59 percent of the total funding for the Kewaskum Public Library, the County contributed about 30 percent, and other sources (including State and private) contributed the remaining 11 percent.

The most current strategic plan for the Mid-Wisconsin Federated Library System was adopted in December 2007 for the period 2008 to 2010. The focus of the plan is on technology-related issues, including training for library staff and the desire to make optimal use of technology to serve library users and make library operations more efficient.

Based on information compiled by the Wisconsin Department of Public Instruction (WIDPI), the Kewaskum Public Library served 3,956 Village residents and 2,552 persons from outside the Village in 2007, for a total service population of 6,508 persons. WIDPI has established standards for libraries within the State. In addition to minimum standards for all libraries, there are more detailed standards based on the population served and the desired level of service. Levels of service include basic, moderate, enhanced, and excellent. Table 55 sets forth the standards recommended by WIDPI for both the 2007 service population and the projected 2035 service population for the Kewaskum library, based on a “basic” level of service. As shown on the table, the library slightly exceeded all of the basic service level standards in 2007. There will be a need for additional library materials and staff to serve the projected 2035 population.

WIDPI has no set standard for determining library square footage. The standards state that a library should have “adequate space to provide a full range of library services.” Because of limited space in the library currently, and the need to acquire and house additional materials over the planning period, the size of the library will likely need to be expanded during the planning period. The Village will consider preparing a facilities plan for the Kewaskum Public Library to determine future needs for library materials, equipment, and space.

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<sup>3</sup>*The Mid-Wisconsin Federated Library System includes 27 public libraries located in Washington, Dodge, and Jefferson Counties.*

**Table 55**

**RELATIONSHIP BETWEEN THE KEWASKUM PUBLIC LIBRARY AND WISCONSIN PUBLIC LIBRARY STANDARDS<sup>a</sup>**

Characteristic	Minimum Standard for All Libraries	Standard Based on Service Population (5,000 – 9,999 persons) <sup>b</sup>	Kewaskum Public Library		
			Existing 2007 <sup>c</sup>		Projected 2035 <sup>d</sup>
			Recommended by Standard	Actual	Recommended by Standard
Hours Open per Week	25	46	46	50	46
Staffing	1 Full Time Equivalent (FTE)	0.4 FTE per 1,000 persons	2.6	2.75	3.83
Collection Size (Print, Audio, and Video)	Not Specified	3.4 per capita	22,127	27,786	32,545
Total Books	8,000	3.1 per capita	20,175	24,769	29,673
Print Periodicals Received	30	11.1 per 1,000 persons	72	80	106
Public Computer Workstations with Internet Access	1 Workstation per 2,000 (service populations over 5,000)	1 workstation per 2,000 persons	3	5	5

<sup>a</sup>Standards are from the "Wisconsin Public Library Standards," 4<sup>th</sup> Edition, November 2005, prepared by the Wisconsin Department of Public Instruction (WIDPI).

<sup>b</sup>The Wisconsin Public Library Standards are categorized by population served and by four levels of service (basic, moderate, enhanced, and excellent). The information on this table is based on a population served of between 5,000 to 9,999 persons and a "basic" service level.

<sup>c</sup>Based on a current service population of 6,508 persons (3,956 Village residents and 2,552 from outside the Village). Current service population and other 2007 data are from the Wisconsin Public Library Service Data for 2007 compiled by WIDPI.

<sup>d</sup>Based on a projected service population of 9,572 persons (5,820 Village residents and 3,752 from outside the Village). Projected service population is based on the population projection selected by the Village Board and assumes the percentage of Village to non-Village persons in the service population will remain the same from 2007 to 2035. About 60 percent of the service population in 2007 were Village residents.

Source: Wisconsin Department of Public Instruction and SEWRPC.

**Post Office**

The U.S. Post Office is located at 347 Main Street (STH 28).

**Schools**

In 2008, there were 36 public schools in five public high school districts and 26 private schools in Washington County. The Village of Kewaskum is located entirely within the Kewaskum School District, as are the Towns of Kewaskum, Farmington, and Wayne, and the northern portion of the Town of Barton. The Kewaskum School District operates three schools in the Village: Kewaskum Elementary (serving Kindergarten through 5<sup>th</sup> Grade), Kewaskum Middle School (serving 6<sup>th</sup> Grade through 8<sup>th</sup> Grade), and Kewaskum High School (serving 9<sup>th</sup> Grade through 12<sup>th</sup> Grade). The Kewaskum School District also operates schools located in the Town of Farmington and Town of Wayne. There are also two private schools in the Village: Holy Trinity Catholic School (serving Kindergarten through 8<sup>th</sup> Grade) and St. Lucas Lutheran Grade School (serving Kindergarten through 8<sup>th</sup> Grade). All of the public and private schools and public high school districts in Washington County are shown on Map 21 and listed in Table 56.

School districts within the County typically prepare facilities plans, which include needs assessments for new facilities and land, based on development statistics received from the local governments they serve and population projection data from agencies such as SEWRPC and the Wisconsin Department of Administration (DOA). SEWRPC projections anticipate that the number of County residents under the age of 20 will increase from about 34,000 in 2000 to about 40,000 in 2035. This increase may require the expansion of existing schools buildings or the construction of new school buildings. In addition, some older school buildings within the County may require replacement as the facility becomes antiquated.

The Kewaskum School District is preparing for potential growth using an “as needed” approach based on annual enrollments and projected population growth and change. The District does not anticipate a need for new schools in the next 10 to 20 years.

The Kewaskum School District should work with local governments in the district, including the Village, 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 Village 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.

### **Parks**

As of 2009, the Village of Kewaskum owned five park and open space sites, the six-acre Kewaskum Creek Park, the 35-acre Kewaskum Kiwanis Community Park, the one-acre Knights Avenue Neighborhood Park, the 13-acre River Hill Park, and the eight-acre Wildlife Drive Neighborhood Park and Open Space Site. The Kewaskum Elementary, Middle, and High Schools were also located in the Village and provide 42 acres of recreational land. The Eisenbahn State Trail, owned by the DNR and maintained by Washington County, passes through the Village. Together, these eight sites provide 118 acres of publicly-owned park and open space. There were also five private sites located in the Village encompassing 31 acres, for a total of 149 acres within park and open space sites. All existing park and open space sites in the Village are listed in Table 16 in Chapter V.

The Park and Open Space Plan for Washington County,<sup>4</sup> adopted in 2004, provides recommendations for the maintenance and continued development of the County park system. The plan includes an open space preservation element and an outdoor recreation element. The outdoor recreation element of the County plan focuses on providing a well-distributed network of park sites for recreational activities that are closely related to natural resource amenities and/or large contiguous areas of open space, such as picnicking, swimming, golfing, and trail activities. The outdoor recreation element of the County park plan also recommends that a full range of community and neighborhood parks be provided by the appropriate local government in urban areas of the County. Community and neighborhood parks should 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.

Table 17 in Chapter V sets forth standards developed by SEWRPC for a system of community and neighborhood parks in urban areas, such as the Village of Kewaskum. Kewaskum Kiwanis Community Park (35 acres) meets the minimum 25 acres recommended for a community park and also meets the per capita standards for a community park (2.2 acres for each 1,000 Village residents) for both the 2007 Village population and the planned 2035 Village population of 5,820 residents. The entire Village of Kewaskum sewer service area is within the recommended maximum service radius of two miles of Kewaskum Kiwanis Community Park.

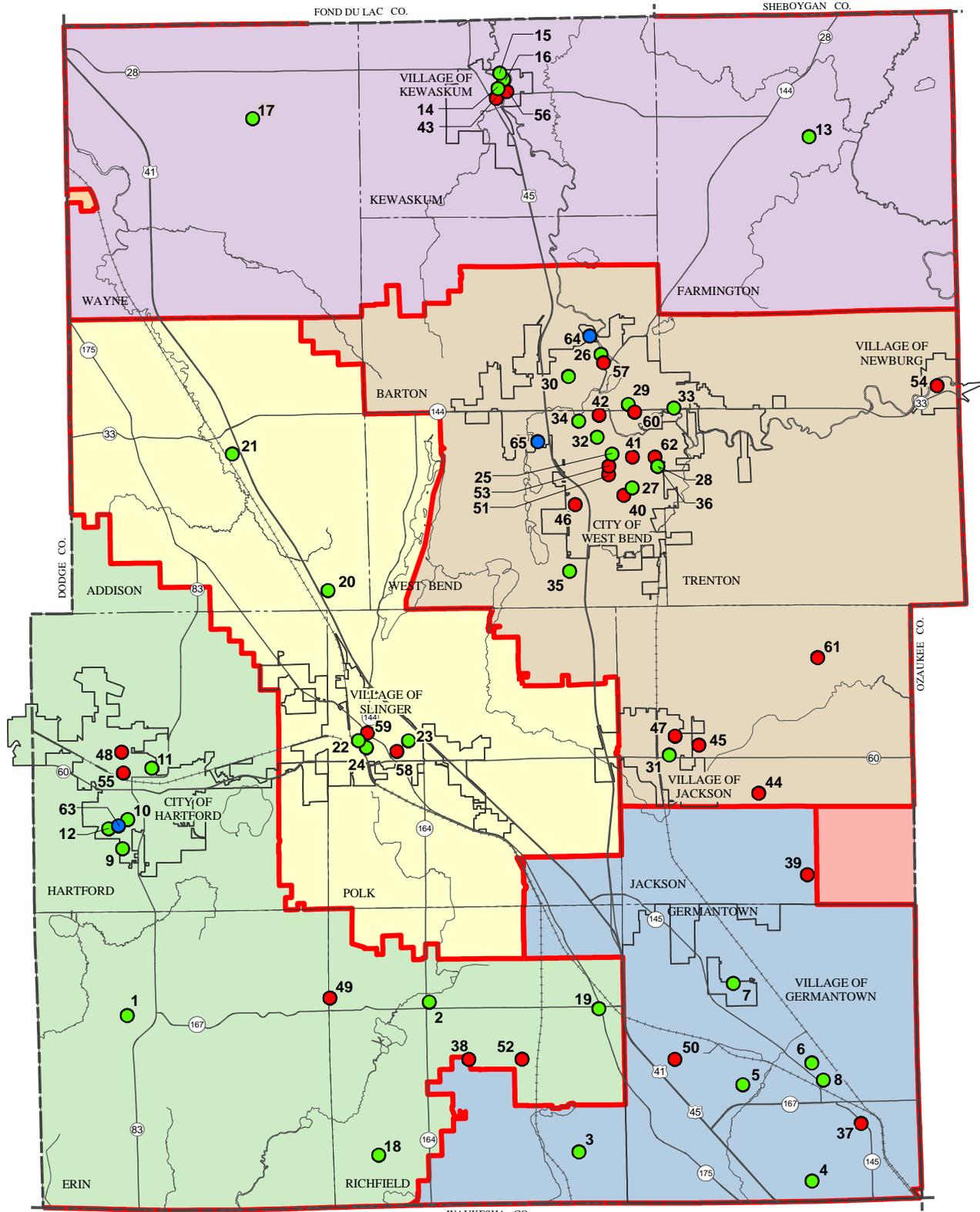
The Village of Kewaskum is served by two small “pocket parks,” the Knights Avenue and Wildlife Drive neighborhood parks. Although referred to as neighborhood parks, they do not fit the SEWRPC definition of neighborhood parks in terms of size or facilities provided. Public parks serving Village residents also include the River Hill special use park; the Kiwanis Community Park, which also serves as a neighborhood park; and playgrounds and playfields located at Kewaskum Elementary School and Kewaskum Middle and High Schools.

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<sup>4</sup>See *SEWRPC Community Assistance Planning Report No. 136 (3<sup>rd</sup> Edition)*, A Park and Open Space Plan for Washington County, March 2004.

# Map 21

## PUBLIC AND PRIVATE SCHOOLS AND PUBLIC HIGH SCHOOL DISTRICTS IN WASHINGTON COUNTY: 2009



**HIGH SCHOOL DISTRICTS**

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

**SCHOOL TYPES**

- PUBLIC
- PRIVATE
- COLLEGE / UNIVERSITY
- 25** SCHOOL TYPE REFERENCE NUMBER (SEE TABLE 56)

Source: Washington County, School Districts, and SEWRPC.

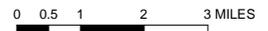
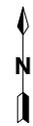


Table 56

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

Number on Map 21	Public Schools	Grades <sup>a</sup>	Enrollment <sup>b</sup>	Street Address <sup>c</sup>
1	Erin School District Erin Elementary School .....	PK-8	378	6901 CTH O, Hartford (Town of Erin)
2	Friess Lake School District Friess Lake School .....	PK-8	328	1750 STH 164, Hubertus (Town of Richfield)
3	Germantown School District Amy Belle Elementary School.....	PK-5	392	3294 Willow Creek Road, Colgate (Town of Richfield)
4	County Line Elementary School.....	PK-5	541	W159 N9939 Butternut Road, Germantown
5	Germantown High School.....	9-12	1,323	W180 N11501 River Lane, Germantown
6	Kennedy Middle School.....	6-8	876	W160 N11836 Crusader Court, Germantown
7	Rockfield Elementary School .....	K-5	200	N132 W18473 Rockfield Road, Germantown
8	MacArthur Elementary School .....	PK-5	399	W154 N11492 Fond Du Lac Avenue, Germantown
	Hartford J1 Public Schools			
9	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
	Hartford UHS School District			
12	Hartford High School .....	9-12	1,704	805 Cedar Street, Hartford
	Kewaskum School District			
13	Farmington Elementary School.....	PK-5	245	8736 Boltonville Road, Kewaskum (Town of Farmington)
14	Kewaskum Elementary School .....	PK-5	413	1415 Bilgo Lane, Kewaskum
15	Kewaskum Middle School.....	6-8	419	1510 Bilgo Lane, Kewaskum
16	Kewaskum High School.....	9-12	655	1676 Reigle Drive, Kewaskum
17	Wayne Elementary School.....	PK-5	128	W5760 County Road H, Campbellsport
--	Richfield J1 School District			
18	Plat Elementary School .....	PK-2	116	4908 Monches Road, Colgate (Town of Richfield)
19	Richfield Elementary School .....	3-8	296	3117 Holy Hill Road, Richfield
	Slinger School District			
20	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
	West Bend School District			
25	Badger Middle School.....	6-8	507	710 S. Main Street, West Bend
26	Barton Elementary School .....	PK-5	405	614 School Place, West Bend
27	Decorah Elementary School .....	PK-5	408	1225 Sylvan Way, West Bend
28	East High School .....	9-12	1,264	1305 E. Decorah Road, West Bend
29	Fair Park Elementary School .....	PK-5	466	519 N. Indiana Avenue, West Bend
30	Green Tree Elementary School.....	K-5	498	1330 Green Tree Road, West Bend
31	Jackson Elementary School.....	K-5	494	W204 N16850 Jackson Drive, Jackson
32	McLane Elementary School.....	K-5	563	833 Chestnut Street, West Bend
33	Phoenix Academy High School.....	9-12	75	1710 E. Washington Street, West Bend
34	Silverbrook Middle School .....	6-8	603	120 N. Silverbrook Drive, West Bend
35	Silver Maple PK .....	PK	42	5190 S. 18 <sup>th</sup> Avenue, West Bend
36	West High School .....	9-12	1,213	1305 E. Decorah Road, West Bend
--	Private Schools	Grades <sup>a</sup>	Enrollment <sup>d</sup>	Street Address <sup>c</sup>
37	Bethlehem Evangelical Lutheran School.....	PK-4	173	N108 W14290 Bel Aire Lane, Germantown
38	Crown of Life Evangelical Lutheran School.....	PK-7	47	1292 Tally Ho Trail, Hubertus (Town of Richfield)
39	David's Star Evangelical Lutheran School.....	PK-8	158	2750 David's Star Drive, Jackson
40	First Baptist Academy School .....	K-7	15	224 Butternut Street, West Bend
41	Good Shepherd Lutheran School.....	PK-8	237	777 Indiana Avenue, West Bend
42	Holy Angels School.....	PK-8	389	230 N. 8 <sup>th</sup> Avenue, West Bend

**Table 56 (continued)**

Number on Map 21	Private Schools	Grades <sup>a</sup>	Enrollment <sup>d</sup>	Street Address <sup>c</sup>
43	Holy Trinity Catholic School .....	PK-8	177	305 Main Street, Kewaskum
44	Kettle Moraine Lutheran High School.....	9-12	410	3399 Division Road, Jackson
45	Living Word Lutheran High School.....	9-12	151	2230 Living Word Lane, Jackson
46	Montessori Children House West School.....	PK-K	100	1701 Vogt Drive, West Bend
47	Morning Star Lutheran School.....	PK-8	167	N171W20131 Highland Road, Jackson
48	Peace Lutheran School.....	PK-8	223	1025 Peace Lutheran Drive, Hartford
49	St. Augustine School Inc. ....	K-11	63	1810 CTH CC, Hartford
50	St. Boniface Elementary School.....	PK-8	307	W204 N11968 Goldendale Drive, Germantown
51	St. Frances Cabrini School .....	PK-8	400	529 Hawthorn Drive, West Bend
52	St. Gabriel Elementary School .....	PK-8	122	3733 Hubertus Road, Hubertus (Town of Richfield)
53	St. John's Lutheran School .....	PK-8	226	899 S. 6 <sup>th</sup> Avenue, West Bend
54	St. John's Lutheran School .....	PK-8	63	623 Congress Street, Newburg
55	St Kilian Elementary School.....	PK-8	199	245 High Street, Hartford
56	St. Lucas Grade School .....	PK-8	107	1410 Parkview Drive, Kewaskum
57	St. Mary Immaculate Conception School .....	PK-8	144	415 Roosevelt Drive, West Bend
58	St. Paul's School.....	PK-8	75	799 Saint Paul Drive, Slinger
59	St. Peter Catholic Grade School .....	PK-8	67	206 E. Washington Street, Slinger
60	Tri-Center Alternative School .....	8-12	11	515 E. Washington Street, West Bend
61	Trinity Lutheran School .....	PK-8	74	1268 Pleasant Valley Road, West Bend
62	West Bend Christian School.....	PK-2	27	1110 E. Decorah Road, West Bend
- -	Colleges/Universities	Grades <sup>a</sup>	Enrollment <sup>e</sup>	Street Address <sup>c</sup>
63	Moraine Park Technical College – Hartford.....	- -	- - <sup>f</sup>	805 Cedar Street, Hartford
64	Moraine Park Technical College – West Bend ..	- -	- - <sup>f</sup>	2151 N. Main Street, West Bend
65	University of Wisconsin-Washington County .....	- -	1,018	400 University Drive, West Bend

<sup>a</sup>K is kindergarten and PK is pre-kindergarten.

<sup>b</sup>Enrollment is based on 2005 data.

<sup>c</sup>Street address is the school's mailing address.

<sup>d</sup>Enrollment is based on 2006 data.

<sup>e</sup>Enrollment is based on 2007 data.

<sup>f</sup>2007 enrollment for the entire Moraine Park Technical College was 21,513. Moraine Park Technical College has campuses in the City of West Bend in Washington County, the City of Fond du Lac in Fond du Lac County, and the City of Beaver Dam in Dodge County, and regional centers in the City of Hartford in Washington County and the City of Ripon in Fond du Lac County. Enrollment data for individual campuses and regional centers is not available.

Source: Wisconsin Department of Public Instruction, Moraine Park Technical College, UW-Washington County, and SEWRPC.

Public schools in the Village meet the per capita standards for school recreation sites (2.5 acres for each 1,000 Village residents), for both the 2007 Village population and the planned 2035 Village population. A need exists for additional neighborhood parks to meet per capita and service area standards. An additional park site should be provided west of USH 45 and south of CTH H to serve residents in the southwestern part of the Village. Additional neighborhood parks should also be acquired and/or developed east of USH 45 and north of STH 28 to serve residents in the northeastern portion of the Village, particularly if additional lands are annexed north of existing Village limits. Potential park sites are shown on Maps 13 and 14 in Chapter VI.

### 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.

**Table 57**

**WIRELESS TELECOMMUNICATION TOWERS AND ANTENNAS IN THE VILLAGE OF KEWASKUM: 2008**

Location	Provider	Antenna Height (Feet)	Antenna Type <sup>a</sup>
T12N, R19E, Section 9	Sprint	181.1	S
T12N, R19E, Section 9	Verizon	155.0	S
T12N, R19E, Section 9	T-Mobile	150.9	S

<sup>a</sup>Antenna types include S (Sectoral) and O (Omni). A Sectoral antenna uses a more complex antenna structure and transmits and receives over a sector with the total number of sectors covering a 360-degree pattern. An Omnidirectional uses a monoplex antenna and receives and transmits over a 360-degree pattern.

Source: Federal Communications Commission, Universal Licensing System Cellular License Database, Washington County and local governments, and SEWRPC.

Telecommunications have become increasingly important in the local, national, and global economies. SEWRPC has undertaken a regional telecommunications planning effort to create a better understanding of telecommunications networks and the provision of services such as wireless and wireline telecommunications and high speed, broadband telecommunications throughout the Region. An inventory of wireless telecommunications providers and antennas providing cell phone service in Washington County is included in SEWRPC Planning Report No. 51, *A Wireless Antenna Siting and Related Infrastructure Plan for Southeastern Wisconsin*, published in September 2006. In addition to presenting inventories of both infrastructure and performance for the existing cellular/PCS mobile wireless networks operating in the Region, the plan describes a recommended wireless telecommunications plan for the Region.

There were three wireless antennas, located on the two municipal water towers, in the Village in 2008. Providers with wireless antennas in the Village included Sprint, T-Mobile, and Verizon. The location of the two water towers and antennas are listed in Table 57.

A regional broadband access plan, which built upon the wireless telecommunications plan, was completed in 2007.<sup>5</sup> Upon implementation, this plan will support a mix of wireline and wireless networks that will provide fourth generation (4G) video, voice, and data communications services to the entire Region. A central feature of 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 Village will continue to work with wireless telecommunication providers to provide Village 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 Village. Natural gas and electrical power is available to the Village on demand and is not currently or anticipated to be a constraint to development during the comprehensive plan design period. There are no power plants, high-voltage electric transmission lines, or natural gas pipelines currently existing in the Village. The Village will work with We Energies and other utilities, as necessary, for infrastructure needed to serve existing or new development.

**Cemeteries**

There are three cemeteries in the Village of Kewaskum, all of which are associated with a church: The Old Holy Trinity Catholic Cemetery, Lutheran Memorial Park, and St. Lucas Evangelical Lutheran Cemetery. Together, the cemeteries encompass about seven acres. The Village will consider the development of new cemeteries in appropriate locations in the Village on request.

**Health Care Facilities**

There are two clinics for non-specialized medical services located within the Village, SynergyHealth Kewaskum Health Clinic and Aurora Health Center. There are no hospitals located in the Village, but health care facilities

<sup>5</sup>Documented in SEWRPC Planning Report No. 53, *A Regional Broadband Telecommunications Plan for Southeastern Wisconsin, October 2007.*

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 Village 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, 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 58. There are two community based residential facilities serving persons of advanced aged in the Village, Maple Dale Manor Kewaskum I and Maple Dale Manor Kewaskum II, both located on Fond du Lac Avenue. A CBRF offers room and board, supervision, support services, and may include up to three hours of nursing care per week. There is one residential care apartment, Maple Manor of Kewaskum, which is an independent apartment unit in which the following services are provided: room and board, up to 28 hours per week of supportive care, personal care, and nursing services. Additional advanced aged facilities are also located nearby in the City and Town of West Bend. 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 interested 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 59. None were located in the Village, 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. The Village 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

Table 58

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

Name	Street Address <sup>a</sup>	Capacity
<b>Nursing Homes</b>		
Cedar Lake Health Care Center.....	5595 CTH Z, West Bend	229
Hartford Healthcare Center.....	1202 E. Sumner Street, Hartford	106
Samaritan Health Center.....	531 E. Washington Street, West Bend	212
Samaritan Health Center Sub-Acute Unit.....	551 Silverbrook Drive, West Bend	23
Virginia Highlands Health and Rehabilitation Centers.....	W173 N10915 Bernies Way, Germantown	121
<b>Community Based Residential Facilities</b>		
Autumn Oaks LLC.....	227 E. Washington Street, Slinger	30
Countryview Group Home.....	N112 W12850 Mequon Road, Germantown	8
Deerview Meadows Assisted Living I.....	109 Lone Oak Lane, Hartford	14
Deerview Meadows Assisted Living II.....	111 Lone Oak Lane, Hartford	8
Everly House.....	N168 W22022 Main Street, Jackson	16
Friendship House.....	5595 CTH Z, West Bend	20
Hawthorn Manor Inc.....	321 Hawthorn Drive, West Bend	15
Hawthorn Manor Inc.....	346 S. Main Street, West Bend	12
Ivy Manor of Jackson.....	W194 N16744 Eagle Drive, Jackson	22
Landmark at Jackson Crossing (The).....	N168 W22022 Main Street, Jackson	20
Legacy (The).....	1025 Bell Avenue, Hartford	12
Maple Dale Manor Kewaskum I.....	1038 Fond du Lac Avenue, Kewaskum	20
Maple Dale Manor Kewaskum II.....	1042 Fond du Lac Avenue, Kewaskum	14
River Way Place LLC.....	831 E. Washington Street, West Bend	40
Touchstone West Bend.....	1707 Carrie Lane, West Bend	8
Tri Manor LTD.....	1937 N. Main Street, West Bend	19
Wellington Place of Hartford.....	615 Hildale Road, Hartford	28
<b>Residential Care Apartment Complexes</b>		
Cedar Bay East.....	5577 Home Drive, West Bend	54
Cedar Bay West.....	5555 Cedar Bay Drive, West Bend	107
Fields (The).....	675 East Washington Street, West Bend	24
Hawthorn Manor Apartments.....	275 W. Decorah Road, West Bend	12
Lakeshore at Jackson Crossing (The).....	N168 W22026 Main Street, Jackson	30
Legacy (The).....	1025 Bell Avenue, Hartford	28
Maple Manor of Kewaskum.....	1038 Fond du Lac Avenue, Kewaskum	20
<b>Adult Family Homes</b>		
Legate AFH.....	229 W. Paradise Drive, West Bend	4
Symicek AFH.....	834 Center Street, Hartford	4
<b>Adult Day Care Facilities</b>		
Aurora Medical Center Adult Day Service.....	1022 E. Sell Drive, Hartford	20
LSS Adult Day Center.....	140 N. 7 <sup>th</sup> Street, West Bend	20

<sup>a</sup>Street address is the facilities mailing address.

Source: Wisconsin Department of Health and Family Services.

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

Table 59

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

Name	Street Address <sup>a</sup>	Capacity
<b>Nursing Homes</b>		
Cedar Lake Health Care Center .....	5595 CTH Z, West Bend	229
Hartford Healthcare Center .....	1202 E. Sumner Street, Hartford	106
Samaritan Health Center .....	531 E. Washington Street, West Bend	212
Samaritan Health Center Sub-Acute Unit .....	551 Silverbrook Drive, West Bend	23
Virginia Highlands Health and Rehabilitation Centers.....	W173 N10915 Bernies Way, Germantown	121
<b>Community Based Residential Facilities</b>		
Autumn Oaks LLC.....	227 E. Washington Street, Slinger	30
Calm Harbor .....	139 South 8 <sup>th</sup> Avenue, West Bend	8
Countryview Group Home.....	N112 W12850 Mequon Road, Germantown	8
Timberline Group Home.....	W164 N10502 Timberline Road, Germantown	5
Ivy Manor of Jackson.....	W194 N16744 Eagle Drive, Jackson	22
<b>Adult Family Homes</b>		
17 <sup>th</sup> Avenue Adult Family Home .....	233 S. 17 <sup>th</sup> Avenue, West Bend	4
Beverly Tessar .....	1230 N. 10 <sup>th</sup> Avenue, West Bend	4
CLA Lee Ave.....	1102 Lee Avenue, West Bend	4
CLA Slinger Adult Family Home .....	3941 Elaines Way, Slinger	4
Dennis Path Adult Family Home .....	6874 Dennis Path, West Bend	3
Ellman Adult Family Home.....	260 S. Silverbrook Drive, West Bend	4
Hans Street.....	1505 Hans Street, West Bend	3
HIL Carrie Lane.....	1628 Carrie Lane, West Bend	4
HIL Columbus House.....	5096 Valley Trail, West Bend	4
HIL Drake House .....	1630 Carrie Lane, West Bend	4
HIL Magellan House .....	212 S. 16 <sup>th</sup> Avenue, West Bend	4
Imperial Court AFH .....	722 Imperial Court, West Bend	3
Legate AFH.....	229 W. Paradise Drive, West Bend	4
Pamme Court Adult Family Home.....	1545 Pamme Court, West Bend	4
PS LLC – Eder Lane.....	1620-1622 Eder Lane, West Bend	3
PS LLC – Firethorn .....	1209 Firethorn Drive, West Bend	3
PS LLC- Hillcrest.....	1017 Hillcrest Street, West Bend	4
REM Wisconsin II Diane Drive .....	6799 Diane Drive, Newburg	4
REM Wisconsin II Germantown .....	N116 W16105 Main Street, Germantown	4
REM Wisconsin II Greentree Road .....	2205 Greentree Road, West Bend	3
REM Wisconsin II INC, Patton Drive.....	1354 Patton Drive, Hartford	4
REM Wisconsin II INC, Meadowbrook Drive .....	505 Meadowbrook Drive, West Bend	4
REM Wisconsin II INC, Loos Street.....	735 E. Loos Street, Hartford	3
REM Wisconsin II Judith Court .....	708 Judith Court, West Bend	4
Symicek AFH .....	834 Center Street, Hartford	4
Villa Park.....	1031 Villa Park Drive, West Bend	4

<sup>a</sup>Street address is the facilities mailing address.

Source: Wisconsin Department of Health and Family Services.

centers and 62 licensed group child care centers in Washington County. The Village of Kewaskum has four licensed group child care centers: Little Folks School Club, Little Folks Schoolhouse, Tuttle Creek Club Cool, and Tuttle Creek Learning Center, Inc. There are no licensed family child care centers in the Village, but were located in nearby communities to serve Village 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 Village to plan for additional child care facilities. However, the Village should consider allowing additional child care facilities, if presented by an interested party, through the Village comprehensive plan design year 2035 in order to provide adequate child care services for Village residents.

## **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 Village:

- **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 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).
- **Village of Kewaskum** provides services or establishes agreements for sanitary sewer service, public water supply, solid waste disposal, recycling facilities, parks, police protection, fire protection, and emergency medical services throughout the Village. The Village also maintains streets under Village jurisdiction and provides facilities for stormwater management. Village 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 Village are included in Part 1 of this chapter.
- **School districts** are responsible for planning, constructing, and operating school facilities and for providing educational services.
- **The private sector** typically provides electric power, natural gas, communications services, health care, and child care services.

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

#### **Goals:**

- Provide a safe, secure, and healthful environment and a high quality of life for Village residents.
- Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.
- Provide an organized system of public outdoor recreation sites and related open space areas for Village residents.
- Continue to provide law enforcement and emergency services for Village residents and businesses.
- Cooperate with other units and agencies of government, where appropriate, to provide cost-effective government services.

#### **Objectives:**

- Strive to match the level of public services with the basic needs of new development and population increases.
- Require developers to pay for improvements needed to support new development requests.
- Ensure proper disposal of wastewater to ensure public health and protect ground and surface water quality.

- Ensure that the water supply for the Village of Kewaskum has sufficient capacity, remains potable, and is available to meet the needs of current and future residents.
- Promote stormwater management practices that reduce property damage and ensure a high level of water quality.
- Public outdoor recreation sites should be thoughtfully designed and located. Public outdoor recreation sites should also provide a sense of community, bring people together for social and cultural as well as recreational activities, and contribute to the desirability and stability of residential neighborhoods and the communities in which such facilities are provided.
- Encourage shared services with neighboring communities, where appropriate.

**Policies:**

- Land use patterns should be supported by appropriate transportation systems and utilities, which should form a basic framework for land use development.
- Proposed development shall comply with the subdivision design standards and design specifications of the Village to ensure effective layout and provision of services.
- Continue to provide a reliable and adequate sanitary sewer service system to Village residents and businesses.
- Continue to monitor land development within the Village of Kewaskum urban service area, which affects the capacity of the Village’s wastewater treatment plant.
- Continue to provide Village residents and businesses an adequate and safe water supply.
- Adequate stormwater management facilities should be provided for all development.
- Promote cost effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land use within the Village.
- Continue to provide police protection services to the Village.
- Continue to provide the facilities necessary to maintain high quality fire protection throughout the Village and other communities within its service area.
- Provide library services to meet the social, educational, informational, technological, and recreational needs of the Kewaskum area.
- Work with the Kewaskum School District, if requested, to provide information regarding proposed residential developments to help the districts prepare accurate facilities plans.
- Continue to maintain and improve the Municipal Building to effectively conduct Village government business.
- Continue to maintain and develop a Village park system.
- Work with private providers to provide the most affordable and efficient communications and telecommunications systems to Village residents and landowners.
- Cooperate with electric and gas service providers, such as We Energies, to provide power and heat to Village residents and businesses.
- Although cemeteries are not provided by the Village, the Village will consider the development of new cemeteries in the Village in appropriate locations, subject to review and approval by the Village.
- Continue to cooperate with Washington County to protect public health and safety, particularly dispatching services and emergency management activities.
- Work with Washington County to provide adequate health care facilities and services to maintain the high level of health care in the Village.
- Although child care facilities are not provided by the Village, the Village will consider the development of additional child care facilities in the Village, where appropriate, to meet the needs of Village residents, subject to review and approval by the Village.

**Programs:**

- Continue to prepare and update needs assessments as necessary in order to assess and collect impact fees on new development to cover the cost of Village utilities and community facilities needed to serve the development.
- Consider preparing a facilities plan for the Kewaskum Public Library to determine future needs for library materials, equipment, and space.
- Consider conducting a facilities plan for the Municipal Building to determine future needs for office and other space needed to carry out Village functions. This plan may include the library study described in the preceding program.
- Consider preparing a stormwater management plan for Edgewood and Knights Creeks.
- Conduct periodic needs assessment studies of the Village Police Department to determine if the department has sufficient officers, equipment, and facilities to adequately protect the community.
- Conduct periodic needs assessment studies of the Kewaskum Fire Department to determine if the department has sufficient firefighters, equipment, water supply, and facilities to adequately protect the Village and the other communities it serves.
- Explore a partnership with Washington County for recycling programs and facilities, including establishment of household hazardous waste collection sites and facilities.
- Implement the programs recommended in the Agricultural, Natural, and Cultural Resources Element (Chapter V) to provide Village parks, trails, and other recreational facilities.
- Initiate contacts with Washington County and adjacent communities prior to constructing new public facilities or initiating or expanding Village services to determine if there are opportunities for joint facilities or services.
- Continue to 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 goals, objectives, policies, maps, and programs that promote the stabilization and retention or expansion of the economic base and quality employment opportunities in the Village of Kewaskum. In addition, this element must:

- Include an analysis of the Village labor force and economic base.
- Assess categories or particular types of new businesses and industries that are desired by the Village.
- Assess the Village's strengths and weaknesses with respect to attracting and retaining businesses and industries and designate an adequate number of sites for such businesses and industries.
- Evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses.
- Identify economic development programs, including State and Regional programs, which apply to the Village.

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

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Building of community identity by revitalizing main streets and enforcing design standards.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- 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.

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

**Table 60**

**EMPLOYMENT STATUS OF PERSONS 16 YEARS OF AGE OR OLDER RESIDING IN THE VILLAGE 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 .....	1,772	98.1	72.0
Unemployed .....	34	1.9	1.4
In Armed Forces.....	--	--	--
Subtotal in Labor Force	1,806	100.0	73.4
Not in Labor Force	654	--	26.6
Total	2,460	--	100.0

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

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 organizations and programs which assist in the establishment, retention, and expansion of area businesses, is provided in Appendix F.

**PART 1: INVENTORY AND ANALYSIS**

**Labor Force**

The labor force is defined as those residents of the Village 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 Village because some Village residents are employed outside the Village, some have more than one job, some are unemployed, and some jobs in the Village are held by non-residents.

Table 60 sets forth the employment status of Village residents 16 years of age or older. There were 1,772 employed persons residing in the Village and 1,806 Village residents in the labor force in 2000. Employed persons comprised about 54 percent of the total population of the Village in 2000. There were 34 unemployed persons age 16 or older, or about 2 percent of the labor force. By comparison, 2.7 percent of the County labor force, 3.6 percent of the Regional<sup>3</sup> labor force, and 3.2 percent of the State labor force were unemployed in 2000. About 27 percent of Village residents, or 654 persons, 16 years of age or older did not participate in the labor force in 2000.<sup>4</sup> Unemployment has trended upward, particularly during 2008 and the first part of 2009. As of June 2009, the Wisconsin Department of Workforce Development (DWD) reported the unemployment rate in Washington County at 10.1 percent of the labor force and the unemployment rate for the Milwaukee Metropolitan area<sup>5</sup> at 9.8 percent of the labor force.

<sup>2</sup>This data is only available at the County level.

<sup>3</sup>The Southeastern Wisconsin Region consists of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

<sup>4</sup>Persons age 16 and older who did not participate in the labor force include only those persons who did not work nor seek employment.

<sup>5</sup>The Milwaukee Metropolitan area consists of Milwaukee, Ozaukee, Washington, and Waukesha Counties.

Part 1 of this chapter provides an inventory and analysis of the labor force and economic base in the Village including approximate employment and unemployment, employment by job type in Washington County,<sup>2</sup> the largest employers in the Village, personal income characteristics of residents, existing and planned business/ industrial parks in the Village and neighboring communities, and environmentally contaminated land. Part 2 sets forth the projected number of jobs in the Village in 2035, an assessment of desirable new businesses and industries, and an assessment of the Village’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.

Table 11, in Chapter III, sets forth the location of employment for Village and County residents in 2000. About 71 percent of employed Village residents worked within Washington County, including about 26 percent in the City of West Bend and about 19 percent in the Village of Kewaskum, and about 29 percent of residents traveled outside the County for employment. Of the 29 percent of Village residents who traveled outside the County for employment, about 8 percent worked in Milwaukee County and about 10 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 Village labor force is most suited to, the type of industry that the Village may be most successful in retaining and attracting, and the types of new businesses and industries most desired by the Village. The number of employed persons by occupation in the Village and County is set forth in Table 10 in Chapter III. Village residents employed in production, transportation, and material moving occupations comprised the largest percentage of the employed labor force at about 28 percent, or 498 workers. Sales and office and occupations and management, professional, and related occupations ranked second and third respectively, with about 25 percent, or 436 workers, and about 22 percent, or 383 workers, of the employed Village residents. Service occupations (14 percent); construction, extraction, and maintenance occupations (11 percent); and farming, fishing, and forestry occupations (less than 1 percent) represent the remaining 25 percent of the employed Village 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.

The high percentage of workers in management and professional and sales and office occupations are consistent with the high level of educational attainment among Village and Washington County residents 25 years of age and older. About 84 percent of Village residents at least 25 years of age and 89 percent of County residents at least 25 years of age had attained a high school or higher level of education in 2000. About 43 percent of the population 25 years of age and older in the Village 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. Educational attainment for residents of the Village and County is set forth in Table 6 in Chapter III.

Changing age composition of the Village labor force, which is expected to resemble that of Washington County, may also affect retention and attraction of business and industry to the Village and the types of business and industry most desired by the Village. 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 Village for 2035, as stated in Chapter III, is 5,820 persons. Assuming the Village population projection and the County age composition projection will apply within the Village, about 4,656 Village residents will be of working age (age 16 or older<sup>6</sup>). If current labor force participation trends hold constant and the same methodology for calculation is used as above, about 3,207 Village residents could be participating in the labor force in 2035.

## **Employment**

### ***Number and Type of Jobs***

Employment or “place of work” data are the number and type of jobs available in the Village 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 for determining how many and what type of jobs will need to be added in the Village and County to serve the projected 2035 Village population.

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<sup>6</sup>*This definition is based on methodology used by the U.S. Census Bureau for compiling labor force data.*

Table 61 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 62 sets forth the number of jobs in 2000 in the Village of Kewaskum and each community in the County. In 2000, the Village of Kewaskum had 1,891 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 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.

**Table 61**  
**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 62**  
**NUMBER OF JOBS IN**  
**WASHINGTON COUNTY COMMUNITIES: 2000**

Community	Number of Jobs	Percent
<b>Cities</b>		
Hartford <sup>a</sup> .....	8,248	13.3
West Bend.....	19,181	31.0
<b>Villages</b>		
Germantown.....	12,724	20.5
Jackson.....	3,392	5.5
Kewaskum.....	1,891	3.1
Newburg <sup>b</sup> .....	514	0.8
Slinger.....	2,453	4.0
<b>Towns</b>		
Addison.....	2,061	3.3
Barton.....	1,344	2.2
Erin.....	502	0.8
Farmington.....	513	0.8
Germantown.....	242	0.4
Hartford.....	995	1.6
Jackson.....	955	1.5
Kewaskum.....	502	0.8
Polk.....	1,557	2.5
Richfield.....	2,544	4.1
Trenton.....	432	0.7
Wayne.....	557	0.9
West Bend.....	1,339	2.2
Washington County <sup>c</sup>	61,946	100.0

<sup>a</sup>Includes entire City of Hartford.

<sup>b</sup>Includes entire Village of Newburg.

<sup>c</sup>Includes Washington County and the entire City of Hartford and Village of Newburg.

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

There were 68,484 jobs located in the County in 2007, which is an increase of 11 percent from the 2000 level. Table 63 sets forth the number of jobs by industry group in the County as of 2007. The two industry groups listed on Table 63 include the Standard Industry Classification (SIC) system and the North American Industry Classification System (NAICS). The two industry groups provide different industry group classifications. In 1997, the U.S. government started using the NAICS to categorize employment data. The NAICS was developed jointly by the U.S., Canada, and Mexico to provide improved comparability in statistics about business activity across North America.

### ***Major Employment Types<sup>7</sup>***

The manufacturing industry led Washington County in number of jobs in 2007, despite the drop in the number of manufacturing jobs from 17,307 in 2000 to 14,359 in 2007. The next five largest private employment categories were:

- Retail trade – 8,482 jobs
- Health care and social assistance – 5,929 jobs
- Accommodation and food services – 4,898 jobs
- Construction – 4,400 jobs
- Other services, except public administration – 4,117 jobs

The largest government employer in the County was local government, which consisted of 4,873 jobs.

### ***Major Employment Locations***

Major employment locations (those with 100 or more employees) in Washington County in 2008 are listed by community on Table 64. Ranges are given rather than a specific number of employees for privacy reasons. In the Village, the Kewaskum School District and Regal Ware Inc. were the largest employers, both with 100 to 249 employees. Other large employers in the Village included Geidel's Foods Inc., with 50-99 employees; and True Q Enterprises Inc. (Dairy Queen), the Village of Kewaskum, and Kewaskum Frozen Foods Inc.; each with 20-49 employees. The largest employers in the County were Serigraph Inc., Washington County, West Bend Mutual Insurance Co., and the West Bend School District in the City of West Bend; Broan-Nutone LLC, Quad/Graphics Inc., and Signicast Corporation in the City of Hartford; Techstar MFG Company in the Village of Germantown; St. Joseph's Hospital in the Town of Polk; Benevolent Corporation Cedar Community in the Town of West Bend; and Sysco Food Services in the Village of Jackson.

### ***Annual Wages<sup>8</sup>***

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 Village and each community in the County is documented in Table 8 in Chapter III. The median household income in the Village was \$49,861, which was \$7,172 less than the median household income in the County (\$57,033), \$3,274 more than the median household income in the Region (\$46,587), \$6,070 more than the median household income in the State (\$43,791), and \$7,867 more than the household income in the Nation (\$41,994).

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<sup>7</sup>This data is only available at the County level.

<sup>8</sup>This data is only available at the County level.

Table 63

## PRIVATE AND GOVERNMENT EMPLOYMENT BY INDUSTRY GROUP IN WASHINGTON COUNTY: 2007

Industry Group (NAICS) <sup>a</sup>	Former SIC Industry Group <sup>b</sup>	Number	Percent
<b>Private Employment</b>			
Forestry, fishing, related activities, and other.....	Agricultural, forestry, and fishing	87	0.1
Mining.....	Mining	93	0.1
Utilities.....	Transportation, communication, electric, gas, and sanitary services	-- <sup>c</sup>	-- <sup>c</sup>
Construction.....	Construction	4,400	6.4
Manufacturing.....	Manufacturing	14,359	21.0
Wholesale trade.....	Wholesale trade	3,338	4.9
Retail trade.....	Retail trade	8,482	12.4
Transportation and warehousing.....	Transportation, communication, electric, gas, and sanitary services	-- <sup>c</sup>	-- <sup>c</sup>
Information.....	Services	665	1.0
Finance and insurance.....	Finance, insurance, and real estate	3,007	4.4
Real estate and rental and leasing.....	Finance, insurance, and real estate	2,069	3.0
Professional and technical services.....	Services	2,444	3.6
Management of companies and enterprises.....	Services	143	0.2
Administrative and waste services.....	Services	3,031	4.4
Educational services <sup>d</sup> .....	Services	661	1.0
Health care and social assistance.....	Services	5,929	8.7
Arts, entertainment, and recreation.....	Services	1,314	1.9
Accommodation and food services.....	Services; Retail trade	4,898	7.2
Other services, except public administration.....	Services	4,117	6.0
Farm employment.....	Agricultural, forestry, and fishing	1,232	1.8
Subtotal <sup>e</sup>	--	62,691	91.6
<b>Government and Government Enterprises</b>			
Federal, civilian.....	Public Administration; Transportation, communication, electric, gas, and sanitary services	274	0.4
Military.....	Public Administration	371	0.5
State government.....	Public Administration	275	0.4
Local government.....	Public Administration	4,873	7.1
Subtotal	--	5,793	8.4
Total	--	68,484 <sup>f</sup>	100.0

<sup>a</sup>American Industry Classification System.

<sup>b</sup>Standard Industry Classification system.

<sup>c</sup>Detailed data is not available at the County level; however, the utilities and transportation and warehousing industry groups combined total 2,422 jobs and 3.5 percent of the total jobs located in the County.

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

<sup>e</sup>Subtotal includes the sum of forestry, mining, utilities, and transportation and warehouse industry jobs.

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

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

Reported household income in the Village has increased from \$20,948 in 1979 to \$49,861 in 1999, which is an increase of about 138 percent. When expressed in constant dollars, 1979 reported income adjusted for inflation to express that income in 1999 dollars, household income in the Village increased from \$48,435 to \$49,861, which is an increase of about 3 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.

Table 64

MAJOR EMPLOYERS IN WASHINGTON COUNTY: 2008<sup>a,b</sup>

Name	Location	Number of Employees <sup>c</sup>
City of Hartford		
Broan-Nutone, LLC .....	926 West State Street	500-999
Quad/Graphics, Inc. <sup>d</sup> .....	1900 West Sumner Street	500-999
Signicast Corporation <sup>d</sup> .....	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 [AC] .....	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

Name	Location	Number of Employees <sup>c</sup>
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
Village of Richfield		
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

<sup>a</sup>Major employers include those with 100 or more employees at a single location.

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

<sup>c</sup>The exact number of employees is confidential.

<sup>d</sup>Partially located in that portion of the City of Hartford in Dodge County.

Source: Wisconsin Department of Workforce Development and SEWRPC.

Overall, households in the Village have experienced economic prosperity over the last two decades; however, a number of households in the Village had annual incomes under the poverty level in 1999. There were 61 households, or about 5 percent of all households, with incomes below the poverty level in the Village in 2000. Of the 61 households, 35 were family households and 26 were non-family households. Poverty thresholds are determined on a National basis and do not change by geographic region. Poverty thresholds ranged between \$8,501 for a one person household and \$34,417 for a nine person household in 1999.<sup>9</sup>

### **Commercial and Industrial Areas**

The Village 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 Village 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 land use plan map for the Village urban service area (Map 14 in Chapter VI) designates 388 acres for commercial and industrial development in 2035, which is an increase of 284 acres from the 104 acres developed for such uses in 2008.

### ***Business/Industrial Parks***

Existing business parks located in the County are listed in Table 65. 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 was one business park, Trading Post Center Business Park, located in the Village of Kewaskum. Trading Post Center Business Park encompassed 57 acres in 2008, with approximately 16 acres developed with commercial and industrial uses; approximately four acres within street rights-of-way; approximately nine acres within wetlands; and approximately 28 acres, or 49 percent of the park, available for development.

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 2,633 acres, has been developed or is committed to development. About 25 percent of the land, or 878 acres, is currently available for development. Business parks were also located in the Cities of Hartford and West Bend; Villages of Germantown, Jackson, 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/industrial park north of STH 28 and west of USH 45 on the land use plan map (Map 14 in Chapter VI).

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<sup>9</sup>*The poverty thresholds above are weighted averages. Thresholds vary depending on the number of related children under age 18 present in the household and the age of the householder.*

Table 65

**BUSINESS/INDUSTRIAL PARKS IN WASHINGTON COUNTY: 2008<sup>a</sup>**

Park Name	Location <sup>b</sup>	Total Site Area (Acres)	Area Developed/ Committed for Business/Industrial Uses (Acres)	Remaining Available Developable Area (Acres)
City of Hartford				
Dodge Industrial Park <sup>c</sup> .....	T10N, R17E Section 12-4 and Section 13-1 and 4; T10N, R18E Section 7-3 and Section 18-2 and 3	540.0	507.0	33.0
Hartford Industrial Park .....	T10N, R18E Section 17-2 and 3 and Section 20-1 and 2	106.0	106.0	--
Western Industrial Park.....	T10N, R18E Section 17-3 and Section 18-1 and 4	66.0	66.0	--
City of West Bend				
River Road Industrial Park .....	T11N, R19E Section 36-4	57.0	35.5	21.5
West Bend Corporate Center .....	T11N, R19E Section 26-2 and 3	234.0	113.0	121.0
West Bend Industrial Park – East.....	T11N, R20E Section 7-3	67.0	67.0	--
West Bend Industrial Park – South.....	T11N, R19E Section 25-1, 2, 3, and 4	204.0	195.5	8.5
Wingate Creek Business Center .....	T11N, R20E Section 27-3 and 4	70.0	36.0	34.0
Village of Germantown				
Germantown Business Park (Donges Bay Industrial Park) .....	T9N, R20E Section 32-3	350.0	233.0	117.0
Germantown Industrial Park (Maple Road Industrial Park) .....	T9N, R20E Section 20-1 and 4 and Section 21-2 and 3	474.0	474.0	--
Stonewood Business Park .....	T9N, R20E Section 28-1	18.0	18.0	--
Village of Jackson				
Cedar Creek Business Park.....	T10N, R19E Section 13-4 and Section 14-1	110.0	110.0	--
Jackson Northwest Business Park .....	T10N, R20E Section 18-1, 2, 3, and 4	290.0	210.0	80.0
Village of Kewaskum				
Trading Post Center Business Park.....	T12N, R19E Section 15-3	57.0	20.0	28.0 <sup>d</sup>
Village of Richfield				
Beechwood Industrial Park.....	T9N, R19E Section 24-1	44.0	44.0	--
Endeavor Industrial Park .....	T9N, R19E Section 1-2	133.0	20.0	113.0
Strohwig Industrial Park .....	T9N, R19E Section 12-2 and 3	150.0	100.0	50.0
Village of Slinger				
Industrial Site #1 .....	T10N, R19E Section 16-3	23.0	--	23.0
Industrial Site #2 .....	T10N, R19E Section 16-4	49.0	--	49.0
Industrial Site #3 .....	T10N, R19E Section 6-3	13.0	--	13.0
Industrial Sites #4 and #7 .....	T10N, R19E Section 17-4 and Section 20-1	100.0	97.5	2.5
Industrial Sites #5 and #10.....	T10N, R19E Section 7-4 and Section 8-3	19.0	--	19.0
Industrial Site #6 .....	T10N, R19E Section 21-1	27.0	--	27.0
Industrial Site #8 .....	T10N, R19E Section 18-2	16.0	--	16.0
Industrial Site #9 .....	T10N, R19E Section 7-3 and Section 18-2	34.0	34.0	--
Town of Addison				
St. Lawrence Industrial Park.....	T11N, R18E Section 34-4	230.0	110.0 <sup>e</sup>	120.0
Town of Polk				
Helsan Business Park <sup>f</sup> .....	T10N, R19E Section 36-4	39.0	36.5	2.5
<b>Total – 27 Sites</b>	<b>--</b>	<b>3,520.0</b>	<b>2,630.0</b>	<b>890.0</b>

<sup>a</sup>Business/Industrial Parks in Washington County were identified based on the following characteristics: the presence of a planned publicly-owned internal street system, single ownership at the time the park was created, having buildable sites, and created by plat or by certified survey map.

<sup>b</sup>The location represents the U.S. Public Land Survey Township, Range, and Section in which the site is located. The last number indicates the quarter section location. A "1" indicates the northeast quarter, a "2" indicates the northwest quarter, a "3" indicates the southwest quarter, and a "4" indicates the southeast quarter.

<sup>c</sup>The Dodge Industrial Park is partially located in that portion of the City of Hartford in Dodge County.

<sup>d</sup>The Trading Post Center Business Park site also contains nine acres of wetlands.

<sup>e</sup>Includes an existing nonmetallic mining site.

<sup>f</sup>The 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. Six environmentally contaminated sites have been identified in the Village, and are listed in Table 24 in Chapter VI. The sites are currently developed with urban uses, and no redevelopment is planned or recommended.

### ***Tax Increment Financing (TIF) Districts***

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.

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. There was one TIF district, TIF #2, located in the Village of Kewaskum. TIF #2 was created in 2005 and encompasses about 122 acres in the southern portion of the Village, including the Trading Post Center Business Park. Within TIF #2, the land use plan map (Map 14 in Chapter VI) designates nine acres of commercial uses, 43 acres of industrial uses, 29 acres of residential uses, 27 acres of street rights-of-way, and 14 acres of wetlands.

### ***Central Business District***

The Kewaskum Central Business District (CBD) serves as a major focal point for commercial activities in the Kewaskum area, supported by nearby major attractions, including the Kettle Moraine State Forest. In addition to providing services similar to a neighborhood commercial center, this community-oriented district provides such shopper goods as furniture and appliances. It also fosters the identity of the Village, an identity due, in part, to the historic character of downtown buildings.

## **PART 2: ECONOMIC PROJECTIONS AND DESIRABLE BUSINESSES**

### **Employment Projections**

Future employment levels in the County are expected to be strongly influenced by the strength of the regional economy relative to the rest of the State and Nation. The Southeastern Wisconsin Regional Planning Commission's (SEWRPC) economic study, *The Economy of Southeastern Wisconsin*<sup>10</sup>, which was prepared as part of the regional land use planning program, concluded that the regional economy is unlikely to significantly increase or decrease in strength relative to the State or Nation over the projection period of 2000 to 2035.

Projections of total employment for Washington County were prepared within the framework of the regional employment projection largely on the basis of trend analysis. The number of jobs by industry group in 2000 and the projected number of jobs in 2035 are shown on Table 66. 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 land use plan map for the Village urban service area (Map 14 in Chapter VI) designates an additional 80 acres for commercial development, an additional 188 acres for industrial development, and an additional 49 acres of Business Park 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

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

Table 66

**EMPLOYMENT PROJECTIONS FOR WASHINGTON COUNTY UNDER THE REGIONAL LAND USE PLAN: 2000-2035**

Industry Group	Existing Number of Jobs 2000	Projected Number of Jobs 2035	2000-2035 Number Change in Employment	2000 Percent of Total Employment	2035 Percent of Total Employment
Industrial <sup>a</sup> .....	23,999	24,062	63	38.9	30.5
Retail.....	10,152	12,674	2,522	16.5	16.1
General <sup>b</sup> .....	16,890	31,758	14,868	27.4	40.3
Transportation, Communications, and Utilities.....	2,313	2,186	-127	3.7	2.8
Government.....	6,018	6,018	0	9.8	7.6
Other <sup>c</sup> .....	2,319	2,163	-156	3.7	2.7
<b>Total</b>	<b>61,691</b>	<b>78,861</b>	<b>17,170</b>	<b>100.0</b>	<b>100.0</b>

<sup>a</sup>Industrial includes construction, manufacturing, and wholesale trade categories.

<sup>b</sup>Includes finance, insurance, and real estate (FIRE), and service categories.

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

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

region, 4,110 additional jobs,<sup>11</sup> for a total of 6,001 jobs, could be accommodated in the commercial and industrial areas shown on the Village land use plan. A continuation of recent employment trends (1980 through 2005) would result in 2,307 jobs in the Village in 2035, compared to 1,891 jobs in the Village in 2000, or a 22 percent increase.

Based on consideration of the range of employment projections described in the preceding paragraph, the Village of Kewaskum selected an employment projection of 3,000 jobs in the year 2035. This number lies between the “recent trends” projection and the regional land use plan 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 Village of Kewaskum be identified in the economic development element of the comprehensive plan. This section includes a list of businesses and industries the Village would like to create, attract, retain, or expand.

Desired business and industries for the Village 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
- 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 Village
  - No specific codes, would apply to virtually all

<sup>11</sup>Based on an average of 16.6 workers for each acre of retail and service development, 8.3 workers per acre of industrial development, and 25.0 workers for each acre of Business Park development.

- 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
- 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
  - 327, Nonmetallic Mineral Product Manufacturing
- Aerospace manufacturing
  - 3364, Aerospace Product and Parts Manufacturing
- Food processing
  - 311, Food Manufacturing and Processing
- Conservation industries and renewable energy manufacturing
  - 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 Village 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:***

- Increase in crime
- Lack of electrical transmission lines
- Lack of criteria for determining whether proposed growth is economically positive
- Loss of natural resources and natural areas
- Traffic
- Lack of downtown businesses (stores)
- Schools' academic standing

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

#### **Goals:**

- Maintain, enhance, and continue to diversify the economy consistent with other Village goals and objectives in order to provide a stable economic base.
- Retain and encourage new opportunities for local employment of citizens.
- Provide adequate pedestrian areas and aesthetic features in the central business district to encourage consumer activity and provide community character.
- Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.
- Develop strategies to promote business retention, expansion, and recruitment.
- Provide for commercial and industrial development in designated locations.

#### **Objectives:**

- Make the Village's vision statement, comprehensive plan, and future land use map available to developers with potential business proposals.
- Review commercial and industrial development to ensure a minimal impact on adjacent land uses.

- Encourage a wide range of housing types to provide housing options for the Village’s workforce.
- Promote adequate supporting infrastructure for business creation, retention, expansion, and attraction.
- Preserve historic and cultural resources that attract tourists to the Village.
- Promote programs that improve the Village workforce.
- Promote the positive attributes of the Village to desirable businesses that may consider locating or expanding in the Village.
- Promote redevelopment of underutilized commercial and industrial land.
- Maintain the central business district as a focal point for commercial activities in the Village.

**Policies:**

- Continue to accommodate home occupations that meet zoning ordinance requirements.
- Provide supporting infrastructure, public services, and recreational facilities that promote a high quality of life for Village residents in an effort to attract and retain desirable businesses in the Village.
- Support economic development organizations that act to retain and create employment opportunities for residents of the Village.
- Promote commercial and industrial development in business/industrial parks and TIF #2.
- Promote commercial redevelopment in the central business district.

**Programs:**

- Identify suitable areas for commercial and industrial development on the Village land use plan map (See Map 14 in Chapter VI).
- Continue to implement the site plan review requirements of the Village zoning ordinance for commercial and industrial uses.
- Develop methods to analyze the long term actual impacts of new business development, including financial impacts and opportunity costs.
- Consider reestablishing the economic development committee of the Village Board.
- Work with the Kewaskum Area Chamber of Commerce and the Economic Development/Washington County to determine desirable business development and for assistance in stimulating such development when and where appropriate.
- Work with industrial/manufacturing business owners to identify appropriate areas for siting new industry and the expansion of existing industry.
- Support the Kewaskum Area Chamber of Commerce in its efforts to promote the Village to businesses considering expansion or relocation to the Kewaskum area.
- Work with appropriate organizations to implement the housing programs recommended in the Housing Element (Chapter VII).
- Work with appropriate organizations to implement the transportation programs recommended in the Transportation Element (Chapter VIII).
- Work with appropriate partners to explore telecommunications and technology strategies for the Village to ensure access to wireless voice and data communications networks for Village businesses and residents, including residents who telecommute or operate home occupations.
- Work with utility companies to ensure that new industrial parks/buildings can provide adequate electrical power to operate the equipment required by those desired industries.
- Continue to participate in UW-Extension’s First Impressions Program to assist in promoting the historic and economic redevelopment of the central business district.

- Continue to maintain and enhance the attractiveness of the Village through implementation of landscaping, signage, and building façade requirements in the Village zoning ordinance and the historic preservation guidelines in Chapter V. Appendices D and E provide urban design guidelines and landscaping guidelines, respectively, for consideration by Village officials when reviewing proposed development applications and site plans. Illustrations in the appendices provide examples of urban design practices intended to help achieve zoning ordinance requirements.

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## Chapter XI

# INTERGOVERNMENTAL COOPERATION ELEMENT

### INTRODUCTION

The intergovernmental cooperation element is one of the nine elements of a comprehensive plan required by Section 66.1001 of the *Wisconsin Statutes*. Section 66.1001(2)(g) of the *Statutes* requires this element to compile goals, objectives, policies, programs, and maps for joint planning and decision making between the Village and other jurisdictions, including school districts, drainage districts,<sup>1</sup> and adjacent local governmental units, for the siting and building of public facilities and sharing public services. The *Statutes* also requires this element to:

- Analyze the relationship of the Village to school districts, drainage districts, adjacent local governmental units, Washington County, the Region, the State, and to other governmental units (such as sanitary districts and library boards)
- Incorporate any plans or agreements to which the Village is a party under Sections 66.0301, 66.0307, or 66.0309 of the *Statutes*
- Identify existing or potential conflicts between the Village, other local governments, the County, or the regional planning commission, and to describe the processes to resolve such conflicts.

Some of the benefits of Intergovernmental Cooperation include:

- **Cost Savings**  
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.

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<sup>1</sup>*There are no drainage districts in the Village of Kewaskum. The only drainage district in Washington County is located in the Towns of Addison and Hartford.*

- **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 Village and Village 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 Village with maintenance of Village roads, on a fee for service (contract) basis. The department also works with the Southeastern Wisconsin Regional Planning Commission 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, 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. Although police protection in the Village is provided by the Village of Kewaskum Police Department, emergency calls from the Village of Kewaskum are directed to the sheriff's department. The department maintains a DIVE team and a Haz Mat team that serve all communities in the County, including the Village 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.

### **Tax Increment Financing (TIF) Districts**

There is one TIF district, TIF #2, located in the Village of Kewaskum. TIF #2 was created in 2005 and encompasses about 122 acres in the southern portion of the Village. Additional information about TIF districts is provided in Chapter X.

### **School Districts**

The Village 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 Village of Kewaskum, are shown on Map 21 and listed in Table 56 in Chapter IX. Chapter IX also describes facilities planning by school districts to determine and provide for future needs. The Kewaskum School District operates three schools in the Village: Kewaskum Elementary (serving Kindergarten through 5<sup>th</sup> Grade), Kewaskum Middle School (serving 6<sup>th</sup> Grade through 8<sup>th</sup> Grade), and Kewaskum High School (serving 9<sup>th</sup> Grade through 12<sup>th</sup> Grade).

The Kewaskum School District should work with the Village when proposing to construct new facilities or additions to existing facilities, or when proposing to abandon a school district facility. 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.

The Village President and Administrator meet regularly with Kewaskum School District officials for planning purposes, which has led to annual emergency preparedness meetings designed to improve communication between the Village, School District, Town of Kewaskum, Washington County, and local clergy.

### **Libraries**

Washington County is served by five public libraries, which are part of the Mid-Wisconsin Federated Library System.<sup>2</sup> Village residents are served by the Kewaskum Public Library, located at 206 First Street in the Village. Washington County contracts with each library to provide library services to County residents living in communities without a municipal library. The Mid-Wisconsin Federated Library System is also a member of a larger group called Shared Holdings and Resource Exchange (S.H.A.R.E.). S.H.A.R.E. electronically links the collections of all the public libraries in Dodge, Jefferson, Racine, Walworth, and Washington counties, and establishes common lending practices, such as lending periods and fines. Additional information and recommendations regarding the Kewaskum public library are included in Chapter IX.

### **Adjacent Local Governments**

The Village has an agreement with the Town of Kewaskum for maintenance and snow plowing of roads on the Village line that are not under County or State jurisdiction. The Village also provides fire protection and emergency medical services to the Town of Kewaskum and the Town of Auburn, and emergency medical services to a portion of the Town of Farmington.

### **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 Village prepare this comprehensive plan as part of that multi-jurisdictional planning process.

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

SEWRPC also prepares a regional land use plan, which includes population, employment, and household projections to assist in local and county planning efforts, and is the Federally-designated transportation planning and programming agency for the seven-county region.<sup>3</sup> SEWRPC is also the regional water quality management agency for the region, and is involved in many other aspects of land use planning and development, including the County jurisdictional highway system plan, the regional water supply plan, and the regional telecommunications plan. SEWRPC also assists the Village in sanitary sewer service area planning and in drafting and developing zoning regulations.

### ***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 F.

### **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 Village. 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 Village 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. The Village of Kewaskum zoning ordinance includes shoreland and floodplain regulations for shoreland and floodplain areas within the Village.

#### ***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. There are no POWTS in the Village.

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<sup>3</sup>The seven Counties in the SEWRPC region are Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha.

## Private Organizations

### *Washington County Humane Society*

The Washington County Humane Society contracts with Washington County for stray dog pickup and contracts with 11 local governments, including the Village of Kewaskum, for stray cat and injured/ill wildlife pickup.

## **PART 2: EXAMPLES OF EXISTING SERVICE AND OTHER AGREEMENTS IN THE VILLAGE OF KEWASKUM**

The *Statutes* require that this element incorporate any plans or agreements to which the Village 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 Village of Kewaskum is a party to the following intergovernmental agreements:

- An intergovernmental agreement among Washington County, SEWRPC, and the Village for development of the County and Village comprehensive plans.
  - Agreements with the Town of Kewaskum for maintenance and snow plowing of roads on the Village line that are not under County or State jurisdiction.
  - Service agreements with the Town of Kewaskum and Town of Auburn to provide fire protection and emergency medical services to the Town.
  - Service agreement with the Town of Farmington to provide emergency medical services to a portion of the Town.
- **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 Village 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 Village 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 Village 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 Village. SEWRPC also assisted the Village in the preparation of this comprehensive plan.

### **PART 3: MULTI-JURISDICTIONAL COMPREHENSIVE PLANNING PROCESS**

This Village 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 Village of Kewaskum, and 10 towns 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 19 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 Agricultural, Natural, and Cultural Resources Element and the Land Use Element (Chapters V and VI, respectively) set forth measures to protect natural resources within environmental corridors.
- Urban-density development should occur within and adjacent to the urban service areas identified in the regional plan. Urban development proposed within one-half mile of a planned sanitary sewer service area was considered to be in substantial agreement with the regional plan. This flexibility is consistent with a recognition in the regional plan that sewer service areas may be adjusted from time-to-time to meet urban land market and other conditions.

- Development outside planned urban service areas should be limited to agricultural uses, rural residential uses at a density of no more than one home per five acres, and limited areas of highway-related services and commercial and industrial development to serve farmers, rural residents, and the traveling public. A town plan was considered to be in substantial agreement with the regional land use plan if the average proposed residential density of the town outside the expanded urban service area was no more than one home per five acres, or if no more than about 20 percent of the town outside the expanded urban service area is proposed to be developed for urban uses. The “expanded urban service area” refers to the planned 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. Only planned land use designations from the Village of Kewaskum plan within the Village boundaries were incorporated into the County land use plan map. The Washington County Board of Supervisors adopted the Washington County Comprehensive Plan on April 15, 2008.<sup>4</sup>

## **PART 4: INTERGOVERNMENTAL CONFLICTS AND DISPUTE RESOLUTION**

### **Dispute Resolution Process<sup>5</sup>**

Section 66.1001(2)(g) of the *Wisconsin Statutes* requires that the Intergovernmental Cooperation Element identify existing or potential conflicts between the Village and other governmental units, including school districts, and describe processes to resolve such conflicts.

An alternative 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. This alternative dispute resolution process is a *voluntary* process administered by the Washington County Planning and Parks Department.

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

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

<sup>5</sup>*Sources for this section include the publications Intergovernmental Cooperation, A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan, prepared by the Wisconsin Department of Administration, and Practices and Procedures for Dispute Review Boards, Dispute Resolution Boards, and Dispute Adjudication Boards, prepared by the Dispute Resolution Board Foundation.*

conflicts, but nevertheless, conflicts will continue to occur at the local and County levels. There are several techniques available for dispute resolution. Dispute resolution techniques can be broken into the following two categories:

- Alternative dispute resolution techniques such as negotiation and mediation.
- Judicial and quasi-judicial dispute resolution techniques such as litigation and arbitration.

In the event that a conflict does occur, utilization of an alternative dispute resolution process will be encouraged in an effort to avoid costly and lengthy litigation.

The alternative dispute resolution process is intended to provide a low-cost, flexible approach to resolving disputes between governmental entities arising from the adoption of the comprehensive plan. This process works to resolve actual and potential conflicts between governmental entities through open dialog and cooperative initiatives and is not intended to be used by parties dissatisfied with the appropriate application of local rules and regulations within a County or local government.

The principal benefits of government entities utilizing an alternative dispute resolution process to resolve conflicts include:

- Saving time and legal expenses
- Having greater control over the dispute resolution process
- Resolving conflicts in a more creative way than might be possible if it were left to a decision by a judge or jury
- Greater privacy in resolving disputes than is afforded in a courtroom
- Responding to conflict in a rational and courteous manner can increase communication, foster positive intergovernmental relationships, provide an opportunity for learning, and broaden perspectives and solutions.

The dispute resolution process involves multiple stages if a conflict is not immediately resolved. The process begins with alternative dispute resolution techniques, including informal negotiations among and between the disputing parties. If these efforts are unsuccessful, facilitated negotiation utilizing the Washington County Multi-jurisdictional Dispute Resolution Panel may be used, followed by mediation. Arbitration and litigation, more traditional dispute resolution techniques, are the remaining stages and tend to be slower and more costly than the foregoing stages. The Washington County dispute resolution process is a type of “facilitated negotiation” process. Mediation, arbitration, and litigation are other types of dispute resolution.

Additional information regarding the dispute resolution process is available from the Washington County Planning and Parks Department.

### ***Negotiation***

The first stage of the dispute resolution process is negotiation. Negotiation is a process involving an exchange of offers and counteroffers by the parties or a discussion of the strengths and weaknesses or the merits of the parties’ positions without the assistance of an impartial third party. Negotiation can be conducted directly between the parties.

There are two basic elements involved with negotiation: the process and the substance. The process refers to how the parties negotiate: the context of the negotiations, the parties to the negotiations, the relationships among these parties, the communication between these parties, the tactics used by the parties, and the sequence and stages in which all of these play out. The substance refers to the subject matter of the issue in dispute or the agenda, the issues, the options, and the agreement(s) reached at the end.

### ***Facilitated Negotiation – Washington County Multi-jurisdictional Dispute Resolution Panel***

At the request of local governments, the Washington County Board of Supervisors adopted 2004 Resolution 35 on August 10, 2004, which provided for the establishment of a fair and just quasi-judicial, multi-jurisdictional dispute resolution forum to resolve multi-jurisdictional conflicts regarding adopted comprehensive plans. Interested County and local governments would enter into an appropriate intergovernmental agreement to voluntarily participate in this dispute resolution process in an effort to reduce or avoid expenditures of valuable taxpayer dollars.

In 2007, a Dispute Resolution Forum Subcommittee (DRFS) was formed by the Multi-Jurisdictional Advisory Committee to develop the procedures and bylaws for the Multi-jurisdictional Dispute Resolution Panel. At this stage of dispute resolution, the DRFS concluded that if negotiation was unsuccessful, the disputing parties would have an opportunity to voluntarily present the disputed issue to a six-member panel of appointed or elected officials from other County or local governments. The Panel would engage the parties in a discussion and negotiation of the dispute openly in an effort to reach a mutually agreeable solution. The DRFS named this stage “facilitated negotiation” to clearly differentiate it from the negotiation and mediation stages. The bylaws governing the Washington County Multi-jurisdictional Dispute Resolution Panel are included in Appendix G.

### ***Mediation***

If facilitated negotiation is unsuccessful, the disputing parties can enter the mediation stage, provided both parties agree. Mediation would occur outside the Washington County dispute resolution process. 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, provided both parties agree. Arbitration would occur outside the Washington County dispute resolution process. 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, and would occur outside the Washington County dispute resolution process. 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 12 in Chapter VI shows the Village of Kewaskum's planned 2035 urban service area boundary and the Village's planned sanitary sewer service area boundary. Both the Village 2035 urban service area and planned sewer service area contain areas 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 17 and 19 in Chapter VIII summarize the recommendations of the Washington County Jurisdictional Highway System Plan. Local government concerns are noted on the maps. The Village of Kewaskum has expressed opposition to the proposed relocation of USH 45 within the former railway right-of-way and the proposed transfer of CTH H between USH 45 and Kettle View Drive from County to local (Village) jurisdiction.

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 Village and Town 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. As part of a potential boundary agreement with the Town of Kewaskum, the Village may consider extending municipal sewer and water service outside Village limits without requiring annexation.

## **PART 5: INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

### **Goals:**

- Coordinate and communicate planning activities with other communities in the County, and State and Federal agencies to realize individual and shared visions, goals and objectives; to address regional issues that cross political boundaries and jurisdictions; to ensure efficient use of resources; and to provide for increased certainty between all levels of government, developers, and landowners.
- Coordinate with school districts as they plan and locate facilities.
- Maintain a safe and efficient transportation system in the Village 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 Village.
- Encourage shared services with neighboring communities.

**Policies:**

- Support cooperative planning with the Town of Kewaskum to help assure orderly growth.
- 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.
- Continue periodic meetings between Village officials and the Kewaskum School District.
- 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 21 in Chapter IX.

**Programs:**

- Initiate contacts with Washington County and adjacent communities prior to constructing new public facilities or initiating or expanding Village 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 Washington County to complete the procedure necessary for Village participation in the Washington County Multi-Jurisdictional Dispute Resolution Panel.
- Work with school district officials, on request, to explain the type of permits required from the Village before selecting and buying a site; the recommendations of the Village 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 this element to include a compilation of programs, in a specified sequence, to implement the recommendations set forth in the preceding eight elements. The *Statute* also requires this element to:

- Identify proposed changes to applicable zoning ordinances, subdivision ordinances, and official maps.
- Describe how each of the other eight elements of the comprehensive plan will be integrated and made consistent with other elements of the plan.
- Include a mechanism to measure the Village's progress towards achieving the recommendations of the plan.
- Include a process for amending and updating the plan. The *Statutes* require that a comprehensive plan be updated no less than once every 10 years.

Section 66.1001(4) of the *Statutes* sets forth the required procedure for adoption or amendment of a comprehensive plan, which includes:

- Adoption of written procedures that are designed to foster public participation in the development of a comprehensive plan or a plan amendment, referred to hereafter as a public participation plan.
- Approval of a recommended plan by a resolution approved by a majority of the full membership of the plan commission.
- Distribution of the draft plan for review and comment to:<sup>1</sup>
  - Every governmental body located in whole or in part within the boundaries of the Village.
  - The clerk of each adjacent local government and the Washington County Clerk.
  - The Wisconsin Department of Administration (DOA).

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<sup>1</sup>The 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 Village Hall.

- The Southeastern Wisconsin Regional Planning Commission (SEWRPC).
- The public library serving the Village (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 Village Board. Adoption of the plan by the Village 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 Village comprehensive plan was held on November 5, 2009. A joint public hearing was held before the Plan Commission and Village Board on November 5, 2009. The Village provided public notice of the hearing 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 November 5, 2009. The Plan Commission resolution approving the comprehensive plan and recommending adoption of the plan by the Village Board is included in Appendix H.

An important step in plan implementation is the formal adoption of the recommended plan by the Village Board. Upon such adoption, the plan becomes the official guide to be used by Village 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 Village Board adopted this comprehensive plan on November 5, 2009. A copy of the adopting ordinance is included in Appendix I.

A public participation plan for development of this comprehensive plan was prepared in 2004, and adopted by the Village 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 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 Village may wish to re-evaluate the population projection used to prepare this plan.

### **Map Amendments**

The land use plan map (Map 14 in Chapter VI) 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 Village according to the goals, objectives, policies, programs, and overall vision documented in this plan. Village officials should use the vision, goals, objectives, policies, and programs as a basis for amending the land use plan map.

### **Amendment Procedures**

One of the purposes of this plan is to provide predictability to land use decisions; that is, predictability from one decision to the next and from one Village 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 Village 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 Village will 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 Village Plan Commission and Village Board. The Village Board, upon recommendation of the Village Plan Commission, may consider (but is not obligated to approve) amendments to this plan. The Village Plan Commission and the Village 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 Village 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 limit future land use options and opportunities?

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 projected Village growth.

## **CONSISTENCY BETWEEN THE COMPREHENSIVE PLAN AND VILLAGE 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*.

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 Village will need to use this comprehensive plan as a guide to be sure that implementation of the Village zoning, subdivision, and official mapping ordinances will not conflict with the recommendations of the plan. If a conflict is found or would result from a proposed action, the Village 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, subdivision, and official mapping 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***

The Village zoning ordinance will be the primary tool 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 Village, 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, and the protection of natural resources.

The Village zoning ordinance includes many of the zoning districts and other regulations needed to implement this comprehensive plan, including the land use plan map (Map 14 in Chapter VI). Table 67 lists each of the land use plan categories on Map 14 and the corresponding zoning districts. A summary of zoning districts is included on Table 1 in Chapter II.

Currently, the Village zoning ordinance includes two single-family residential zoning districts. The RS-1 district requires a minimum lot size of 10,000 square feet, and the RS-2 district requires a minimum lot size of 7,200 square feet. The low density and medium-low density residential categories on the land use plan map require an average density or minimum lot size of 30,000 and 20,000 square feet, respectively. While the Village could use the RS-1 zoning district to implement these land use categories and require the larger minimum lot sizes specified in the comprehensive plan, it would be preferable to amend the zoning ordinance to add two new single-family zoning districts with minimum lot sizes of 20,000 and 30,000 square feet.

The Village Plan Commission and Board will also consider amending the zoning ordinance to allow office buildings in the B-4 zoning district. The B-4 zoning district will be used to help implement the Business Park land use plan designation, which is intended to include offices as well as warehousing and light industrial uses. The Village will also consider increasing the 35-foot height limitation in the zoning ordinance in Business and Manufacturing districts, in consultation with the Village Fire Department. Increased building heights are more feasible due to the purchase of a new Village aerial ladder fire truck. The Village Plan Commission and Board will also consider amending the zoning ordinance to create a Historic Preservation Overlay district and a Village landmarks commission to help implement the historic preservation programs in the Agricultural, Natural, and Cultural Resources Element (Chapter V).

**Table 67**

**VILLAGE OF KEWASKUM LAND USE PLAN CATEGORIES AND CORRESPONDING ZONING DISTRICTS**

Land Use Plan Categories (see Map 14)	Corresponding Zoning District(s) <sup>a</sup>
High Density Residential	RM-1 Multi-Family Residential
Medium-High Density Residential	RD-1 Two-Family Residential
Medium Density Residential	RS-1 Single-Family Residential RS-2 Single-Family Residential
Medium-Low Density Residential	None; new zoning district needed to implement this land use category
Low Density Residential	None; new zoning district needed to implement this land use category
Rural Residential Within Primary Environmental Corridor	C-2 Upland Conservancy; Wetland portions of environmental corridor to be zoned C-1 Lowland Conservancy
Commercial	B-1 Limited Business B-2 Community Business B-3 Central Business B-4 General Business and Warehousing RBT Residential/Business Transition Overlay <sup>b</sup>
Business Park	B-4 General Business and Warehousing M-1 Limited Manufacturing
Industrial	M-1 Limited Manufacturing M-2 General Manufacturing
Utility <sup>c</sup>	I-1 Institutional
Governmental and Institutional	I-1 Institutional
Parks and Recreation	P-1 Park and Recreation
Primary Environmental Corridor <sup>d</sup>	C-1 Lowland Conservancy C-2 Upland Conservancy P-1 Park and Recreation
Secondary Environmental Corridor <sup>d</sup>	C-1 Lowland Conservancy C-2 Upland Conservancy P-1 Park and Recreation
Isolated Natural Resource Area <sup>d</sup>	C-1 Lowland Conservancy C-2 Upland Conservancy P-1 Park and Recreation
Wetlands Outside Environmental Corridors and Isolated Natural Resource Areas	C-1 Lowland Conservancy
Other Open Lands to be Preserved <sup>d</sup>	C-1 Lowland Conservancy C-2 Upland Conservancy P-1 Park and Recreation
Surface Water	C-1 Lowland Conservancy
No Access Easement	Adjacent zoning district, with access restricted to abutting street or highway through deed restriction

<sup>a</sup>The A-1 Agricultural/Transitional district may be applied on an interim basis to newly-annexed parcels to allow existing agricultural uses to continue until the parcel is developed for urban use. The Planned Unit Development (PUD) Overlay District may be applied to any parcel in a residential, commercial, business park, or industrial land use plan category. Areas within the 100-year floodplain will be included in the FW Floodway, FC Floodplain Conservancy, or UC Urban Floodplain Overlay District.

<sup>b</sup>The RBT Overlay District may be applied to parcels developed with single- or two-family dwellings that are included in the commercial land use plan category.

<sup>c</sup>Utility substations, municipal wells, pumping stations, and municipal towers may also be permitted as conditional uses in all zoning districts except the B-3, B-4, FW, FC, and UF districts.

<sup>d</sup>The C-1 zoning district should be applied to lowland portions (wetlands and surface waters) of environmental corridors and isolated natural resource areas, and the C-2 zoning district should be applied to upland portions (woodlands and steep slopes) of environmental corridors and isolated natural resource areas. As an alternative, the P-1 district may be applied to publicly-owned portions of environmental corridors and isolated natural resource areas.

Source: SEWRPC.

**Zoning Map Amendments**

Prior to or immediately following adoption of this plan by the Village Board, the Plan Commission will initiate appropriate amendments to the zoning map to reflect Village zoning districts on parcels annexed since the zoning map was adopted in May 2004. The zoning map will also be updated to include approved site plans and subdivision plats, wetlands identified by the Wisconsin Wetland Inventory conducted in 2005, wetland stakings approved by the DNR, and updated boundaries of environmental corridors shown on the land use plan map.

The zoning maps and supplemental floodland zoning map will be amended to reflect new floodplain boundaries identified by the DNR as part of the Washington County map modernization program. Updated floodplain maps are expected to be available in 2010.

All rezoning applications should be carefully reviewed relative to the land use plan map and comprehensive 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 Village Board may consider amending this plan. Plan amendments and rezonings may be reviewed concurrently, but a plan amendment should be approved prior to approval of the rezoning.

**Subdivision and Official Mapping Ordinances**  
**Subdivision Ordinance**

One minor change to the Village subdivision ordinance, set forth in Chapter 86 of the Municipal Code, is needed in order for the ordinance to be consistent with this plan. The width of pedestrian crosswalks across blocks in Section 86-96 (b) should be changed from 15 to 20 feet to be consistent with cross-section number 10 in Figure 3 in Chapter VIII. In accordance with the landscaping guidelines in Appendix E, Village officials will consider establishing a street tree program. If such a program is established, the subdivision ordinance should be amended to include a requirement that a subdivider install one street tree in the terrace for every 50 feet of public street frontage.

The Village will also consider amending the subdivision ordinance to allow the Village Board to grant a waiver to Section 86-132 (n) so that sidewalks do not have to be installed in subdivisions with lot sizes larger than 20,000 square feet.

### ***Official Mapping Ordinance***

The Village's official map will be updated on an on-going basis, as needed, to reflect newly platted or developed streets, public parks, and other public facilities.

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

This plan will provide a framework to help guide the day-to-day decisions of Village officials and staff, particularly with regard to decisions on zoning and subdivision applications. The Village has developed the following goals, objectives, policies, and programs regarding implementation of this plan:

### **Goals and Objectives:**

- Ensure the Village of Kewaskum's comprehensive plan remains relevant.
- Promote consistency between and integration of plan recommendations into Village ordinances.
- Make the plan and the implementing ordinances available to the public.

### **Policies and Programs:**

- Regularly review the Comprehensive Plan and related ordinances to ensure they are achieving the desired results.
- Amend the Village zoning and subdivision ordinances as necessary to properly implement this plan.
- Regularly review the Village zoning, subdivision, and official mapping ordinances to ensure they are effective in implementing this plan.
- Strive to stay current with new land use controls and techniques, and incorporate them into the plan or implementing ordinances if needed to address development issues.
- Update the Village zoning map on a periodic basis to reflect rezonings, zoning districts on recently-annexed parcels, and updated wetland and floodplain information.
- Consider preparing an Urban Forestry Plan to identify and prioritize areas where it is desirable and feasible to plant street trees.

## **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 Village of Kewaskum Plan Commission and Village 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 68. Any new programs recommended in this plan must be individually reviewed and approved by the Village 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 Village of Kewaskum Plan Commission and Village Board. There are no known inconsistencies among plan elements.

Table 68

**VILLAGE OF KEWASKUM COMPREHENSIVE  
PLAN IMPLEMENTATION PRIORITIES**

**Note:** Priorities were determined by the Village Plan Commission and Village 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:** Continue to implement the Village zoning ordinance to protect floodplain areas, and make amendments when necessary. (1.22)
- **Program:** Retain Village zoning as the primary means of regulating land uses in the Village. (1.22)
- **Program:** Allocate sufficient area for residential development on the Village land use plan map (Map 14 in Chapter VI) to accommodate the anticipated population of the Village in 2035. (1.22)
- **Program:** Lay out streets so that all vehicles, especially emergency vehicles, can travel in a safe and efficient manner. (1.22)
- **Program:** Develop methods to analyze the long term actual impacts of new business development, including financial impacts and opportunity costs. (1.38)
- **Program:** Protect primary environmental corridors in accordance with the guidelines set forth in Table 19 in Chapter V. Consider applying the same guidelines when reviewing development proposals in secondary environmental corridors and isolated natural resource areas. (1.44)
- **Program:** Continue to enforce the Village building code to ensure adequate insulation, heating, and plumbing. (1.44)
- **Program:** Consider preparing a stormwater management plan for Edgewood and Knights Creeks. (1.44)
- **Program:** Identify suitable areas for commercial and industrial development on the Village land use plan map (See Map 14 in Chapter VI). (1.44)
- **Program:** Continue to implement the site plan review requirements of the Village zoning ordinance for commercial and industrial uses. (1.44)
- **Program:** Support the Kewaskum Area Chamber of Commerce in its efforts to promote the Village to businesses considering expansion or relocation to the Kewaskum area. (1.44)

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

- **Program:** Continue to prepare and update needs assessments as necessary in order to assess and collect impact fees on new development to cover the cost of Village utilities and community facilities needed to serve the development. (1.56)
- **Program:** Work with industrial/manufacturing business owners to identify appropriate areas for siting new industry and the expansion of existing industry. (1.56)
- **Program:** Amend the Village zoning and subdivision ordinances as necessary to properly implement this plan. (1.56)
- **Program:** Regularly review the Village zoning, subdivision, and official mapping ordinances to ensure they are effective in implementing this plan. (1.56)
- **Program:** Strive to stay current with new land use controls and techniques, and incorporate them into the plan or implementing ordinances if needed to address development issues. (1.56)
- **Program:** Update the Village zoning map on a periodic basis to reflect rezonings, zoning districts on recently-annexed parcels, and updated wetland and floodplain information. (1.56)
- **Program:** Continue to consider connections to existing or future development on adjacent parcels when reviewing site plans, preliminary plats, and certified survey maps. (1.63)
- **Program:** Consider protecting wetlands by placing them in the Lowland Conservancy (C-1) zoning district. (1.67)
- **Program:** Consider protecting upland (non-wetland and floodplain) portions of primary and secondary environmental corridors and isolated natural resource areas by placing them in the Upland Conservancy (C-2) zoning district. (1.67)
- **Program:** Work with housing agencies and developers to implement creative ideas for providing low- and moderate-income housing in the Village while maintaining appropriate densities. (1.67)
- **Program:** Conform to existing topography, if possible, when constructing new streets. (1.67)

**Table 68 (continued)**

- **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. (1.67)
- **Program:** Continue to participate in the annual bridge inspection program conducted by Washington County. (1.67)
- **Program:** Notify Washington County when a preliminary plat or 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. (1.67)
- **Program:** Work with appropriate partners to explore telecommunications and technology strategies for the Village to ensure access to wireless voice and data communications networks for Village businesses and residents, including residents who telecommute or operate home occupations. (1.67)
- **Program:** Cooperate with the State Historical Society of Wisconsin and the Washington County Landmarks Commission as those agencies conduct historical surveys to identify historically significant structures and districts in the Village and methods to protect them. (1.78)
- **Program:** Continue to maintain and enhance the attractiveness of the Village through implementation of landscaping, signage, and building façade requirements in the Village zoning ordinance and the historic preservation guidelines in Chapter V. Appendices D and E provide urban design guidelines and landscaping guidelines, respectively, for consideration by Village officials when reviewing proposed development applications and site plans. Illustrations in the appendices provide examples of urban design practices intended to help achieve zoning ordinance requirements. (1.78)
- **Program:** Work with WisDOT and SEWRPC to determine if there is a need for additional park-ride lots to serve Village residents, particularly at the USH 45/CTH D interchange and at the USH 45/STH 28 westbound intersection, as recommended in the draft Connections 2030 plan prepared by WisDOT. (1.78)
- **Program:** Conduct periodic needs assessment studies of the Kewaskum Fire Department to determine if the department has sufficient firefighters, equipment, water supply, and facilities to adequately protect the Village and the other communities it serves. (1.78)
- **Program:** Explore a partnership with Washington County for recycling programs and facilities, including establishment of household hazardous waste collection sites and facilities. (1.78)
- **Program:** Work with Washington County to complete the procedure necessary for Village participation in the Washington County Multi-Jurisdictional Dispute Resolution Panel. (1.78)
- **Program:** Work with school district officials, on request, to explain the type of permits required from the Village before selecting and buying a site; the recommendations of the Village land use plan map; and other information that would assist the district in planning for future school facilities. (1.78)
- **Program:** Regularly review the Comprehensive Plan and related ordinances to ensure they are achieving the desired results. (1.78)
- **Program:** Continue to maintain the system of parks in the Village and develop additional parks and recreational facilities as needs are identified and funding becomes available. (1.89)
- **Program:** Establish a community landmarks commission to protect historic sites, buildings, and structures identified through intensive historic surveys, and to organize and guide historic surveys. (1.89)
- **Program:** Continue to use the Wisconsin Information System for Local Roads (WISLR) to update road ratings. (1.89)
- **Program:** Conduct periodic needs assessment studies of the Village Police Department to determine if the department has sufficient officers, equipment, and facilities to adequately protect the community. (1.89)
- **Program:** Initiate contacts with Washington County and adjacent communities prior to constructing new public facilities or initiating or expanding Village services to determine if there are opportunities for joint facilities or services. (1.89)
- **Program:** Work with the Kewaskum Area Chamber of Commerce and the Economic Development/Washington County to determine desirable business development and for assistance in stimulating such development when and where appropriate. (1.89)
- **Program:** Work with utility companies to ensure that new industrial parks/buildings can provide adequate electrical power to operate the equipment required by those desired industries. (1.89)
- **Program:** Work with existing housing agencies to identify programs and potential funding sources to assist homeowners with making needed repairs, including improvements to meet State and Federal lead-safe standards. (2.00)

**Table 68 (continued)**

- **Program:** Work with Washington County to determine if there is a need for additional Washington County Commuter Express Bus System routes to serve Village residents. (2.00)
- **Program:** Continue to work with Washington County and SEWRPC to implement desired recommendations from the Washington County Jurisdictional Highway System Plan (Maps 17 and 19) and the Transportation Improvement Program. (2.00)
- **Program:** Consider preparing a facilities plan for the Kewaskum Public Library to determine future needs for library materials, equipment, and space. (2.00)
- **Program:** Consider conducting a facilities plan for the Municipal Building to determine future needs for office and other space needed to carry out Village functions. This plan may include the library study described in the preceding program. (2.00)
- **Program:** Continue to cooperate with Washington County and adjacent communities when approached to consider joint service agreements or facilities. (2.00)
- **Program:** Consider reestablishing the economic development committee of the Village Board. (2.00)
- **Program:** Consider preparing and adopting a park and open space plan to identify future Village park sites and facilities. (2.11)
- **Program:** The standards promulgated by the U.S. Department of the Interior should be followed in any historic preservation projects. These standards govern all forms of historic preservation treatments, including acquisition, protection, stabilization, preservation, rehabilitation, restoration, and reconstruction. The following standards should apply to all treatments undertaken on designated historic properties in the Village:
  - a. Every reasonable effort should be made to use a structure or site for its originally intended purpose or to provide a compatible use that requires minimal alteration of the site or structure and its environment.
  - b. The distinguishing original qualities or character of a building, structure, or site and its environment should not be destroyed. The removal or alteration of any historic materials or distinctive architectural features should be avoided, whenever possible.
  - c. All buildings, structures, and sites should be recognized as products of their own time. This should be considered before alterations are undertaken which have no historical basis and which seek to create an "antique" appearance.
  - d. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. If these changes have acquired significance in their own right, their significance should be recognized and respected.
  - e. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site should be treated with sensitivity.
  - f. Deteriorated architectural features should be repaired rather than replaced, whenever possible. In the event replacement is necessary, the new material should match that being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historical, physical, or pictorial evidence, rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.
  - g. The surface cleaning of structures should be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage historic building materials should not be undertaken.
  - h. Every reasonable effort should be made to protect and preserve archaeological resources affected by, or adjacent to, any acquisition, protection, stabilization, preservation, rehabilitation, restoration, or reconstruction project. (2.22)
- **Program:** Continue to participate in UW-Extension's First Impressions Program to assist in promoting the historic and economic redevelopment of the central business district. (2.22)
- **Program:** Consider preparing an Urban Forestry Plan to identify and prioritize areas where it is desirable and feasible to plant street trees. (2.33)
- **Program:** Consider preparing a Village trail plan to provide a system of bicycle and pedestrian paths and trails. The plan could be a stand-alone plan, or a component of a Village park and open space plan. (2.56)

Source: *Village of Kewaskum and SEWRPC.*

## **PROGRESS IN IMPLEMENTING THE PLAN**

### **Annual Report on Plan Implementation**

The Village 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 Village Board during the year.

### **Comprehensive Update of the Plan and Maintenance of Inventory Data**

The Village will conduct a formal review of the plan at least once every 10 years. Based on this review, changes or updates will 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 will follow the process for plan amendments required by the *Statutes*. The Village 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.

## 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 Village 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
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

#### **Public Participation Plan**

- Section 66.1001(4) of the *Statutes* requires that the Village Board adopt written procedures, referred to as a public participation plan, that are designed to foster public participation throughout the planning process.
- 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 Village Board on September 20, 2004.

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

- The Village Plan Commission must recommend to the Village Board a comprehensive plan or plan amendment prior to Village Board adoption of a plan or plan amendment. The Village Plan Commission recommended approval of this plan to the Town Board on November 5, 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 H).
- A comprehensive plan or plan amendment must be adopted by an ordinance enacted by a majority vote of the full membership of the Village Board. This plan was adopted by the Kewaskum Village Board on November 5, 2009 (see Appendix I).
- All nine elements must be adopted simultaneously, and at least one public hearing must be held prior to adopting the plan. The Kewaskum Village Board held a public hearing on the plan on November 5, 2009.
- An adopted comprehensive plan, or an amendment to a plan, must be sent to all governmental units within and adjacent to the Village; Washington County; the Wisconsin Department of Administration (DOA); the regional planning commission (SEWRPC); and the public library serving the Village (the Kewaskum Public Library).

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

The *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. The County comprehensive plan was adopted by the Washington County Board on April 15, 2008.

### **Committee Structure**

The Village Plan Commission had the primary responsibility for reviewing the Village comprehensive plan and those aspects of the multi-jurisdictional plan that relate to the Village. Oversight was provided by the Village Board.

The Village 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 Village of Kewaskum plus the adjacent extraterritorial zoning area in the Town of Kewaskum established by the Village Board in November 2006 (see Chapter II for additional information regarding the extraterritorial zoning process). The Village encompassed 1,464 acres, or about two square miles, in 2008. The extraterritorial zoning area within the Town encompassed 7,464 acres, for a total planning area of 8,928 acres, or about 14 square miles. The Village is located in the north central portion of Washington County and is completely surrounded by the Town of Kewaskum. The Village also owns about 60 acres in the Town of Auburn in Fond du Lac County, which is considered part of the Village. The site is a former landfill and is leased to Wings over Wisconsin as a bird sanctuary.

### **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 Village 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:

### **Village of Kewaskum Master Plan**

The *Land Use and Street System Plan for the Village of Kewaskum: 2010* was adopted by the Village Plan Commission on June 10, 1997, and by the Village Board on June 23, 1997. The Village land use plan recommends the preservation of environmental corridors and other environmentally significant areas, and the preservation of the best remaining farmlands outside of the planned urban service area.

The land use plan also indicates those areas in which urban development now exists and those areas in which such development should be permitted and encouraged. The plan also depicts precise urban development patterns for the entire planned urban service area, including proposed street, lot, and block layouts for those areas recommended for new urban development. A population projection of 4,100 residents in 2010 was used for the land use plan (the Village population was estimated to be 3,956 persons in January 2007 by the DOA).

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

### **Village of Kewaskum Sewer Service Area Plan**

The *Village of Kewaskum Sewer Service Area Plan* was adopted by the Village Board on February 29, 1988, and most recently, amended as an *Amendment to the Regional Water Quality Management Plan for the Village of Kewaskum*. The amended plan was adopted by the Village Board on November 21, 2005. The purpose of the plan is to ensure adequate facilities for the collection, treatment, and disposal of sewage for residential, industrial, and other urban development within the Village.

The Village of Kewaskum sewer service area is tributary to a wastewater treatment plant (WWTP) owned and operated by the Village. The Village of Kewaskum sewer service area encompassed about 2,840 acres in 2006 and included all of the Village and portions of the Town of Kewaskum adjacent to Village limits. Sanitary sewer service is provided to all developed properties in the Village. The Village does not provide sanitary sewer service to properties outside the Village.

The Village WWTP is located at 1000 Fond du Lac Avenue. The plant discharges into the Milwaukee River. A facilities plan to expand the WWTP was completed in early 2007 and was approved by the Wisconsin Department of Natural Resources (DNR) on June 7, 2007. The plan was found to be in conformance with the regional water quality management plan on March 27, 2007. The plant expansion was completed in October 2009.

### **Village of Kewaskum Zoning Ordinance**

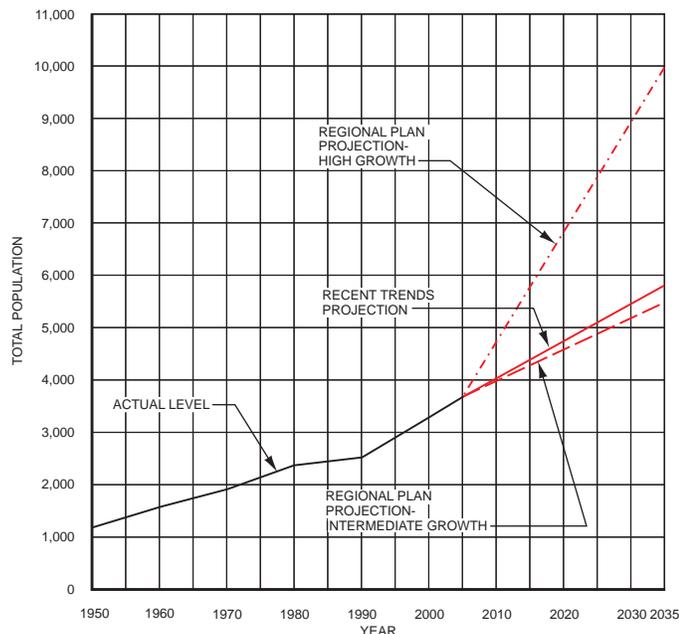
Section 66.1001(3) of the *Wisconsin Statutes* requires that zoning, land divisions, and official mapping decisions made by local and county governments be consistent with local and county comprehensive plans, respectively, as of January 1, 2010. The Kewaskum Village Board adopted an updated zoning ordinance and map in May 2004. Zoning within the Village consists of 19 basic zoning districts and two overlay districts.

### **Village of Kewaskum Land Division Ordinance**

The Village of Kewaskum adopted a land division ordinance on November 13, 1972. 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 Village.

**Figure 10**

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



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

**Other Village Land Use-Related Ordinances**

In addition to the zoning and land division ordinances, the Village of Kewaskum has adopted a stormwater management and erosion control ordinance. The Village adopted an official map in 2001.

**Extraterritorial Zoning Regulations**

The *Wisconsin Statutes* authorize cities and villages to adopt extraterritorial zoning regulations for adjacent unincorporated areas, in cooperation with the adjacent town, within three miles of a city of the first, second, or third class, and within 1.5 miles of a city of the fourth class or villages. The Village of Kewaskum initiated extraterritorial zoning regulations in November 2006 on 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 Village of Kewaskum’s extraterritorial zoning area includes the central portion of the Town of Kewaskum and is shown in Map 2 in Chapter II. 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**

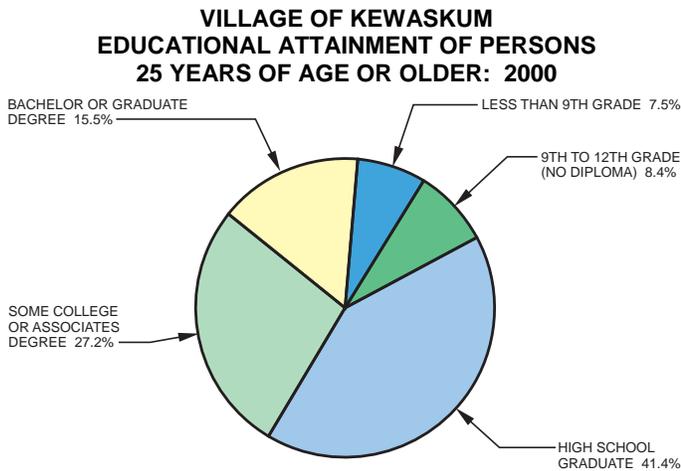
A city or village may review, and approve or reject, subdivision plats located within its extraterritorial area if the city or village has adopted a subdivision ordinance or an official map. The Village has extraterritorial plat approval authority over adjacent land in the Town of Kewaskum.

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

**Population**

- The January 1, 2008 DOA population estimate for the Village of Kewaskum was 4,209 residents.
- The 2035 regional land use plan envisions a future population range of 5,440 to 9,980 persons for the Kewaskum sanitary sewer service area, while a continuation of recent trends would result in about 5,820 Village residents in 2035, compared to 3,277 residents in 2000 (See Figure 10).
- The Plan Commission and Village Board considered the projections, along with local knowledge and expectations regarding anticipated future growth and development and past growth trends, and determined that the Village would base its future land use plan and other comprehensive planning elements on a 2035 population projection of 5,820 persons, which reflects a continuation of growth experienced in the Village between 1980 and 2005.
- The median age in the Village of Kewaskum in 2000 was 33 years, compared to a median age of 37 years in the County.

Figure 11



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

### Educational Attainment

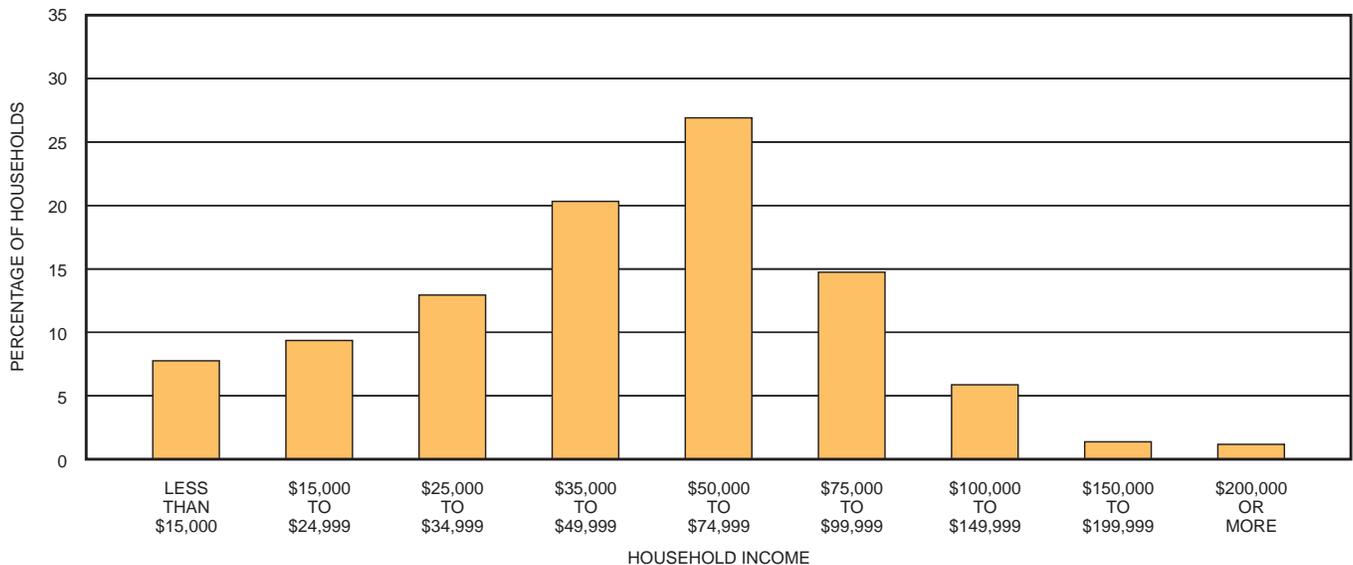
- In 2000, nearly 43 percent of Village of Kewaskum residents age 25 years and older had attended some college or earned either an associate, bachelor, or graduate degree. This level of education suggests that residents of the Village are well suited for skilled employment such as management, professional, business, and financial occupations and skilled and high tech production positions (See Figure 11).

### Households

- There were 1,212 households in the Village of Kewaskum, with an average household size of 2.64 persons in 2000. (See Figure 12).

Figure 12

VILLAGE OF KEWASKUM ANNUAL HOUSEHOLD INCOME: 1999



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

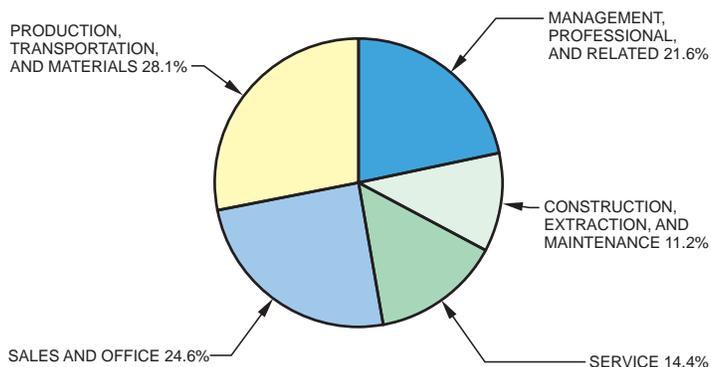
- The selected population projection would result in approximately 2,291 households in the Village in 2035, based on an anticipated average household size of 2.46 persons per household.
- The annual median household income in the Village of Kewaskum in 1999 was \$49,861, which was \$7,172, or about 13 percent, lower than the 1999 annual median household income in the County.

### Employment

- There were 1,806 Village of Kewaskum residents age 16 years and older in the labor force in 2000 (See Figure 13).
- The largest percentage of Village workers, about 28 percent, was employed in management, professional, and related occupations.

Figure 13

**VILLAGE OF KEWASKUM OCCUPATION TYPE OF PERSONS AGE 16 YEARS AND OLDER: 2000**



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

and services. Residents enjoy a high quality of life, recreational opportunities, and good access to a balanced mix of land uses. The preservation of natural resources is encouraged.”

Overall goals and objectives developed by the Village 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 29 percent of the Village of Kewaskum is covered by hydric soils (about 372 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.

### Inventory of Natural Resources

#### *Topography and Geology*

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 eastern portion of the Village and Town of Kewaskum. The “Kewaskum Kame,” located just north of the Village on the east side of CTH S, is one of four identified sites deemed to be of countywide or regional significance. The Kewaskum Quarry and Lime Kiln site, located in the northwest corner of the Town of Kewaskum, is the location of an exposure of dolomite bedrock containing abundant brachiopod fossils and is considered to be a site of local significance; one of five such sites identified in the County.

#### *Existing Nonmetallic Mining Sites*

There were no active or inactive nonmetallic mining sites in the Village 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 Village. Their contribution to economic development, recreational activity, and scenic beauty is immeasurable. In 2000, there were 26 acres of surface water and 93 acres of wetlands in the Village. Within the Town of Kewaskum, there were 88 acres of surface water and 2,350 acres of wetlands in 2000.

## CHAPTER IV - ISSUES AND OPPORTUNITIES ELEMENT

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

### VISION STATEMENT 2035

*“In 2035, the Village of Kewaskum retains its “small-town” atmosphere while providing housing choices and well-planned commercial and industrial growth. Development remains within the capacities of village infrastructure, facilities,*

### *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 Village of Kewaskum is located entirely east of the subcontinental divide within the Milwaukee River watershed within the Great Lakes – St. Lawrence River drainage basin, and could use Lake Michigan water as a source of water supply; however, this is unlikely given the distance from the Lake.

### *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 Village include the Milwaukee River and Kewaskum Creek. Major lakes are defined as those which have a surface area of 50 or more acres. There are no major lakes in the Village of Kewaskum.

### *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.

### *Floodplains*

The floodplains of a river are the wide, gently sloping areas usually lying on both sides of a 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.

The Federal Emergency Management Agency (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 tentatively scheduled for March 2010. The map modernization program will result in new floodplain delineations in some areas and new floodplain maps for the entire County.

SEWRPC conducted a floodplain analysis for certain tributaries to the Milwaukee River as part of the Village of Kewaskum 2010 Land Use and Street System Plan adopted by the Village Board in 1997. The analysis identified the floodway and floodfringe portions of floodplains located along tributaries flowing to the Milwaukee River through the Town and Village of Kewaskum, and extended the floodplain delineations along these tributaries upstream from the point where the 1983 FEMA Flood Insurance Study delineations ended. The results of the SEWRPC analysis were submitted to FEMA for inclusion in the new Flood Insurance Rate Maps being prepared under the FEMA Map Modernization Program.

### *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 the *Wisconsin Administrative Code*, the Village zoning ordinance restricts uses in wetlands located in the shoreland, 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.

### *Groundwater Resources*

Groundwater resources constitute another key element of the natural resource base. 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 the Village and the remainder of Washington County.

To satisfy future water demands in the Southeastern Wisconsin Region, including Washington County, coordinated regional water resource management is needed, which would optimize the use of ground and surface

water. The regional water supply planning program<sup>1</sup> currently being conducted by SEWRPC will provide guidance in this regard and is scheduled to be completed in 2010. At the time the comprehensive plan was prepared, areas within Washington County and the remainder of the Region had been analyzed and classified based on their potential for water recharge. The analysis was based on a combination of topography, soil hydrologic groups, soil water storage, and land use. An “average” weather year of 1997 was selected for the analysis, since the amount of precipitation received also affects the amount of water that reaches (and recharges) the groundwater. Areas were placed into the following classifications: very high (more than six inches of recharge per year), high (four to six inches of recharge per year), moderate (three to four inches of recharge per year), and low (less than three inches of recharge per year). Areas for which no soil survey data was available (shown as “undetermined” on Map 7 in Chapter V) 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.

About 3 percent of the Village extraterritorial area is rated “very high” for recharge potential, and about 30 percent is rated “high” for recharge potential. Most of the high and very high recharge potential areas are located in the eastern portion of the extraterritorial area, which generally corresponds to the Kettle Moraine area. Primary environmental corridors and floodplains were overlaid on Map 7 in Chapter V to indicate the correlation between such areas and groundwater recharge potential. About 68 percent of high and very high recharge potential areas outside of wetlands are located within primary environmental corridors and floodplains in the Village extraterritorial area.

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.

### ***Natural Areas***

There are no identified natural areas located in the Village of Kewaskum. In the Town of Kewaskum, a total of eight natural areas, encompassing about 1,239 acres, have been identified. Two of the sites, the Kewaskum Maple-Oak Woods State Natural Area and the Milwaukee River Floodplain Forest State Natural Area, are classified as natural areas of Statewide significance (NA-1) sites, and together encompass about 221 acres. There are also four natural areas of countywide or regional significance (NA-2) sites within the Town, which encompass about 580 acres. The remaining two sites are classified as natural areas of local significance (NA-3) sites, and encompass about 438 acres.

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

There were no “upland” critical species habitat sites located in either the Village or the Town of Kewaskum; however, six aquatic sites that support threatened or rare fish or herptile species were identified in the Town or Village.

### ***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, 176 acres, encompassing about 14 percent of the Village, were located within primary environmental corridors.

#### ***Secondary Environmental Corridors***

- If linking primary corridors, no minimum area or length criteria apply.

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<sup>1</sup>Documented in SEWRPC Planning Report No. 52, A Regional Water Supply Plan for Southeastern Wisconsin, (underway). The plan is expected to be completed in 2010.

- If not linking primary corridors, must be at least 100 acres in size and one mile long.
- Secondary environmental corridors totaled 40 acres, or about 3 percent of the Village.
- In the Town of Kewaskum, secondary environmental corridors encompassed 227 acres, or almost 2 percent of the Town.

#### *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.
- Isolated natural resource areas within the Village totaled five acres, or less than 1 percent of the Village.
- In the Town of Kewaskum, isolated natural resource areas encompassed 103 acres, or almost 1 percent of the Town.

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

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

The DNR owns the Eisenbahn State Trail, of which portions located in the Village comprise about 13 acres. Also, the 3,054 acres which make up the Washington County portion of the Kettle Moraine State Forest–Northern Unit are located immediately east of the Village in the Town of Kewaskum.

##### *Village of Kewaskum Park and Open Space Sites*

The Village of Kewaskum owns five sites totaling 63 acres, including the Kewaskum Kiwanis Community Park, which encompasses 35 acres. The Kewaskum Junior and Senior School and the Kewaskum Elementary School are also located in the Village and provide 38 acres and four acres, respectively, of recreational land. Publicly-owned sites, including that portion of the Eisenbahn State Trail located in the Village, accounted for a total of 118 acres. There are also two private school sites located in the Village totaling nine acres, a one-acre playground at the Rustic Timbers Apartments, a three-acre open space site in the Kettle Kountry Estates subdivision, and an 18-acre portion of the privately-owned Hon-E-Kor Golf Course. These 13 sites provide a total of 149 acres of park and open space within the Village.

#### **Inventory of Cultural Resources**

As of 2008, there were no sites in either the Village or Town of Kewaskum listed on the National and State Register of Historical Places. Thirty-four sites have been designated as County landmarks by the Washington County Landmarks Commission. Although no County Landmarks are located in the Village, one of the County Landmarks, the Backhaus Estate, is located just north of the Village in the Town of Kewaskum. The Backhaus Estate is the only County Landmark located in the Town.

The Kewaskum Historical Society maintains a museum containing items of historical and archaeological interest as well as historical records. The society also maintains a log cabin dwelling reflective of the late 19<sup>th</sup> century. The resources of the Washington County Historical Society, itself affiliated with the State Historical Society of Wisconsin, are also available to Village residents.

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

##### ***Goals:***

- Encourage the protection, preservation, and thoughtful use of the natural resources and prime agricultural lands in the Village and its extraterritorial area, understanding that the preservation of sufficient high-quality open space lands for protection of the underlying and sustaining natural resource base may enhance the social and economic well-being and environmental quality of the area.
- Provide an organized system of public outdoor recreation sites and related open space areas for Kewaskum residents.

- Direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes in order to protect the associated benefits and functions they provide.
- Encourage the preservation of the historical heritage of the Kewaskum area.
- Support a wide range of cultural entertainment and recreational opportunities in the Village and Washington County.

***Programs:***

- Protect primary environmental corridors in accordance with the guidelines set forth in Table 19 in Chapter V. Consider applying the same guidelines when reviewing development proposals in secondary environmental corridors and isolated natural resource areas.
- Continue to implement the Village zoning ordinance to protect floodplain areas, and make amendments when necessary.
- Continue to maintain the system of parks in the Village and develop additional parks and recreational facilities as needs are identified and funding becomes available.
- Consider preparing and adopting a park and open space plan to identify future Village park sites and facilities.
- Consider preparing a Village trail plan to provide a system of bicycle and pedestrian paths and trails. The plan could be a stand-alone plan, or a component of a Village park and open space plan.
- Cooperate with the State Historical Society of Wisconsin and the Washington County Landmarks Commission as those agencies conduct historical surveys to identify historically significant structures and districts in the Village and methods to protect them.
- Establish a community landmarks commission to protect historic sites, buildings, and structures identified through intensive historic surveys, and to organize and guide historic surveys.
- The standards promulgated by the U.S. Department of the Interior should be followed in any historic preservation projects. These standards govern all forms of historic preservation treatments, including acquisition, protection, stabilization, preservation, rehabilitation, restoration, and reconstruction. The following standards should apply to all treatments undertaken on designated historic properties in the Village:
  - a. Every reasonable effort should be made to use a structure or site for its originally intended purpose or to provide a compatible use that requires minimal alteration of the site or structure and its environment.
  - b. The distinguishing original qualities or character of a building, structure, or site and its environment should not be destroyed. The removal or alteration of any historic materials or distinctive architectural features should be avoided, whenever possible.
  - c. All buildings, structures, and sites should be recognized as products of their own time. This should be considered before alterations are undertaken which have no historical basis and which seek to create an “antique” appearance.
  - d. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. If these changes have acquired significance in their own right, their significance should be recognized and respected.
  - e. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site should be treated with sensitivity.
  - f. Deteriorated architectural features should be repaired rather than replaced, whenever possible. In the event replacement is necessary, the new material should match that being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historical, physical, or pictorial evidence, rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

- g. The surface cleaning of structures should be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage historic building materials should not be undertaken.
- h. Every reasonable effort should be made to protect and preserve archaeological resources affected by, or adjacent to, any acquisition, protection, stabilization, preservation, rehabilitation, restoration, or reconstruction project.

## **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 117 acres, from about 538 acres to about 655 acres, or about a 22 percent increase.
- The percentage of land classified as “nonurban” decreased by about 16 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 area within woodlands, wetlands, and surface waters increased by about 5 percent between 1980 and 2000.

### **VILLAGE OF KEWASKUM LAND USE PLAN**

The land use plan map for the Kewaskum urban service area for the year 2035 is presented on Map 14 in Chapter VI. Table 25 in Chapter VI sets forth the number of acres and percent of the urban service area in each land use category on the Land Use Plan map and compares this information to similar information for the urban service area in 2008. The Village Plan Commission determined that the land use plan for the Kewaskum urban service area should anticipate full development of that area. This results in the designation of a larger area for new urban growth than necessitated by the population projection presented in Chapter III. Such an approach provides flexibility for the operation of the urban land market without significantly affecting the substance of the plan and provides a basis for guiding future urban development in fringe areas. The Village chose not to designate planned land uses for portions of the Village planning area outside the urban service area. The Town of Kewaskum land use plan, shown on Map 15 in Chapter VI, designates uses for these areas.

### **Land Use Goals and Programs**

#### ***Goals:***

- A balanced allocation of space to the various land use categories in order to meet the social, physical, and economic needs of Village residents.
- A spatial distribution of the various land uses which results in a compatible arrangement of land uses and one which is properly related to the supporting transportation, utility, and public facility systems.
- Preserve high-quality open space lands to protect the underlying natural resource base and enhance the social and economic well-being and environmental quality of the area.
- Preserve the remaining primary environmental corridors in the Village and, to the extent practicable, to preserve the remaining secondary environmental corridors and isolated natural resource areas in order to maintain the overall quality of the environment.
- Direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes in order to protect the associated benefits and functions they provide.
- Promote an attractive built environment within the Village.
- Provide adequate pedestrian areas and aesthetic features in the central business district to encourage consumer activity and provide community character.

### ***Programs:***

- Protect primary environmental corridors in accordance with the guidelines set forth in Table 19 in Chapter V. Consider applying the same guidelines when reviewing development proposals in secondary environmental corridors and isolated natural resource areas.
- Retain Village zoning as the primary means of regulating land uses in the Village.
- Consider protecting wetlands by placing them in the Lowland Conservancy (C-1) zoning district.
- Consider protecting upland (non-wetland and floodplain) portions of primary and secondary environmental corridors and isolated natural resource areas by placing them in the Upland Conservancy (C-2) zoning district.
- Continue to maintain and enhance the attractiveness of the Village through implementation of landscaping, signage, and building façade requirements in the Village zoning ordinance and the historic preservation guidelines in Chapter V. Appendices D and E provide urban design guidelines and landscaping guidelines, respectively, for consideration by Village officials when reviewing proposed development applications and site plans. Illustrations in the appendices provide examples of urban design practices intended to help achieve zoning ordinance requirements.

## **CHAPTER VII - HOUSING ELEMENT**

### **Inventory and Projections**

#### ***Total Housing Units***

- There were 1,264 housing units in the Village in 2000. About 59 percent, or 751, were owner-occupied and about 37 percent, or 461, were renter-occupied. About 4 percent of the total housing units, or 52 units, were vacant.

#### ***Vacancy***

- The overall vacancy rate in the Village was 4.1 percent in 2000.

#### ***Value of Owner-Occupied Housing Units***

- The median value for owner-occupied housing units in the Village was \$121,400.

#### ***Median Sales Prices in 2006***

- In 2006, the median price of a housing unit (including single- and two-family homes and condominium units) in the Village of Kewaskum was \$183,000; this is an increase of about 43 percent from the median price in 2000.

#### ***Monthly Housing Costs in 2000***

The median monthly housing cost for homeowners **with a mortgage** was \$1,050.

- Approximately 38 percent of homeowners spent between \$700 and \$999 and about 7 percent spent under \$700
- Approximately 42 percent of homeowners with a mortgage spent between \$1,000 and \$1,499 on monthly housing costs
- Approximately 10 percent spent between \$1,500 and \$1,999 and about 3 percent spent over \$2,000

The median monthly housing cost for homeowners **without a mortgage** was \$346.

- Approximately 49 percent of homeowners without a mortgage spent between \$300 and \$399 and 23 percent spent less than \$300
- Approximately 17 percent spent between \$400 and \$499 on monthly housing costs
- Approximately 9 percent spent between \$500 and \$699 about 2 percent spent over \$700 on monthly housing costs

### ***Structure Type and Year Built***

The total number of housing units in the Village increased from 586 to 1,261 from 1970 through 2000. During this same time period, the percentage of single-family housing units decreased about 10 percent, from 73 percent to 63 percent, while the percentage of multi-family housing units increased to about 29 percent in 2000. Approximately 9 percent of units were in two-family structures and less than 1 percent was in mobile homes or other types of residential structures in 2000. Between 2000 and 2006, the total number of residential units increased from 1,261 to 1,670, or by 32 percent. The percentage of residential units in single-family structures decreased slightly, from 63 percent to 59 percent. The percentage of units in multi-family structures and mobile homes and other types of residential structures remained the same, about 28 percent and less than 1 percent, respectively. Between 2000 and 2006, the percentage of two-family structures increased from 9 percent to 13 percent.

### ***Affordable Housing Need Assessment***

The Federal Department of Housing and Urban Development (HUD) defines housing affordability as households “paying no more than 30 percent of their income for housing.” Households that pay more than 30 percent of their monthly income for housing are considered to have a high housing cost burden. About 21 percent of households in the Village spent over 30 percent of their monthly income on housing costs in 2000. An individual full-time worker (40 hours per week) must earn at least \$33.37 per hour to afford a median priced home (\$183,000) in the Village in 2006.

### ***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 (1,264 units) in 2000 from the projected number of housing units (2,360 units) needed in 2035. The resulting projected demand is about 1,096 additional housing units in the Village by 2035. As of the end of 2008, there were an estimated 1,690 housing units in the Village, which would result in a need for an additional 670 housing units between 2008 and 2035.

### **Housing Goals and Programs**

#### ***Goals:***

- Provide adequate location and choice of housing and housing types for varied age and income groups of different size households.
- Accommodate new residential development at appropriate densities.
- Support fair housing practices.
- Provide safe and decent housing for all Village residents.

#### ***Programs:***

- Allocate sufficient area for residential development on the Village land use plan map (Map 14 in Chapter VI) to accommodate the anticipated population of the Village in 2035.
- Work with housing agencies and developers to implement creative ideas for providing low- and moderate-income housing in the Village while maintaining appropriate densities.
- Continue to enforce the Village building code to ensure adequate insulation, heating, and plumbing.
- Work with existing housing agencies to identify programs and potential funding sources to assist homeowners with making needed repairs, including improvements to meet State and Federal lead-safe standards.

## CHAPTER VIII - TRANSPORTATION ELEMENT

### Transportation Facilities and Services

#### *Streets and Highways*

- In 2008, there were approximately 23 miles of streets and highways in the Village of Kewaskum,<sup>2</sup> under the Village's Wisconsin Department of Transportation (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 five miles of arterial highways in the Village in 2008.
- About 2.9 miles were under the jurisdiction of WisDOT, including USH 45 and STH 28.
- About 1.7 miles of arterial highways were under the jurisdiction of Washington County, CTH H and S.
- There were about 0.4 miles of arterial streets under Village jurisdiction, including Badger Road and Kettle View Drive.

#### *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 17.8 miles of collector and land access streets in the Village.

### ***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.

#### *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

### ***Bicycle and Pedestrian Facilities***

#### *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. 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 those 12 miles in the County, 1.1 miles are in the Village 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.

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<sup>2</sup>Total street and highway mileage does not include private streets.

## ***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 Village. 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 its rugged grass runway 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 Village through cooperative planning with local, county, and State officials.
- Provide an integrated transportation system which, through its location, capacity, and design, will effectively serve the travel demand generated by existing and proposed land uses.
- Continue to maintain and improve Village roads in a timely and well-planned manner.
- Provide adequate pedestrian areas and aesthetic features in the central business district to encourage consumer activity and provide community character.

### ***Programs:***

- Continue to consider connections to existing or future development on adjacent parcels when reviewing site plans, preliminary plats, and certified survey maps.
- 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.
- 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 to serve Village residents.
- Work with WisDOT and SEWRPC to determine if there is a need for additional park-ride lots to serve Village residents, particularly at the USH 45/CTH D interchange and at the USH 45/STH 28 westbound intersection, as recommended in the draft Connections 2030 plan prepared by WisDOT.
- Continue to use the Wisconsin Information System for Local Roads (WISLR) to update road ratings.
- 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 17 and 19 in Chapter VIII) and the Transportation Improvement Program.
- Notify Washington County when a preliminary plat or 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.

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

### **Existing Utilities and Community Facilities**

#### ***Wastewater Disposal***

- The Village of Kewaskum owns and operates its own sanitary sewerage system. The Village of Kewaskum planned sanitary sewer service area encompassed about 2,840 acres in 2009, and included all of the Village and portions of the Town of Kewaskum adjacent to Village limits. The Village of Kewaskum sanitary sewerage system consists of a wastewater treatment plant (WWTP) located at 1000 Fond du Lac Avenue (USH 45), five lift stations, and a network of trunk, main, and lateral sewers. The WWTP discharges to the Milwaukee River. A facilities plan to improve the WWTP, with a design year of 2026, was approved by the DNR in June 2007. Improvements were completed in October 2009. In 2005, the plant treated an average daily flow of approximately 0.37 million gallons per day. Depending on the rate of population growth and the rate of commercial and industrial development, the Village may have to undertake additional facilities planning prior to 2035.

#### ***Water Supply***

- Water for domestic and other uses in the Village is supplied by groundwater through the Village of Kewaskum Municipal Water Utility. The water utility system pumped a total of 121.3 million gallons of water in 2004. The majority of water usage, or 55.8 million gallons, was for residential use. Users of the water utility system consumed 78.9 gallons of water per person per day.

#### ***Stormwater Management***

- The Village operates and maintains an engineered stormwater management system consisting of curbs and gutters, catch basins and inlets, storm sewers, and culverts. Drainage ditches and natural watercourses also make up part of the stormwater management system. Stormwater collected by the system is discharged to large wetlands, which act as stormwater detention and groundwater recharge areas, and into the Milwaukee River or streams tributary to the river.

#### ***Solid Waste Disposal***

- The Village currently contracts with Veolia Environmental Services to provide curbside pick up of solid waste for Village residents.

### ***Recycling Facilities***

- Each local government in Washington County carries out a recycling program for household waste (no hazardous waste) within its jurisdiction. Veolia Environmental Services provides curb side pickup of recyclable materials for Village residents. A grass, garden waste, and leaf bin is located in the public works yard, 1002 Fond du Lac Avenue (USH 45). The Village also provides curbside brush chipping services on all public streets in the Village on the first and third Mondays of each month from April through October. Village residents can also recycle used motor oil at no cost by obtaining a permit slip at the Village Hall.

### ***Road Maintenance***

- The Village of Kewaskum Department of Public Works is responsible for maintaining about 23 miles of Village streets.

### ***Police Protection***

- Police protection in the Village is provided by the Village of Kewaskum Police Department, which consists of seven full-time officers and two part-time officers. Emergency calls from the Village of Kewaskum are directed to the Washington County Sheriff's Department in the City of West Bend, which operates a public safety answering point 24 hours a day. The center handles calls pertaining to fire, police, and public works (sewer/water) emergencies.

### ***Fire Protection and Emergency Medical Services***

- The Kewaskum Fire Department provides fire protection and emergency medical services in the Village. The Department is staffed with 54 paid on-call employees and one full-time employee. The Kewaskum Fire Department serves the Village, the Town of Kewaskum, and part of the Town of Auburn in Fond du Lac County. The Kewaskum Fire Department also provides emergency medical services to a portion of the Town of Farmington.

### ***Emergency Management Services***

- The Village Emergency Government Director coordinates all activities for emergency government within the Village, prepares and updates a comprehensive general plan for the emergency government of the Village, and maintains liaison and cooperates with emergency government agencies and organizations of other political subdivisions and of the State and Federal governments.

### ***Library***

- The Kewaskum Public Library occupies approximately 3,150 square feet of space in the Municipal Building, with an address of 206 First Street. In 2007, the library housed 24,769 books and had a total collection of 27,786 books and audio and visual materials. Based on information compiled by the Wisconsin Department of Public Instruction (WIDPI), the Kewaskum Public Library served 3,956 Village residents and 2,552 persons from outside the Village in 2007, for a total service population of 6,508 persons.

### ***Post Office***

- The U.S. Post Office is located at 347 Main Street (STH 28).

### ***Schools***

- The Village of Kewaskum is located entirely within the Kewaskum School District, as are the Towns of Kewaskum, Farmington, and Wayne, and the northern portion of the Town of Barton. The Kewaskum School District operates three schools in the Village: Kewaskum Elementary (serving Kindergarten through 5<sup>th</sup> Grade), Kewaskum Middle School (serving 6<sup>th</sup> Grade through 8<sup>th</sup> Grade), and Kewaskum

High School (serving 9<sup>th</sup> Grade through 12<sup>th</sup> Grade). The Kewaskum School District also operates schools located in the Town of Farmington and Town of Wayne. There are also two private schools in the Village: Holy Trinity Catholic School (serving Kindergarten through 8<sup>th</sup> Grade) and St. Lucas Lutheran Grade School (serving Kindergarten through 8<sup>th</sup> Grade).

### ***Parks***

- As of 2009, the Village of Kewaskum owned five park and open space sites, the six-acre Kewaskum Creek Park, the 35-acre Kewaskum Kiwanis Community Park, the one-acre Knights Avenue Neighborhood Park, the 13-acre River Hill Park, and the eight-acre Wildlife Drive Neighborhood Park and Open Space Site. The Kewaskum Elementary, Middle, and High Schools were also located in the Village and provide 42 acres of recreational land. The Eisenbahn State Trail, owned by the DNR and maintained by Washington County, passes through the Village. Together, these eight sites provide 118 acres of publicly-owned park and open space. There were also five private sites located in the Village encompassing 31 acres, for a total of 149 acres within park and open space sites.

### ***Telecommunications Facilities***

- There were three wireless antennas, located on the two municipal water towers, in the Village in 2008. Providers with wireless antennas in the Village included Sprint, T-Mobile, and Verizon.

### ***Power Plants and Transmission Lines***

- We Energies provides electric power and natural gas service throughout the Village. Natural gas and electrical power is available to the Village on demand and is not currently or anticipated to be a constraint to development during the comprehensive plan design period.
- There are no power plants, high-voltage electric transmission lines, or natural gas pipelines currently existing in the Village.

### ***Cemeteries***

- There are three cemeteries in the Village of Kewaskum, all of which are associated with a church: The Old Holy Trinity Catholic Cemetery, Lutheran Memorial Park, and St. Lucas Evangelical Lutheran Cemetery. Together, the cemeteries encompass about seven acres.

### ***Health Care Facilities***

- There are two clinics for non-specialized medical services located within the Village, SynergyHealth Kewaskum Health Clinic and Aurora Health Center.
- There are no hospitals located in the Village, but health care facilities are located in nearby communities.

### ***Assisted Living Facilities***

#### ***Facilities for Persons of Advanced Age***

- There are two community based residential facilities serving persons of advanced aged in the Village, Maple Dale Manor Kewaskum I and Maple Dale Manor Kewaskum II, both located on Fond du Lac Avenue.
- There is one residential care apartment, Maple Manor of Kewaskum, which is an independent apartment unit in which the following services are provided: room and board, up to 28 hours per week of supportive care, personal care, and nursing services.

#### ***Facilities for the Mentally and Physically Disabled***

- None were located in the Village, but such facilities are available nearby in the City and Town of West Bend, Village of Newburg, and Town of Trenton.

### ***Child Care Facilities***

- The Village of Kewaskum has four licensed group child care centers: Little Folks School Club, Little Folks Schoolhouse, Tuttle Creek Club Cool, and Tuttle Creek Learning Center, Inc.
- There are no licensed family child care centers in the Village, but were located in nearby communities to serve Village residents.

### **Utilities and Community Facilities Goals and Programs**

#### ***Goals:***

- Provide a safe, secure, and healthful environment and a high quality of life for Village residents.
- Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.
- Provide an organized system of public outdoor recreation sites and related open space areas for Village residents.
- Continue to provide law enforcement and emergency services for Village residents and businesses.
- Cooperate with other units and agencies of government, where appropriate, to provide cost-effective government services.

#### ***Programs:***

- Continue to prepare and update needs assessments as necessary in order to assess and collect impact fees on new development to cover the cost of Village utilities and community facilities needed to serve the development.
- Consider preparing a facilities plan for the Kewaskum Public Library to determine future needs for library materials, equipment, and space.
- Consider conducting a facilities plan for the Municipal Building to determine future needs for office and other space needed to carry out Village functions. This plan may include the library study described in the preceding program.
- Consider preparing a stormwater management plan for Edgewood and Knights Creeks.
- Conduct periodic needs assessment studies of the Village Police Department to determine if the department has sufficient officers, equipment, and facilities to adequately protect the community.
- Conduct periodic needs assessment studies of the Kewaskum Fire Department to determine if the department has sufficient firefighters, equipment, water supply, and facilities to adequately protect the Village and the other communities it serves.
- Explore a partnership with Washington County for recycling programs and facilities, including establishment of household hazardous waste collection sites and facilities.
- Implement the programs recommended in the Agricultural, Natural, and Cultural Resources Element (Chapter V) to provide Village parks, trails, and other recreational facilities.
- Initiate contacts with Washington County and adjacent communities prior to constructing new public facilities or initiating or expanding Village services to determine if there are opportunities for joint facilities or services.
- Continue to 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 1,772 employed persons residing in the Village and 1,806 Village residents in the labor force in 2000.
- Employed persons comprised about 54 percent of the total population of the Village in 2000.
- There were 34 unemployed persons age 16 or older, or about 2 percent of the labor force.
- About 71 percent of employed Village residents worked within Washington County, including about 26 percent in the City of West Bend and about 19 percent in the Village of Kewaskum, and about 29 percent of residents traveled outside the County for employment.
- Of the 29 percent of Village residents who traveled outside the County for employment, about 8 percent worked in Milwaukee County and about 10 percent worked in Ozaukee County.
- Village residents employed in production, transportation, and material moving occupations comprised the largest percentage of the employed labor force at about 28 percent, or 498 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 Washington 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 Village of Kewaskum had 1,891 jobs.

##### ***Major Employment Types***

The manufacturing industry led Washington County in number of jobs in 2007, despite the drop in the number of manufacturing jobs from 17,307 in 2000 to 14,359 in 2007. The next five largest private employment categories were:

- Retail trade – 8,482 jobs
- Health care and social assistance – 5,929 jobs
- Accommodation and food services – 4,898 jobs
- Construction – 4,400 jobs
- Other services, except public administration – 4,117 jobs

The largest government employer in the County was local government, which consisted of 4,873 jobs.

##### ***Major Employment Locations***

- In the Village, the Kewaskum School District and Regal Ware Inc. were the largest employers, both with 100 to 249 employees.
- Other large employers in the Village included Geidel's Foods Inc., with 50-99 employees; and True Q Enterprises Inc. (Dairy Queen), the Village of Kewaskum, and Kewaskum Frozen Foods Inc.; each with 20-49 employees.

#### ***Personal Income***

- The median household income in the Village was \$49,861, which was \$7,172 less than the median household income in the County (\$57,033), \$3,274 more than the median household income in the Region (\$46,587), \$6,070 more than the median household income in the State (\$43,791), and \$7,867 more than the household income in the Nation (\$41,994).

### ***Commercial and Industrial Areas***

- The land use plan map for the Village urban service area (Map 14 in Chapter VI) designates 388 acres for commercial and industrial development in 2035, which is an increase of 284 acres from the 104 acres developed for such uses in 2008.

### ***Business/Industrial Parks***

- There was one business park, Trading Post Center Business Park, located in the Village of Kewaskum. Trading Post Center Business Park encompassed 57 acres in 2008.

### ***Tax Increment Financing (TIF) Districts***

- Washington County had 19 TIF districts in 2006, all of which were located in cities and villages
- There was one TIF district, TIF #2, located in the Village of Kewaskum. TIF #2 was created in 2005 and encompasses about 122 acres in the southern portion of the Village, including the Trading Post Center Business Park.

### **Employment Projections**

- The total number of jobs in Washington County is projected to increase by 17,170 jobs, or by about 28 percent.
- The land use plan map for the Village urban service area (Map 14 in Chapter VI) designates an additional 80 acres for commercial development, an additional 188 acres for industrial development, and an additional 49 acres of Business Park 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, 4,110 additional jobs,<sup>3</sup> for a total of 6,001 jobs, could be accommodated in the commercial and industrial areas shown on the Village land use plan.
- A continuation of recent employment trends (1980 through 2005) would result in 2,307 jobs in the Village in 2035, compared to 1,891 jobs in the Village in 2000, or a 22 percent increase.
- Based on consideration of the range of employment projections described in the preceding paragraph, the Village of Kewaskum selected an employment projection of 3,000 jobs in the year 2035. This number lies between the “recent trends” projection and the regional land use plan projection.

### **Economic Development Goals and Programs**

#### ***Goals:***

- Maintain, enhance, and continue to diversify the economy consistent with other Village goals and objectives in order to provide a stable economic base.
- Retain and encourage new opportunities for local employment of citizens.
- Provide adequate pedestrian areas and aesthetic features in the central business district to encourage consumer activity and provide community character.
- Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.
- Develop strategies to promote business retention, expansion, and recruitment.
- Provide for commercial and industrial development in designated locations.

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<sup>3</sup>Based on an average of 16.6 workers for each acre of retail and service development, 8.3 workers per acre of industrial development, and 25.0 workers for each acre of Business Park development.

### ***Programs:***

- Identify suitable areas for commercial and industrial development on the Village land use plan map (See Map 14 in Chapter VI).
- Continue to implement the site plan review requirements of the Village zoning ordinance for commercial and industrial uses.
- Develop methods to analyze the long term actual impacts of new business development, including financial impacts and opportunity costs.
- Consider reestablishing the economic development committee of the Village Board.
- Work with the Kewaskum Area Chamber of Commerce and Economic Development/Washington County to determine desirable business development and for assistance in stimulating such development when and where appropriate.
- Work with industrial/manufacturing business owners to identify appropriate areas for siting new industry and the expansion of existing industry.
- Support the Kewaskum Area Chamber of Commerce in its efforts to promote the Village to businesses considering expansion or relocation to the Kewaskum area.
- Work with appropriate organizations to implement the housing programs recommended in the Housing Element (Chapter VII).
- Work with appropriate organizations to implement the transportation programs recommended in the Transportation Element (Chapter VIII).
- Work with appropriate partners to explore telecommunications and technology strategies for the Village to ensure access to wireless voice and data communications networks for Village businesses and residents, including residents who telecommute or operate home occupations.
- Work with utility companies to ensure that new industrial parks/buildings can provide adequate electrical power to operate the equipment required by those desired industries.
- Continue to participate in UW-Extension's First Impressions Program to assist in promoting the historic and economic redevelopment of the central business district.
- Continue to maintain and enhance the attractiveness of the Village through implementation of landscaping, signage, and building façade requirements in the Village zoning ordinance and the historic preservation guidelines in Chapter V. Appendices D and E provide urban design guidelines and landscaping guidelines, respectively, for consideration by Village officials when reviewing proposed development applications and site plans. Illustrations in the appendices provide examples of urban design practices intended to help achieve zoning ordinance requirements.

## **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 Village has an agreement with the Town of Kewaskum for maintenance and snow plowing of roads on the Village line that are not under County or State jurisdiction. The Village also provides fire protection and emergency medical services to the Town of Kewaskum and the Town of Auburn, and emergency medical services to a portion of the Town of Farmington.

### ***State, County, and Regional Agencies***

#### *Washington County*

Washington County provides a number of services to the Village and Village 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 Village prepare the comprehensive plan as part of that multi-jurisdictional planning process.
- SEWRPC also prepares a regional land use plan, which includes population, employment, and household projections to assist in local and county planning efforts, and is the Federally-designated transportation planning and programming agency for the seven-county region.<sup>4</sup>
- SEWRPC is also the regional water quality management agency for the region, and is involved in many other aspects of land use planning and development, including the County jurisdictional highway system plan, the regional water supply plan, and the regional telecommunications plan. SEWRPC also assists the Village in sanitary sewer service area planning and in drafting and developing zoning regulations.

#### *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 Village.

#### *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 Village has not yet adopted such a plan.

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<sup>4</sup>The seven Counties in the SEWRPC region are Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha.

- 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. The Village of Kewaskum zoning ordinance includes shoreland and floodplain regulations for shoreland and floodplain areas within the Village.

### ***Special-Purpose Units of Government***

#### *School Districts*

- The Village of Kewaskum is located entirely within the Kewaskum School District. The Kewaskum School District operates three schools in the Village: Kewaskum Elementary (serving Kindergarten through 5<sup>th</sup> Grade), Kewaskum Middle School (serving 6<sup>th</sup> Grade through 8<sup>th</sup> Grade), and Kewaskum High School (serving 9<sup>th</sup> Grade through 12<sup>th</sup> Grade).
- The Kewaskum School District should work with the Village when proposing to construct new facilities or additions to existing facilities, or when proposing to abandon a school district facility. 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.
- The Village President and Administrator meet regularly with Kewaskum School District officials for planning purposes, which has led to annual emergency preparedness meetings designed to improve communication between the Village, School District, Town of Kewaskum, Washington County, and local clergy.

#### *Libraries*

- Washington County is served by five public libraries, which are part of the Mid-Wisconsin Federated Library System.<sup>5</sup> Village residents are served by the Kewaskum Public Library, located at 206 First Street in the Village. Washington County contracts with each library to provide library services to County residents living in communities without a municipal library. The Mid-Wisconsin Federated Library System is also a member of a larger group called Shared Holdings and Resource Exchange (S.H.A.R.E.). S.H.A.R.E. electronically links the collections of all the public libraries in Dodge, Jefferson, Racine, Walworth, and Washington counties, and establishes common lending practices, such as lending periods and fines. Additional information and recommendations regarding the Kewaskum library are included in Chapter IX.

#### *Tax Increment Financing (TIF) Districts*

- There is one TIF district, TIF #2, located in the Village of Kewaskum. TIF #2 was created in 2005 and encompasses about 122 acres in the southern portion of the Village. Additional information about TIF districts is provided in Chapter X.

### **Intergovernmental Conflicts and Dispute Resolution**

An alternative 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. This alternative dispute resolution process is a *voluntary* process administered by the Washington County Planning and Parks Department.

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

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. The Washington County dispute resolution process is a type of “facilitated negotiation” process. Mediation, arbitration, and litigation are other types of dispute resolution.

### **Intergovernmental Cooperation Goals and Programs**

#### ***Goals:***

- Coordinate and communicate planning activities with other communities in the County, and State and Federal agencies to realize individual and shared visions, goals and objectives; to address regional issues that cross political boundaries and jurisdictions; to ensure efficient use of resources; and to provide for increased certainty between all levels of government, developers, and landowners.
- Coordinate with school districts as they plan and locate facilities.
- Maintain a safe and efficient transportation system in the Village 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 Village 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 Washington County to complete the procedure necessary for Village participation in the Washington County Multi-Jurisdictional Dispute Resolution Panel.
- Work with school district officials, on request, to explain the type of permits required from the Village before selecting and buying a site; the recommendations of the Village 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 November 5, 2009.
- The Village Plan Commission approved the plan by resolution on November 5, 2009 (see Appendix H).
- The Village Board held a public hearing on the plan on November 5, 2009, and adopted the plan by ordinance on November 5, 2009 (see Appendix I).

### **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 Village 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 Village has adopted a zoning ordinance, a land division (subdivision) ordinance, and an official mapping ordinance. As of January 1, 2010, each ordinance must be consistent with this Village comprehensive plan. Chapter XII lists changes to the Village zoning ordinance, zoning map, and land division ordinance that will be considered by the Village Board to achieve consistency.

### **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 Village of Kewaskum Plan Commission and Village 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 68 in Chapter XII. Any new programs recommended in the plan must be individually reviewed and approved by the Village Board through the annual budget process prior to implementation.

### **Implementation Goals and Programs**

#### ***Goals:***

- Ensure the Village of Kewaskum's comprehensive plan remains relevant.
- Promote consistency between and integration of plan recommendations into Village ordinances.
- Make the plan and the implementing ordinances available to the public.

#### ***Programs:***

- Regularly review the Comprehensive Plan and related ordinances to ensure they are achieving the desired results.
- Amend the Village zoning and subdivision ordinances as necessary to properly implement this plan.
- Regularly review the Village zoning, subdivision, and official mapping ordinances to ensure they are effective in implementing this plan.
- Strive to stay current with new land use controls and techniques, and incorporate them into the plan or implementing ordinances if needed to address development issues.
- Update the Village zoning map on a periodic basis to reflect rezonings, zoning districts on recently-annexed parcels, and updated wetland and floodplain information.
- Consider preparing an Urban Forestry Plan to identify and prioritize areas where it is desirable and feasible to plant street trees.

**GLOSSARY  
AND  
LIST OF ACRONYMS**

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## GLOSSARY

Accessory Dwelling Unit. A secondary dwelling unit established in conjunction with and clearly subordinate to a principal dwelling unit. An accessory dwelling unit is self-contained and includes a separate outside entrance, sleeping facilities, kitchen facilities, bathroom facilities, and parking.

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 habitat species 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 and surrounded by open space or yards (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 G. 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. ERP sites in the Village are described in Chapter VI.

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 Village of Kewaskum planning area are shown on Map 10 in Chapter VI, and include primary and secondary environmental corridors, isolated natural resource areas, natural areas, significant geological sites, and surface waters. Floodplains and wetlands, together with other features that may limit development of a parcel, are shown on Map 9 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.

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.

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 Village 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 limitations to building site development in the Village planning area identified by the Village are shown on Map 9 in Chapter VI, and include 100-year floodplains, wetlands, areas with bedrock within 50 feet of the surface, contaminated sites, nonmetallic mining sites, slopes of 20 percent or greater, 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 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.

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.

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.

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.

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.

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. The Village of Kewaskum sewer service area is shown on Map 11.

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. In accordance with the requirements of Chapter 117 of the *Wisconsin*

*Administrative Code*, the Village zoning ordinance restricts uses in wetlands located in the shoreland. Additional restrictions apply in shoreland areas annexed by the Village after May 7, 1982 (see Chapter V for additional information).

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.

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.

Swale. A component of a stormwater management system that is designed to convey, store, treat, and/or infiltrate runoff. To effectively manage stormwater for multiple purposes, swales should be lined with turf grass or native grasses. When a swale is intended to infiltrate runoff, special measures must be applied during construction to avoid compacting the underlying soil, or to enhance the infiltration capacity of that soil.

SWOT Analysis. An acronym for Strengths, Weaknesses, Opportunities, and Threats. An analysis that provides direction and often serves as a basis for the development of plans. It assesses a community's strengths (assets or what it can do) and weaknesses (internal limitations or what it cannot do) in addition to opportunities (potential favorable conditions) and threats (external limitations or unfavorable conditions).

Telecommunications. Any origination, creation, transmission, emission, storage-retrieval, or reception of signals, writing, images, sounds, or other information by wire, radio, television, or optical means.

- Backhaul network: A backhaul network is designed to convey wireless communication data from multiple users in a relatively small service area to a centralized access point. Multiple access points in a larger service area in turn transmit wireless data to a cable Internet connection (gateway) maintained by a local exchange company. Information is also disseminated from the Internet to the access network, then to local users through the backhaul network.
- Broadband: Digital video, voice, and data transmission over the Internet at speeds of 256 kilobits per second or faster.
- 3G (third generation wireless technology): High-speed broadband service, including mobile phone service and voice, e-mail, and instant messaging transmissions. Current “state of the art” in Southeastern Wisconsin.
- 4G (fourth generation wireless technology): Advanced broadband, high speed, digital technology, 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.

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/](http://www.legis.state.wi.us/rsb/code/).

Wisconsin Statutes. The body of law enacted by the Wisconsin State Legislature. Portions of the *Wisconsin Statutes* that particularly affect planning include Chapter 236 (subdivision requirements); Section 62.23 (zoning and master planning requirements for cities and villages, and towns that have adopted village powers); Section 66.1001 (comprehensive planning requirements); and Chapter 59 (zoning requirements for counties). The *Wisconsin Statutes* are available on the Legislature's web page at <http://www.legis.state.wi.us/rsb/stats.html>.

Woodlands. 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 No. 2004-17

### 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 Village Board of the Village 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 Village of Kewaskum; and

WHEREAS, the Village Board of the Village 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 Village of Kewaskum, which is eligible to receive \$18,000 in grant funding; and

WHEREAS, an award of grant monies by the Wisconsin Department of Administration through this grant process will require matching grant funds from the County which will be fully satisfied by the in-kind services by the County and SEWRPC; and

WHEREAS, if a State grant is awarded, those grant monies will be used by Washington County and SEWRPC to prepare a Multi-jurisdictional Comprehensive Plan for Washington County that will contain sufficient detail to serve as a comprehensive plan for the County and for each participating Town and Village; and

WHEREAS, if a State grant is awarded, preparation of comprehensive plans for the Village and County will require a minimal out-of-pocket contribution from the Village, except for the cost of producing any local plan documents and any supplemental information desired by the Village; 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 Village has the option of contracting with SEWRPC to prepare an individual plan document based on the County plan for review and adoption by the Village Board, which will satisfy the requirements specified in Wisconsin's Comprehensive Planning Law.

**NOW, THEREFORE, BE IT RESOLVED** that the Village Board of the Village 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;

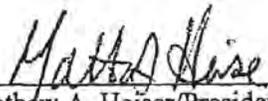
**BE IT FURTHER RESOLVED** that the Village Board of the Village of Kewaskum hereby agrees to the procedures and responsibilities outlined in the Multi-jurisdictional Work Program, dated August 2004, developed by the Multi-jurisdictional Comprehensive Planning Work Group as its planning

procedures, provided Washington County is awarded a 2005 comprehensive planning grant by the State of Wisconsin;

BE IT FURTHER RESOLVED that the Village Board of the Village 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 Village of Kewaskum.

BE IT FURTHER RESOLVED that the Village Board of the Village of Kewaskum authorizes the Village President to execute the appropriate cooperative agreement and any and all documents to accomplish the proposal outlined herein for this multi-jurisdictional comprehensive planning process.

PASSED, ADOPTED AND APPROVED this 20th day of September 2004 by the Kewaskum Village Board.

  
Mathew A. Heiser/President

ATTEST:

  
Daniel S. Schmidt/Administrator/Clerk

Motion for adoption by Trustee Andy Pesch  
Motion for adoption seconded by Thomas Piwoni  
Roll Call Vote was 5 "Aye" 1 "Nay" 0 "Absent"  
Trustee Kevin Scheunemann voting "Nay"

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

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**Appendix B**

**RESOLUTION ADOPTING THE  
PUBLIC PARTICIPATION PLAN**

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RESOLUTION No. 2004-15

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 Village 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

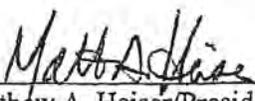
**WHEREAS**, Washington County and the Village of Kewaskum have established a Multi-Jurisdictional Comprehensive Planning Work Group that has been meeting monthly to prepare a public participation plan in preparation for a State of Wisconsin comprehensive planning grant application due November 1, 2004;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

**WHEREAS**, the Village 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

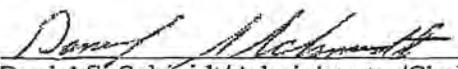
**WHEREAS**, the Public Participation Plan developed by the Multi-Jurisdictional Comprehensive Planning Work Group including the Village of Kewaskum Washington County, the Southeastern Wisconsin Regional Planning Commission and the University of Wisconsin-Extension includes written procedures to foster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

PASSED, ADOPTED AND APPROVED this 20th day of September 2004 by the Kewaskum Village Board.

  
Mathew A. Heiser/President

ATTEST:

  
Daniel S. Schmidt/Administrator/Clerk

Motion for adoption by Trustee Andy Pesch  
Motion for adoption seconded by Harry Roecker  
Roll Call Vote was 5 "Aye" 1 "Nay" 0 "Absent"  
Trustee Kevin Scheunemann voting "Nay"

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## 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.<sup>1</sup> The Cities of Hartford and West Bend are both third class cities. All cities and villages in Washington County exercise extraterritorial platting authority and review plats in adjacent towns.

In accordance with Section 66.0105 of the *Statutes*, in situations where the extraterritorial plat approval jurisdiction of two or more cities or villages would otherwise overlap, the extraterritorial jurisdiction between the municipalities is divided on a line, all points of which are equidistant from the boundaries of each municipality concerned, so that no more than one city or village exercises extraterritorial jurisdiction over any unincorporated area. City and village extraterritorial plat approval authority does not include the authority to require public improvements, such as streets or sanitary sewers, in plats outside city or village limits. Only the town board may require improvements in plats located within a town.

### **Official Mapping**

Official mapping authority, granted to cities and villages under Section 62.23(6) of the *Statutes*, is intended to prevent the construction of buildings or structures and their associated improvements on lands designated for future public use. An official map may identify the location and width of existing and proposed streets, highways, parkways, parks, playgrounds, railway rights-of-way, public transit facilities, airports, and airport affected areas (areas up to three miles from an airport). Waterways, which include streams, ditches, drainage channels, lakes, and storage basins, may also be shown on an official map if the waterway is included in a comprehensive surface water drainage plan. Official maps may be adopted by an ordinance or resolution of the village board or common council, and must be recorded with the county register of deeds immediately following their adoption.

A city or village official map may include the area within the city or village plus the area within the extraterritorial plat approval jurisdiction of the city or village.

Towns that have adopted village powers may adopt an official map for areas within the town.

As of 2007, the Cities of Hartford and West Bend and the Villages of Jackson and Kewaskum had adopted official maps.

### **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.

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<sup>1</sup>*Cities of the first class are those with a population of at least 150,000 residents; cities of the second class are those with a population of 39,000 to 150,000 residents; cities of the third class are those with a population of 10,000 to 39,000 residents; and fourth class cities have a population of less than 10,000 residents. A city is not automatically reclassified based on changes in population. Under Section 62.05 of the Statutes, to change from one class to another a city must meet the required population based on the last Federal census, fulfill required governmental changes (generally, an amendment to the charter ordinance is required), and publish a mayoral proclamation.*

2. The common council or village board may also adopt an interim ordinance that “freezes” the existing zoning within the extraterritorial area while the extraterritorial zoning ordinance is being prepared. A public notice must be published and the county and affected towns must be notified. An ordinance freezing existing zoning can remain in effect for up to two years. The common council or village board may extend the moratorium for one additional year 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

# URBAN DESIGN GUIDELINES FOR THE VILLAGE OF KEWASKUM

During the planning process for the 2010 Village land use plan, certain urban design concerns were identified. Many concerns relating to landscaping, signs, buffers between incompatible land uses, arterial street access, and architectural compatibility of buildings were addressed during the update of the Village zoning ordinance in 2004. Other urban design recommendations from the 2010 plan, particularly those related to the historic Central Business District (CBD), are still relevant, and are presented in this Appendix to assist Village officials when reviewing proposed development projects and when considering street improvements and other public works projects, such as the proposed reconstruction of Main Street/State Trunk Highway (STH) 28 by the Wisconsin Department of Transportation (WisDOT). That portion of STH 28 in the Village east of U.S. Highway 45 is proposed to be reconstructed in 2012.

### *Historic Central Business District and Environs*

The concentration of unique old buildings in the Kewaskum CBD is not used as effectively as possible as a source of community identity. By enhancing this resource, a distinctive positive image of the Village can be projected to pedestrians, bicyclists, and occupants of motor vehicles traveling through the District, centered on the intersection of the two major arterials, Fond du Lac Avenue (USH 45) and Main Street (STH 28), which form the axes of the District. This area could provide an important focus of identity for the Village.

The Village, with assistance from a qualified professional, will consider conducting a communitywide inventory of historic resources, including those in the Kewaskum CBD. The identification of significant historic places and the delineation of a historic district, if any, will also be carefully evaluated for possible inclusion in the National and State Registers of Historic Places. If registered, such special status would help to qualify proposed historic rehabilitation projects for potential tax incentives offered by the State and Federal governments. Any city or village containing property listed on the National or State register of historic places must enact a historic preservation ordinance to protect and preserve such resources. Opportunities for experiencing the designated historic features, for example, in the Kewaskum CBD, could then be promoted by identifying and describing those features with explanatory plaques along a marked historic trail.

By preserving significant historic features and improving the historic streetscape in the Kewaskum CBD, a unique Village identity could be established. Trees, shrubs, and flowers could be planted along street façades to enhance its attractiveness. Historic “street furniture,” such as signs and benches, could also be installed. Streetlamps at a pedestrian scale and of a design compatible with the historic buildings would further enhance the historic image. Historic photographs are an excellent means of identifying the former appearance of the District. Discordant elements, such as a clutter of poles and wires, even if historically accurate, should be avoided.

Figure D-1

RECENT PUBLIC IMPROVEMENTS IN THE KEWASKUM CENTRAL BUSINESS DISTRICT



Source: SEWRPC.

The Village has been working toward improving the vitality of its downtown. The Village has reconstructed the parking lot on the north side of Main Street and west of Railroad Avenue, and has constructed a trail kiosk between the Eisenbahn Trail and the parking lot and provided a bench and drinking fountain along Main Street (see Figure D-1). A new Village welcome sign has also been developed near the Fire Station at the south end of the downtown commercial area (see Figure D-2).

The reconstruction of STH 28 through the CBD provides an opportunity for the Village to make aesthetic improvements. Improvements could be partially funded through the “Community Sensitive Solution (CSS)” funding provided by WisDOT, which provides 3 percent of highway construction costs for decorative elements, such as landscaping, lighting, relocating utility lines underground, and decorative pavement (for example, at pedestrian crossings or along sidewalk edges).

***Streetscaping***

Existing development along Fond du Lac Avenue near its intersection with Main Street and along Main Street from Fond du Lac Avenue to the Milwaukee River is such that space is limited to provide terraces and trees within the street right-of-way. Trees could be provided at a few locations in the CBD, however, including along the Eisenbahn Trail, and potentially between the Main Street sidewalk and the Village parking lot, on the south

Figure D-2

VILLAGE WELCOME SIGN



Source: SEWRPC.

side of the Main Street sidewalk on the Holy Trinity Elementary School property, and other locations. Where space precludes providing terraces, street trees could be located in “bump-outs” (see Figure D-3) in appropriate locations, such as intersections and mid-block crossings.

Although locations for street trees are limited in the CBD, flowers or other landscaping materials could be provided in planters along buildings. Consideration should be given to the use of similar plants and planters for a unified look (see Figure D-4).

Streetscape improvements should be made, not only in the Kewaskum CBD, but also along other streets within the planned urban service area. Streets within the Village have received minimal landscaping in the form of street trees, unique lighting fixtures, or distinctive street signs. Landscape plantings, especially trees, along arterial streets and on abutting properties can help to define the street lines visually, add texture and color, provide shade and screening, and fill void spaces. Some streets in the Village, such as Railroad Street, First Street, and Forest Avenue adjacent to the Antique Mall parking lot, lack clearly defined pavement edges with curbing and terraces to separate sidewalks from streets and parking lots. Sidewalks located immediately adjacent to vehicular travel lanes and parking lots discourage pedestrian travel because of the perception of hazard. Terraces separating sidewalks from such areas help reduce this perception and provide a more pleasant pedestrian environment by

Figure D-3

EXAMPLE OF STREET TREE PLANTED IN SIDEWALK “BUMP-OUT”



Source: SEWRPC.

furnishing an area off the sidewalk for street trees and other landscape plants, colorful patterned brick pavements, such street furniture as decorative streetlights and benches, driveway aprons, snow storage, and a refuge from water splashed by passing vehicles. Terraces will be provided along all new public streets in the Village, based on the cross-sections shown in Figure 3 in Chapter VIII, unless infeasible due to right-of-way or other constraints.

***Utility Lines and Poles***

The overhead wires and supporting structures of the electric and telephone lines create a sense of visual clutter along streets within the Village. One possible solution for this problem is to bury above-ground utility lines. Another solution is to relocate these lines and supporting poles to such less visible areas, such as the rear of properties. All overhead utility lines within the Village planned urban service area should be buried if financially and physically feasible to do so. As an alternative, overhead utility lines could be moved to less visible areas.

***Architectural Compatibility of Buildings and Related Structures***

A number of existing buildings in the CBD have been renovated, and many now include attractive features that complement the area's historic character (see Figure D-5). As additional buildings are renovated, their overall appearance should be made compatible with neighboring buildings through the proper use of structural elements,

Figure D-4

**EXAMPLE OF DOWNTOWN STREETSCAPING USING  
CONSISTENT SIGNAGE, LANDSCAPING, AND LIGHT FIXTURES**



Source: SEWRPC.

Figure D-5

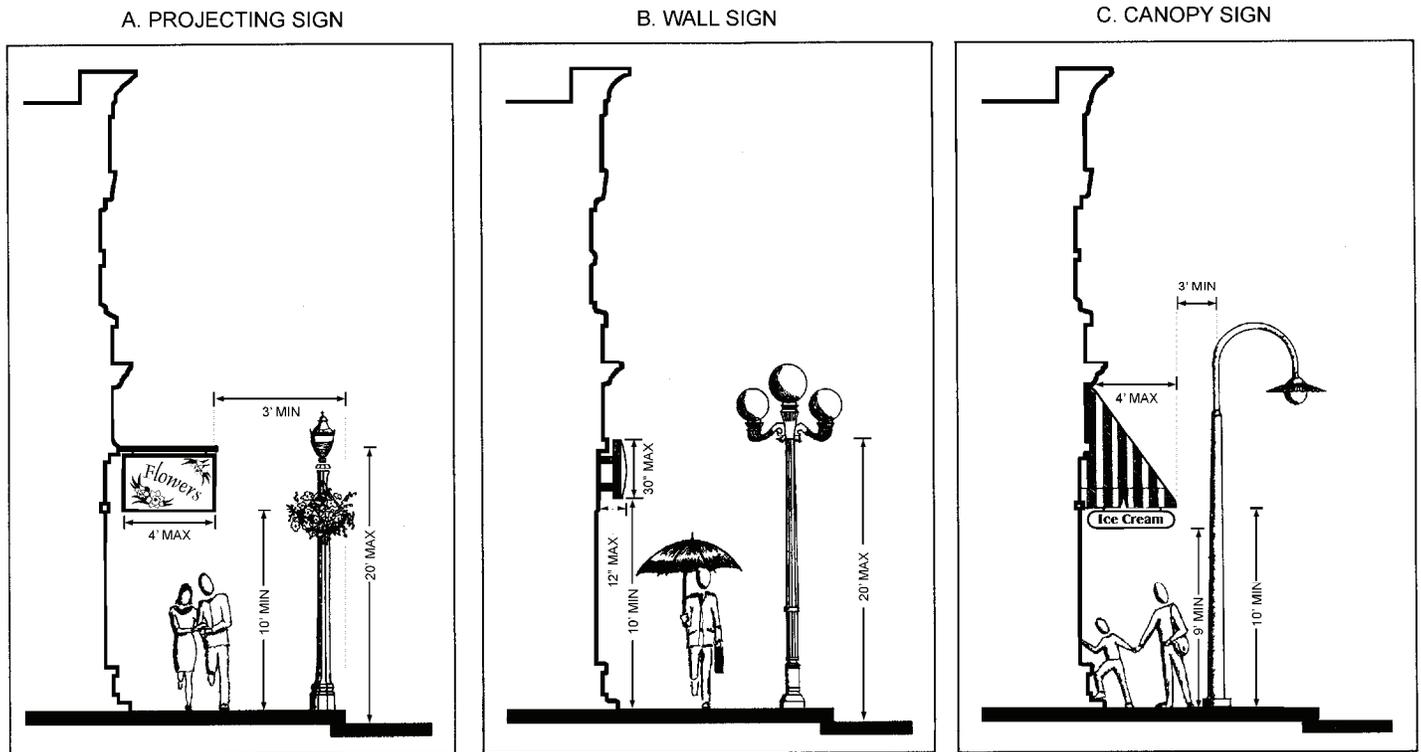
HISTORIC BUILDING FAÇADES IN THE KEWASKUM CENTRAL BUSINESS DISTRICT



Source: SEWRPC.

Figure D-6

ALTERNATIVE STREETLIGHTS AND BUILDING SIGNS FOR THE CENTRAL BUSINESS DISTRICT



NOTE: SIGNAGE HEIGHT SHOULD BE CONSISTENT BETWEEN STORES ON THE SAME BLOCK.

Source: SEWRPC.

including the building shape and proportion, the placement of openings such as doors or windows, and the placement of signs. Figure D-6 illustrates examples of distinctive streetlights and building signs that could be used to create a more unified and distinctive appearance for buildings in the CBD. General landscape materials such as shrubs, groundcover, and flowers; planters; or, where site conditions allow, street trees, that complement the buildings should also be installed along the street façades of these buildings.

### **Maintenance**

The proper maintenance of buildings and other structures, as well as landscaping, will help retain the aesthetic appeal of buildings and grounds within the Village over time. Buildings, fences, decks, and other structures should be kept in good condition and proper appearance by performing such routine maintenance tasks as painting, staining, repairing, replacing, and cleaning when necessary. Building code compliance and architectural review requirements are methods of ensuring that structures are properly maintained.

Landscaping should be provided only if it will be properly maintained by watering, pruning, mowing, edging, staking, fertilizing, spraying, and replacing when necessary. To ensure that these features are properly installed and maintained, upon submittal and approval of landscape plans for urban development or redevelopment proposals, a comprehensive maintenance schedule and a bond should be required to ensure that the initial installation and maintenance of landscape materials is in accordance with the approved plans.

Specifically, plants selected for use in certain areas of the urban environment, such as parking lots and along streets, should be salt-tolerant. Stone mulch with an underlying fiber-like weed barrier is recommended to be used in lieu of grass in certain areas where heavy pedestrian and vehicular traffic is present or where the possibility of watering is limited. If grass is proposed in landscaped areas, it should be properly maintained and protected from pedestrian and vehicular traffic, otherwise an “all-weather” surface material is recommended, such as a decorative pavement surface or mulch with underlying weed barrier. Excessive paving of open space areas with such hard-surface materials as asphalt or concrete should be discouraged. Flower beds should be provided only if provisions are made for proper maintenance. Decorative stone or bark mulch in plant beds should be kept weed-free and replenished over time.

### ***Pedestrian, Bicycle, and Trail Facilities***

The Village should provide pedestrian walkways and trails to link important historic, recreational, and scenic areas. Pedestrian circulation is typically provided by concrete sidewalks along the existing street rights-of-way parallel to the street pavements and street-facing building façades within the Village. Crosswalks are properly provided at major street intersections. Handicap ramps and crosswalk paving lines should be provided at all arterial street intersections to improve pedestrian and bicyclist safety. In addition, sidewalks at least five feet wide should be provided along all public streets, in accordance with Figure 3 and Table 52 in Chapter VIII, with the possible exception of residential areas with lot sizes larger than 20,000 square feet. The Village will consider preparing a Village trail plan to provide a system of bicycle and pedestrian paths and trails throughout the Village.

### ***Positive Attributes***

Although the Village has some urban design problems, it also has many assets. These positive attributes can be enhanced and better utilized to improve the attractiveness of the Village. The growing community with its heavily traveled arterials and such surrounding major attractions as the Sunburst Ski Area, Hon-E-Kor Golf and Country Club, and Kettle Moraine State Forest—Northern Unit, along with the unique natural features of the area, has a high potential to project a very positive image to the public. Indeed, the Village of Kewaskum is promoted as the “gateway” to the Kettle Moraine State Forest. Since Fond du Lac Avenue (USH 45) and Main Street (STH 28) are perceived as the “major” arterials of the Village, they should be provided with good streetscaping features to present a positive image of the Village to people visiting the community. The historic Kewaskum CBD should also be further developed to its full potential as a major focal point for commercial activities in the Kewaskum area. Improvements to such visual elements can be used to create a more pleasant environment in which to live and work.

In addition to the cultural attractions of the area, distinct natural features exist throughout the Kewaskum area. Unique glacial landforms in the area include kames, kettle holes, and eskers in the Kettle Moraine State Forest, along with gently sloping and rolling ground moraines, hills, and naturally attractive vegetation and meandering waterways. With prudent planning and effective plan implementation, the identified urban design problems of the area can be resolved and the positive characteristics enhanced. Any revitalization effort, including that for the Kewaskum CBD, should play a significant role in establishing a sense of community identity as well as instill a sense of community pride in Village residents and businesses.

## Appendix E

# LANDSCAPING GUIDELINES FOR THE VILLAGE OF KEWASKUM

Landscaping enhances the overall attractiveness of a community and contributes to the general welfare of the public by providing shade, shelter, and screening. The Village of Kewaskum zoning ordinance includes requirements for landscaping in and around parking lots, in buffer strips separating dissimilar land uses, and at the base of free-standing signs. The guidelines in this Appendix illustrate examples of the type of landscaping required by the zoning ordinance, and also provide information on landscaping in other areas, such as the entry to residential subdivisions, to assist private developers and Village officials when designing and reviewing development proposals. Kewaskum residents may also find the information useful when landscaping their property.

### *General*

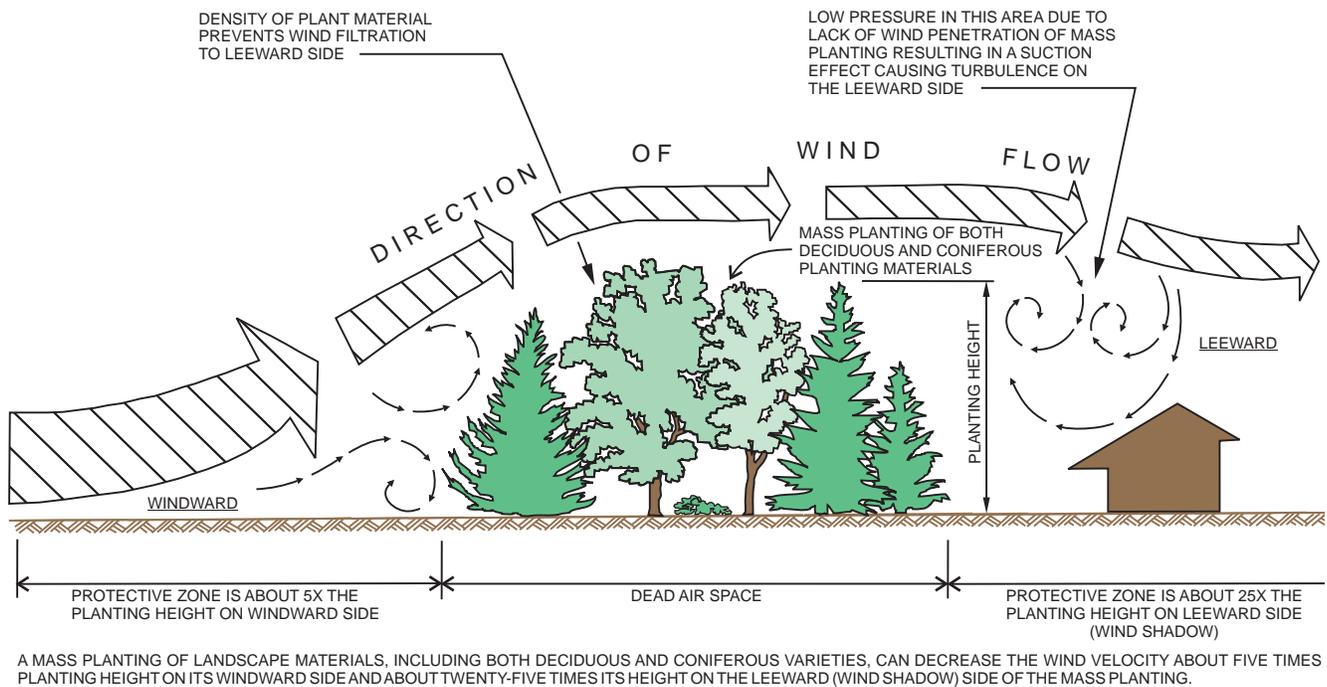
Plants selected for use in the urban environment, such as in parking lots and along streets, should be salt-tolerant. Decorative mulch, such as of stone or shredded hardwood bark with underlying fiber-like weed barrier, should be used in lieu of grass where heavy pedestrian and vehicular traffic is present or where the availability of water is limited. If grass is proposed in landscaped areas, it should be properly maintained and protected from pedestrian and vehicular traffic, otherwise an “all-weather” surface material should be used, such as decorative pavement surface or stone mulch with underlying weed barrier. Excessive pavement of open space areas with hard-surface materials such as asphalt or concrete should be discouraged. Flower beds should only be provided if provisions are made for proper maintenance. Berms are beneficial for plants, especially if more suitable planting soil is placed in planting areas over poor soil and drainage. The use of native plants, such as prairie grass and wild flowers that are nonexotic, should be used in areas of steep topography, along rural roadways, and in designated “natural” areas of parks and parkways both to preserve or achieve a “natural” appearance and also to reduce public maintenance costs. Any proposed landscaping should recognize traffic safety requirements, including those for sight distances, vision triangles, and vehicular recovery areas.

### *Wind and Landscape Planting*

Landscaping should be provided to minimize winter wind and to promote summer wind effects on structures. Winter wind protection is afforded by providing landscaping of an adequate height on the west side of buildings. An optimum distance between a windbreak and a building is approximately twice the height of the windbreak. A windbreak consisting of two rows of coniferous trees is optimal for efficiency; additional rows would not significantly increase its effectiveness as a windbreak. Figure E-1 illustrates this concept.

Figure E-1

### LANDSCAPING FOR PROTECTION FROM WIND



Source: SEWRPC.

#### Noise and Landscape Planting

Groups of trees, shrubs, and other landscape masses, such as earth berms, can serve as noise barriers. Such landscaped noise barriers are most effective when the barrier is near the noise source or the noise receiver. Landscape plantings and earth berms should be used as sound barriers whenever possible.

#### Solar Access and Landscape Planting

With respect to solar access, landscaping planted to the south of structures should be broad, deciduous species with open twig patterns that would provide shade from the summer sun and permit sunlight through the branches in the winter. Figure E-2 illustrates these concepts.

#### Selection of Landscape Plants

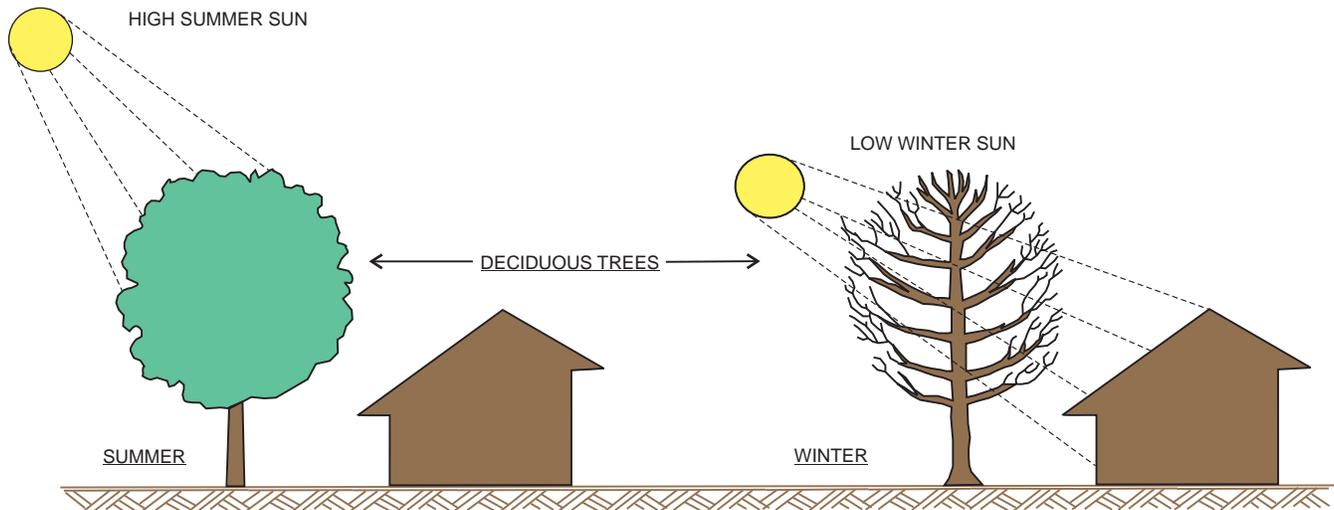
Trees and shrubs meeting the standards of the most recent edition of the American Association of Nurseryman's *American Standard for Nursery Stock* should be used for public landscaping projects and in landscape areas required by the zoning ordinance. The type of planting should be determined by the topographic features and microclimate of the site. The spacing of plants should be determined by soil conditions, land use, terrace width, utility locations, and design theme. Table E-1 sets forth the species characteristics of various trees, shrubs, ground covers, and vines to aid in the selection of landscape plantings based, in part, upon species hardiness to environmental conditions. Table E-1 also recommends desirable sizes and spacing of certain plant species to be used for buffering or screening.

#### Street Trees

The Village may wish to consider establishing a street tree program. Table E-2 lists potential street trees. Ideally, a deciduous shade tree at least two inches in diameter measured at chest height, approximately five feet above ground level, and meeting the American Association of Nurserymen's standards for nursery stock, should be planted for each 50 feet of street frontage. Trees could be planted closer together than suggested in Table E-1,

Figure E-2

**DECIDUOUS LANDSCAPE PLANTING AND SEASONAL SOLAR ACCESS**



GENERALLY, LANDSCAPE PLANTINGS TO THE SOUTH OF STRUCTURES SHOULD BE BROAD, DECIDUOUS SPECIES WITH OPEN TWIG PATTERNS, AFFORDING THE PASSAGE OF LIGHT THROUGH THE BRANCH STRUCTURE IN THE WINTER. THE CHOICE OF DECIDUOUS PLANTINGS SHOULD BE MADE SINCE THEY DROP THEIR LEAVES IN THE FALL AND ALLOW LOW WINTER SUN TO PENETRATE THEIR BRANCHING STRUCTURE. IN THE SUMMER, THE DECIDUOUS PLANTINGS CAN ALSO PROVIDE SUN SHADING OF THE STRUCTURE, THUS LOWERING UNWANTED SUMMER HEAT GAIN.

Source: SEWRPC.

depending on the type of tree selected, the desired design effect to be achieved, and the amount and quality of growing space provided for the root system. Figure E-3 shows the minimum distances a street tree should be located from certain physical features within a street right-of-way. Because of existing development, particularly in the downtown area, it may not be possible to plant street trees throughout the Village. The Village should consider preparing an Urban Forestry Plan to identify and prioritize areas where it is desirable and feasible to plant street trees.

**Street Terraces**

Sidewalks located immediately adjacent to motor vehicle travel lanes discourage pedestrian travel because of noise and the perception of hazard. A landscaped or surfaced area, referred to here as a “terrace,” should be provided between the curb or edge of pavement and the inside edge of sidewalks to provide separation between vehicular and pedestrian traffic along all new streets and, where feasible, when existing streets are reconstructed. Terraces provide a more pleasant pedestrian environment by permitting an area off the sidewalk for sign posts, street lights, utility poles, trash cans, and other street furniture; provide an area for street trees and other landscaping; allow driveway aprons to be located outside the sidewalk area; provide additional area for snow storage; and reduce splashing of pedestrians by passing vehicles operating on wet pavements. Terraces that are to contain trees should be at least six feet wide, preferably 10 feet or wider, to allow sufficient space for the root system and to minimize damage to adjacent pavements, especially sidewalks. If the terrace is 15 feet or wider, trees could be staggered instead of arranged in a straight row. Generally, large street trees should not be planted in terraces less than four feet wide unless a tree grate is provided or a landscape device is used to control the lateral growth of the root system in certain locations, especially near sidewalks. Precaution should be taken when placing trees near utility lines.

**Main “Entryway” Landscaping**

Attractive landscaping and signs provide a sense of identity as well as direction at main “entryways” into parks, residential neighborhoods, historic districts, central business districts, and business or industrial centers. Proper design and maintenance of landscaped entryways, especially those containing center landscaped islands, are

## Table E-1

### A PLANT SELECTION GUIDE FOR LANDSCAPE PLANTING WITHIN THE VILLAGE OF KEWASKUM

The following tables list plants recommended for use in development or redevelopment projects in the Village that require Plan Commission review and approval of a site plan. The plant selection guide is divided into seven tables consisting of deciduous trees, evergreen trees, deciduous shrubs, evergreen shrubs, ornamental grasses, groundcovers, and vines. The first five tables further group the plants by height. The tables are not exhaustive, but include plants that are usually available within southeastern Wisconsin.

Prior to selecting plants for a specific location, various site characteristics should be carefully analyzed including soil type, drainage conditions, hardiness zone, growing space, available sunlight, wind exposure, salt exposure/plant tolerance, utility lines, traffic visibility, typical snow cover, expected foot traffic and compaction, and other site conditions that could affect the growth of plants.

Plants should also be selected to help establish a design theme for a development and/or achieve the desired neighborhood or community character. Interesting or creative landscape architectural details that use a diverse variety of plants are encouraged. To be avoided are plants spaced too far apart with excessively large gaps or the monotonous view of a long straight hedge consisting of only one or two types of shrubs.

As a general guide, trees and shrubs used for buffering or screening purposes should consist of the following minimum sizes:

1. Deciduous shade trees and ornamental trees should contain a caliper size of at least two inches and 1.5 inches in diameter, respectively, which are measured at least six inches above the root system or ground level.
2. Evergreen trees should be at least five to six feet in height.
3. Deciduous and evergreen shrubs used to screen parking areas from public streets should be at least 18 to 24 inches in height and grow to obtain an overall screening height of at least three feet above the parking surface after three years. A minimum plant size of five to six feet in height is suggested for buffering between incompatible land uses. Smaller plants could be used if combined with other landscape measures, such as planters or berms, provided the desired degree of buffering or screening is achieved.

Deciduous trees selected for installation along streets should contain a caliper size of at least two inches in diameter, measured 4.5 feet (about chest height) above ground level. The over use of one type of tree should be avoided. For a more complete guide to street tree planting, refer to the sources referenced at the end of this table.

In the table, the nonitalicized first name is the common name(s) for a plant, and the second name in parentheses is its botanical name. Abbreviations used in the following tables include:

- cvs. – cultivars;
- spp. – species;
- ssp. – subspecies;
- var. – variety.

**Table E-1 (continued)**

**A. DECIDUOUS TREES**

<b>TALL TREES -- 40-100 feet in height; plant at least 40-50 feet apart; columnar species, 20-30 feet apart</b>			
<ul style="list-style-type: none"> <li>● Ash, Fallgold Black<sup>a</sup> (<i>Fraxinus nigra</i> 'Fallgold')</li> <li>●* Ash, Green<sup>a</sup> (<i>Fraxinus pennsylvanica</i> and cvs.)</li> <li>●* Ash, White<sup>a</sup> (<i>Fraxinus americana</i> and cvs.)</li> <li>* Beech, American (<i>Fagus grandifolia</i>)</li> <li>Beech, European (<i>Fagus sylvatica</i>)</li> <li>Catalpa, Northern (<i>Catalpa speciosa</i>)</li> <li>* Cherry, Black (<i>Prunus serotina</i>)</li> <li>* Coffeetree, Kentucky (<i>Gymnocladus dioica</i>)</li> <li>● Elm, Hybrid (<i>Ulmus</i> x 'Hybrids')</li> <li>DED resistant only</li> <li>Filbert, Turkish (<i>Corylus columa</i>)</li> <li>● Ginkgo; Maidenhair Tree (<i>Ginkgo biloba</i> and cvs.)</li> <li>Male Only</li> <li>Hickory, Shagbark (<i>Carya ovata</i>)</li> <li>●* Hackberry, Common (<i>Celtis occidentalis</i> and cvs.)</li> <li>* Honeylocust, Common (<i>Gleditsia triacanthos</i>)</li> <li>● Honeylocust, Thornless (<i>Gleditsia triacanthos</i> var. <i>inermis</i> and cvs.)</li> <li>Common</li> <li>Horsechestnut (<i>Aesculus hippocastanum</i> and cvs.)</li> </ul>		<ul style="list-style-type: none"> <li>Katsuratree (<i>Cercidiphyllum japonicum</i>)</li> <li>Larch, European (<i>Larix decidua</i>)</li> <li>Larch, Japanese (<i>Larix kaempferi</i>)</li> <li>* Linden, American; Basswood (<i>Tilia americana</i> and cvs.)</li> <li>● Linden, Littleleaf (<i>Tilia cordata</i> and cvs.)</li> <li>● Linden, Silver (<i>Tilia tomentosa</i>)</li> <li>●* Maple, Red (<i>Acer rubrum</i> and cvs.)</li> <li>* Maple, Silver (<i>Acer saccharinum</i> and cvs.)</li> <li>●* Maple, Sugar (<i>Acer saccharum</i> and cvs.)</li> <li>Oak, Black (<i>Quercus velutina</i>)</li> <li>* Oak, Bur (<i>Quercus macrocarpa</i>)</li> <li>● Oak, Pin (<i>Quercus palustris</i>)</li> <li>●* Oak, Red (<i>Quercus rubra</i>)</li> <li>* Oak, Swamp White (<i>Quercus bicolor</i>)</li> <li>* Oak, White (<i>Quercus alba</i>)</li> <li>* Sycamore; American Planetree (<i>Platanus occidentalis</i>)</li> <li>Tuliptree; Tulip Magnolia (<i>Liriodendron tulipifera</i>)</li> <li>● Zelkova, Japanese (<i>Zelkova serrata</i> and cvs.)</li> </ul>	
<b>MEDIUM TREES -- 30-40 feet in height; plant at least 20-35 feet apart, depending on spread</b>			
<ul style="list-style-type: none"> <li>* Birch, River (<i>Betula nigra</i> and cvs.)</li> <li>Birch, Whitespire (<i>Betula platyphylla</i> var. <i>japonica</i> 'Whitespire')</li> <li>Buckeye, Ohio (<i>Aesculus glabra</i>)</li> <li>Cherry, Kwanzan Oriental (<i>Prunus serrulata</i> 'Sekiyama')</li> <li>● Cherry, Sargent (<i>Prunus sargentii</i> and cvs.)</li> <li>Chokecherry, Amur (<i>Prunus maackii</i>)</li> </ul>		<ul style="list-style-type: none"> <li>Corktree, Macho Amur (<i>Phellodendron amurense</i> 'Macho')</li> <li>● Elm, Lacebark; Chinese Elm (<i>Ulmus parvifolia</i>)</li> <li>● Goldenraintree, Panicked (<i>Koelreuteria paniculata</i>)</li> <li>* Gum, Black; Black Tupelo (<i>Nyssa sylvatica</i>)</li> <li>● Horsechestnut, Ruby Red (<i>Aesculus x carnea</i> 'Briotii')</li> <li>● Pear, Callery (<i>Pyrus calleryana</i> and cvs.)</li> <li>Willow, Golden Weeping (<i>Salix x sepulcralis</i> 'Tristis')</li> </ul>	
<b>LOW TREES -- 15-30 feet in height; plant at least 15-30 feet apart, depending on spread</b>			
<ul style="list-style-type: none"> <li>* Chokecherry (<i>Prunus virginiana</i> and cvs.)</li> <li>Crabapples, Ornamental; Flowering Crabapples (<i>Malus</i> spp. and cvs.)</li> <li>* Dogwood, Pagoda (<i>Cornus alternifolia</i>)</li> <li>* Hawthorn, Cockspur (<i>Crataegus crus-galli</i> and cvs.)</li> <li>* Hawthorn, Dotted (<i>Crataegus punctata</i>)</li> <li>* Hawthorn, Downy (<i>Crataegus mollis</i>)</li> <li>Hawthorn, Washington (<i>Crataegus phaenopyrum</i>)</li> <li>Hawthorn, Winter King (<i>Crataegus x viridis</i> 'Winter King')</li> <li>●* Hophornbeam; Ironwood (<i>Ostrya virginiana</i>)</li> <li>●* Hornbeam, American; Ironwood; Muscledwood (<i>Carpinus caroliniana</i>)</li> <li>● Lilac, Japanese Tree (<i>Syringa reticulata</i> and cvs.)</li> <li>Magnolia, Loebner (<i>Magnolia x loebneri</i> and cvs.)</li> <li>Magnolia, Saucer (<i>Magnolia x soulangiana</i>)</li> <li>Magnolia, Star (<i>Magnolia stellata</i> and cvs.)</li> </ul>		<ul style="list-style-type: none"> <li>Maple, Amur (<i>Acer ginnala</i> and cvs.)</li> <li>* Mountainash, American (<i>Sorbus americana</i>)</li> <li>Mountainash, European (<i>Sorbus aucuparia</i> and cvs.)</li> <li>Mountainash, Korean (<i>Sorbus alnifolia</i>)</li> <li>* Mountainash, Showy (<i>Sorbus decora</i>)</li> <li>* Plum, American (<i>Prunus americana</i>)</li> <li>Plum, Newport (<i>Prunus x 'Newportii'</i>)</li> <li>Redbud, Eastern (<i>Cercis canadensis</i>)</li> <li>* Serviceberry, Allegany (<i>Amelanchier laevis</i> and cvs.)</li> <li>* Serviceberry, Apple (<i>Amelanchier x grandiflora</i> and cvs.)</li> <li>* Serviceberry, Downy; Juneberry (<i>Amelanchier arborea</i>)</li> <li>Willow, Contorted; Corkscrew Willow (<i>Salix matsudana</i> 'Tortuosa')</li> <li>Willow, Laurel (<i>Salix pentandra</i>)</li> </ul>	

**B. EVERGREEN TREES**

<b>TALL TREES -- 60-80 feet in height; plant at least 25-35 feet apart, depending on spread</b>			
<ul style="list-style-type: none"> <li>Fir, Douglas (<i>Pseudotsuga menziesii</i>)</li> <li>Fir, White (<i>Abies concolor</i>)</li> <li>* Hemlock, Canadian (<i>Tsuga canadensis</i>)</li> </ul>		<ul style="list-style-type: none"> <li>* Pine, Eastern White (<i>Pinus strobus</i>)</li> <li>Spruce, Colorado Blue (<i>Picea pungens</i> var. <i>glauca</i> and cvs.)</li> <li>Spruce, Norway (<i>Picea abies</i>)</li> </ul>	
<b>MEDIUM TREES -- 40-60 feet in height; plant at least 25-35 feet apart, depending on spread</b>			
<ul style="list-style-type: none"> <li>Pine, Austrian (<i>Pinus nigra</i>)</li> <li>* Pine, Jack (<i>Pinus banksiana</i>)</li> <li>* Pine, Red (<i>Pinus resinosa</i>)</li> <li>Pine, Scots; Scotch Pine (<i>Pinus sylvestris</i>)</li> </ul>		<ul style="list-style-type: none"> <li>Pine, Swiss Stone (<i>Pinus cembra</i> and cvs.)</li> <li>Spruce, Serbian (<i>Picea omorika</i>)</li> <li>* Spruce, White (<i>Picea glauca</i>)</li> </ul>	
<b>LOW TREES -- 15-40 feet in height; plant at least 10-25 feet apart, depending on spread</b>			
<ul style="list-style-type: none"> <li>* Arborvitae, American; White Cedar (<i>Thuja occidentalis</i> and certain cvs.)</li> <li>Juniper, Iowa Chinese (<i>Juniperus chinensis</i> 'Iowa')</li> <li>Juniper, Mountbatten (<i>Juniperus chinensis</i> 'Mountbatten')</li> </ul>		<ul style="list-style-type: none"> <li>* Redcedar, Eastern (<i>Juniperus virginiana</i> and cvs.)</li> <li>Spruce, Black Hills (<i>Picea glauca</i> var. <i>densata</i>)</li> <li>Yew, Upright Japanese; Pyramidal Japanese Yew (<i>Taxus cuspidata</i> 'Capitata')</li> </ul>	

**Table E-1 (continued)**

**C. DECIDUOUS SHRUBS**

<b>TALL SHRUBS -- 8-10 feet in height, sometimes 15 feet in height; plant at least 4-6 feet apart</b>			
Beautybush * Bladdernut, American Buckeye, Bottlebrush Cherry, Manchu; Nanking Cherry Cotoneaster, Manyflowered Dogwood, Corneliancherry * Dogwood, Gray * Dogwood, Pagoda * Dogwood, Redosier Euonymus, European; Spindletree Euonymus, Winged; Burning Bush Forsythia, Meadowlark Fringetree Hydrangea, Peegee Lilac, Chinese Lilac, Common Lilac, Hyacinth Lilac, Preston Maple, Dwarf Amur * Ninebark, Common Peashrub, Siberian	( <i>Kolkwitzia amabilis</i> ) ( <i>Staphylea trifolia</i> ) ( <i>Aesculus parviflora</i> ) ( <i>Prunus tomentosa</i> )  ( <i>Cotoneaster multiflorus</i> ) ( <i>Cornus mas</i> and cvs.) ( <i>Cornus racemosa</i> ) ( <i>Cornus alternifolia</i> ) ( <i>Cornus sericea</i> and cvs.) ( <i>Euonymus europaea</i> )  ( <i>Euonymus alata</i> )  ( <i>Forsythia</i> x 'Meadowlark') ( <i>Chionanthus virginicus</i> ) ( <i>Hydrangea paniculata</i> 'Grandiflora') ( <i>Syringa x chinensis</i> ) ( <i>Syringa vulgaris</i> and cvs.) ( <i>Syringa x hyacinthiflora</i> and cvs.) ( <i>Syringa x prestoniae</i> and cvs.) ( <i>Acer ginnala nana</i> ) ( <i>Physocarpus opulifolius</i> ) ( <i>Caragana arborescens</i> )	Pearlbush Plum, Double Flowering; Flowering Almond; Rose-Tree-of-China Privet, Amur Privet, Cheyenne * Serviceberry (See Low Deciduous Trees) Serviceberry, Shadblow Smoketree; Smokebush * Sumac, Smooth * Sumac, Staghorn * Viburnum, American Cranberrybush Viburnum, Arrowwood * Viburnum, Blackhaw Viburnum, Burkwood * Viburnum, Nannyberry Viburnum, Sargent Viburnum, Wayfaringtree * Wahoo, Eastern Willow, Goat; French Pussy Willow * Witchhazel, Common	( <i>Exochorda racemosa</i> ) ( <i>Prunus triloba</i> )   ( <i>Ligustrum amurense</i> ) ( <i>Ligustrum vulgare</i> 'Cheyenne') ( <i>Amelanchier</i> spp.)  ( <i>Amelanchier canadensis</i> ) ( <i>Cotinus coggygria</i> and cvs.) ( <i>Rhus glabra</i> ) ( <i>Rhus typhina</i> and cvs.) ( <i>Viburnum trilobum</i> )  ( <i>Viburnum dentatum</i> ) ( <i>Viburnum prunifolium</i> ) ( <i>Viburnum x burkwoodii</i> ) ( <i>Viburnum lentago</i> ) ( <i>Viburnum sargentii</i> ) ( <i>Viburnum lantana</i> and cvs.) ( <i>Euonymus atropurpurea</i> ) ( <i>Salix caprea</i> ) ( <i>Hamamelis virginiana</i> )
<b>MEDIUM SHRUBS -- 5-8 feet in height; plant at least 3-4 feet apart</b>			
Bayberry Cherry, Purpleleaf Sand Chokeberry, Red Cotoneaster, Hedge Cotoneaster, Peking Cotoneaster, Spreading Crabapple, Jewelberry Dogwood, Creamedge; Variegated Dogwood Dogwood, Isanti Red Euonymus, Dwarf Winged; Dwarf Burning Bush Forsythia, Sunrise * Hazelnut; American Filbert Jetbead Lilac, Miss Kim Lilac, Meyer; Palibin Lilac Lilac, Persian	( <i>Myrica pennsylvanica</i> ) ( <i>Prunus x cistena</i> ) ( <i>Aronia arbutifolia</i> ) ( <i>Cotoneaster lucidus</i> ) ( <i>Cotoneaster acutifolius</i> ) ( <i>Cotoneaster divaricatus</i> ) ( <i>Malus</i> 'Jewelberry') ( <i>Cornus alba</i> 'Argenteo-marginata')  ( <i>Cornus sericea</i> 'Isanti') ( <i>Euonymus alata</i> 'Compacta')  ( <i>Forsythia</i> x 'Sunrise') ( <i>Corylus americana</i> ) ( <i>Rhodotypos scandens</i> ) ( <i>Syringa patula</i> 'Miss Kim') ( <i>Syringa meyeri</i> 'Palibin') ( <i>Syringa persica</i> )	Mockorange, Glacier Mockorange, Lemoine Privet, Golden Vicary Privet, Regel's Border Rhododendron, P.J.M. Hybrid Rose, Father Hugo * Rose, Prairie; Climbing Rose Rose, Rugosa Spirea, Bridalwreath Spirea, Ural False Spirea, Vanhoutte Viburnum, Koreanspice * Viburnum, Witherod Weigela, Old-Fashioned; Cardinal Bush Weigela, Red Prince Willow, Dwarf Arctic * Winterberry	( <i>Philadelphus x virginialis</i> 'Glacier') ( <i>Philadelphus x lemoine</i> and cvs.) ( <i>Ligustrum x vicaryi</i> ) ( <i>Ligustrum obtusifolium</i> var. <i>regelianum</i> ) ( <i>Rhododendron</i> x 'P.J.M. Hybrids') ( <i>Rose hugonis</i> ) ( <i>Rosa setigera</i> ) ( <i>Rosa rugosa</i> and cvs.) ( <i>Spiraea prunifolia</i> ) ( <i>Sorbaria sorbifolia</i> ) ( <i>Spiraea x vanhouttei</i> ) ( <i>Viburnum carlesii</i> ) ( <i>Viburnum cassinoides</i> ) ( <i>Weigela florida</i> )  ( <i>Weigela</i> x 'Red Prince') ( <i>Salix purpurea</i> 'Gracilis') ( <i>Ilex verticillata</i> )
<b>LOW SHRUBS -- 2-5 feet in height; plant at least 2½-3 feet apart</b>			
Azalea, Northern Lights Hybrid Barberry, Japanese Barberry, Korean Box or Boxwood, Green Velvet Box or Boxwood, Wintergreen Korean Littleleaf * Chokeberry, Glossy Black * Cinquefoil, Bush; Potentilla Coralberry, Indiancurrant Cotoneaster, Cranberry Cotoneaster, Rock Currant, Alpine Daphne, Burkwood Deutzia, Compact Lemoine Floweringalmond, Pink Dwarf Floweringquince, Texas Scarlet Forsythia, Bronx Honeysuckle, Clavey's Dwarf * Honeysuckle, Dwarf Bush Hydrangea, Smooth Lead Plant Mockorange, Golden	( <i>Azalea</i> x 'Northern Lights Hybrids') ( <i>Berberis thunbergii</i> and cvs.) ( <i>Berberis koreana</i> ) ( <i>Buxus</i> x 'Green Velvet') ( <i>Buxus sinica</i> var. <i>insularis</i> 'Wintergreen') ( <i>Aronia melanocarpa</i> var. <i>elata</i> ) ( <i>Potentilla fruticosa</i> and cvs.) ( <i>Symphoricarpos orbiculatus</i> ) ( <i>Cotoneaster apiculatus</i> ) ( <i>Cotoneaster horizontalis</i> ) ( <i>Ribes alpinum</i> ) ( <i>Daphne x burkwoodii</i> and cvs.) ( <i>Deutzia x lemoinei</i> 'Compacta') ( <i>Prunus glandulosa</i> 'Sinensis') ( <i>Chaenomeles x superba</i> 'Texas Scarlet') ( <i>Forsythia viridissima</i> 'Bronxensis') ( <i>Lonicera x xylosteoides</i> 'Clavey's Dwarf') ( <i>Diervilla lonicera</i> ) ( <i>Hydrangea arborescens</i> and cvs.) ( <i>Amorpha canescens</i> ) ( <i>Philadelphus coronarius</i> 'Aureus')	Ninebark, Dwarf Common Oregongrape, Mayhan Privet, Lodense Rose, Knock Out Hybrid Rose, Virginia * St. Johnswort, Kalm's * Serviceberry, Running * Snowberry Spirea, Billiard Spirea, Bumalda Spirea, Grefsheim Spirea, Japanese Spirea, Japanese White Spirea, Snowmound Stephanandra, Cutleaf * Sumac, Fragrant  Viburnum, Dwarf Koreanspice Willow, Silver Creeping Winterberry, Red Sprite	( <i>Physocarpus opulifolius</i> 'Nanus') ( <i>Mahonia aquifolium</i> 'Mayhan') ( <i>Ligustrum vulgare</i> 'Lodense') ( <i>Rosa</i> x 'Knock Out Hybrids') ( <i>Rosa virginiana</i> ) ( <i>Hypericum kalmianum</i> ) ( <i>Amelanchier stolonifera</i> ) ( <i>Symphoricarpos albus</i> ) ( <i>Spiraea x billiardii</i> ) ( <i>Spiraea x bumalda</i> and cvs.) ( <i>Spiraea x cinerea</i> 'Grefsheim') ( <i>Spiraea japonica</i> and cvs.) ( <i>Spiraea albiflora</i> ) ( <i>Spiraea nipponica</i> 'Snowmound') ( <i>Stephanandra incisa</i> 'Crispa') ( <i>Rhus aromatica</i> and cvs.)  ( <i>Viburnum carlesii</i> 'Compacta')  ( <i>Salix repens</i> var. <i>nitida</i> ) ( <i>Ilex verticillata</i> 'Red Sprite')

**Table E-1 (continued)**

**D. EVERGREEN SHRUBS**

<b>TALL SHRUBS -- 8-10 feet in height, sometimes 15 feet, plant at least 6-8 feet apart, depending on spread</b>			
Arborvitae, American Arborvitae, Ware Juniper, Chinese Juniper, Hetz Blue	( <i>Thuja occidentalis</i> and certain cvs.) ( <i>Thuja occidentalis</i> 'Wareana') ( <i>Juniperus chinensis</i> and certain cvs.) ( <i>Juniperus chinensis</i> 'Hetzii')	Juniper, Rocky Mountain; Colorado Red Cedar Yew, Upright Japanese; Pyramidal Japanese Yew	( <i>Juniperus scopulorum</i> and cvs.)  ( <i>Taxus cuspidata</i> 'Capitata')
<b>MEDIUM SHRUBS -- 2-8 feet in height; plant at least 4-6 feet apart, depending on spread</b>			
Arborvitae Arborvitae, Globe Juniper, Blue Star Singleseed Juniper Chinese Juniper, Fishtail * Juniper, Oldfield Common	( <i>Thuja occidentalis</i> and certain cvs.) ( <i>Thuja occidentalis</i> 'Globosa') ( <i>Juniperus squamata</i> 'Bluestar') ( <i>Juniperus chinensis</i> and certain cvs.) ( <i>Juniperus squamata</i> 'Meyeri') ( <i>Juniperus communis</i> var. <i>depressa</i> )	Juniper, Pfitzer Pine, Mugo Spruce, Dwarf Alberta Spruce, Nest Yew, Anglojapanese Yew, Dwarf Japanese	( <i>Juniperus chinensis</i> 'Pfitzeriana') ( <i>Pinus mugo</i> var. <i>mugo</i> ) ( <i>Picea glauca</i> 'Conica') ( <i>Picea abies</i> 'Nidiformis') ( <i>Taxus x media</i> and cvs.) ( <i>Taxus cuspidata</i> 'Nana')
<b>LOW SHRUBS -- 6-24 inches in height; plant at least 4-6 feet apart depending on spread</b>			
Juniper, Chinese Juniper, Common * Juniper, Creeping Juniper, Japanese Garden	( <i>Juniperus chinensis</i> and certain cvs.) ( <i>Juniperus communis</i> and cvs.) ( <i>Juniperus horizontalis</i> and cvs.) ( <i>Juniperus chinensis</i> var. <i>procumbens</i> )	Juniper, Kallay's Compact Pfitzer Juniper, Sargent Juniper, Savin	( <i>Juniperus chinensis</i> 'Pfitzeriana Kallay's Compacta')  ( <i>Juniperus chinensis</i> var. <i>sargentii</i> ) ( <i>Juniperus sabina</i> and cvs.)

**E. ORNAMENTAL GRASSES**

<b>TALL GRASSES -- 6-8 feet in height</b>			
* Bluestem, Big; Turkeyfoot Dot Grass, Little Feather Grass, Silver * Indian Grass Maiden Grass; Japanese Silver Grass Moor Grass, Tall Purple  Porcupine Grass Ravenna Grass	( <i>Andropogon gerardii</i> 'Sentinel') ( <i>Miscanthus sinensis</i> 'Puenktchen') ( <i>Miscanthus sinensis</i> 'Silberfeder') ( <i>Sorghastrum nutans</i> and cvs.) ( <i>Miscanthus sinensis</i> and certain cvs.)  ( <i>Molinia caerulea</i> ssp. <i>arundinacea</i> and cvs.) ( <i>Miscanthus sinensis</i> 'Strictus') ( <i>Saccharum ravennae</i> ; <i>Erianthus ravennae</i> )	Reed Grass, Feather  Silver Grass, Amur; Silver Banner Grass Silver Grass, Purple; Flame Grass Switch Grass; Panic Grass Zebra Grass	( <i>Calamagrostis x acutiflora</i> 'Karl Foerster'; 'Stricta')  ( <i>Miscanthus sacchariflorous</i> )  ( <i>Miscanthus sinensis</i> 'Purpurascens')  ( <i>Panicum virgatum</i> and certain cvs.) ( <i>Miscanthus sinensis</i> 'Zebrinus')
<b>MEDIUM GRASSES -- 3-5 feet in height</b>			
* Bluestem, Little Fountain Grass  Frost Grass; Siberian Graybeard Maiden Grass, Little Fountain Oats, Northern Sea; Wild Oats; Wood Oats	( <i>Andropogon scoparius</i> and cvs.) ( <i>Pennisetum alopecuroides</i> and certain cvs.)  ( <i>Spodiopogon sibiricus</i> )  ( <i>Miscanthus sinensis</i> 'Kleine Fontane')  ( <i>Chasmanthium latifolium</i> )	Reed Grass, Korean Feather; Fall Blooming Reed Grass Reed Grass, Variegated Feather Rye Grass, Wild Switch Grass, Blue or Red	( <i>Calamagrostis arundinacea</i> var. <i>brachytricha</i> ) ( <i>Calamagrostis arundinacea</i> 'Overdam')  ( <i>Leymus arenarius</i> ) ( <i>Panicum virgatum</i> and certain cvs.)
<b>LOW GRASSES -- 8-24 inches in height</b>			
* Blood Grass, Japanese Dropseed, Prairie Fescue, Blue Fountain Grass  Grama, Sideoats Hair Grass, Tufted; Tussock Grass Hakone Grass, Golden Variegated June Grass; Hair Grass	( <i>Imperata cylindrica</i> var. <i>koenigii</i> and cvs.) ( <i>Sporobolus heterolepis</i> 'Wisconsin') ( <i>Festuca ovina glauca</i> and cvs.) ( <i>Pennisetum alopecuroides</i> and certain cvs.) ( <i>Boutelouca curtipendula</i> ) ( <i>Deschampsia caespitosa</i> and cvs.)  ( <i>Hakonechloa macra</i> 'Aureola') ( <i>Koeleria macrantha</i> ; <i>Koeleria cristata</i> )	Mondo Grass, Black Moor Grass, Purple Oat Grass, Blue Oat Grass, Striped Bulbous; Tuber Oat Grass Quaking Grass, Perennial Sedge, Creeping Broad- Leaved Sedge, Japanese; Kan Suge Sedge, Tufted Woodrush, Greater	( <i>Ophiopogon planiscapus</i> 'Niger') ( <i>Molinia caerulea</i> and cvs.) ( <i>Helictotrichon sempervirens</i> and cvs.) ( <i>Arrhenatherum elatius</i> ssp. <i>bulbosum</i> 'Variegatum') ( <i>Briza media</i> ) ( <i>Carex siderosticha</i> 'Variegata')  ( <i>Carex morrowii</i> 'Variegata') ( <i>Carex elata</i> 'Bowles Golden') ( <i>Luzula sylvatica</i> 'Marginata')

**Table E-1 (continued)**

**F. GROUNDCOVER**

GROUNDCOVER			
Bugleweed	( <i>Ajuga reptans</i> and cvs.)	Ivy, Bulgarian	( <i>Hedera helix</i> 'Bulgaria')
Cinquefoil, Cushion	( <i>Potentilla verna nana</i> )	Juniper	( <i>Juniperus</i> spp. and cvs.)
Cotoneaster, Cranberry	( <i>Cotoneaster apiculatus</i> )	(See Low Evergreen Shrubs)	
Daylily	( <i>Hemerocallis</i> and cvs.)	Lily, Plantain; Funkia	( <i>Hosta</i> and cvs.)
Deadnettle, Spotted	( <i>Lamium maculatum</i> and cvs.)	Lily-of-the-Valley	( <i>Convallaria majalis</i> )
Euonymus, Purpleleaf	( <i>Euonymus fortunei</i> 'Colorata')	Pachysandra, Japanese;	( <i>Pachysandra terminalis</i> and cvs.)
Fern, Ostrich	( <i>Matteuccia struthiopteris</i> ; <i>Peteretis nodulosa</i> )	Japanese Spurge	
Fleeceflower, Low Japanese	( <i>Polygonum cuspidatum</i> var. <i>compactum</i> )	Periwinkle; Myrtle	( <i>Vinca minor</i> and cvs.)
Goutweed, Silveredge;	( <i>Aegopodium podagraria</i>	Phlox, Moss	( <i>Phlox subulata</i> and cvs.)
Snow-on-The-Mountain;	'Variegatum')	Stephanandra, Cutleaf	( <i>Stephanandra incisa</i> 'Crispa')
Bishop's Weed		Stonecrop; Sedum	( <i>Sedum</i> spp.)
Hat, Bishop's	( <i>Epimedium</i> spp.)	Strawberry, Barren	( <i>Waldsteinia ternata</i> )
* Honeysuckle, Dwarf Bush	( <i>Diervilla lonicera</i> )	Sumac, Gro-Low Fragrant	( <i>Rhus aromatica</i> 'Gro-Low')
		* Wildginger, Canada	( <i>Asarum canadense</i> )
		Woodruff, Sweet	( <i>Galium odoratum</i> )

**G. VINES**

VINES			
Akebia, Fiveleaf	( <i>Akebia quinata</i> )	Grape	( <i>Vitis</i> spp. and cvs.)
* Bittersweet, American	( <i>Celastrus scandens</i> )	Honeysuckle,	( <i>Lonicera x brownii</i> 'Dropmore Scarlet')
Bittersweet, Oriental	( <i>Celastrus orbiculatus</i> )	Dropmore Scarlet	
Clematis	( <i>Clematis</i> and cvs.)	Honeysuckle, Everblooming;	( <i>Lonicera heckrottii</i> )
Clematis, Sweet Autumn	( <i>Clematis maximowicziana</i> )	Goldflame Honeysuckle	
Creeper, Engelmann Virginia;	( <i>Parthenocissus quinquefolia</i> )	Hydrangea, Climbing	( <i>Hydrangea anomala</i> spp. <i>petiolaris</i> )
Woodbine	'Engelmannii')	Ivy, Boston; Japanese	( <i>Parthenocissus tricuspidata</i> and cvs.)
Dutchmanspipe	( <i>Aristolochia durior</i> )	Creeper	
Euonymus, Bigleaf	( <i>Euonymus fortunei</i> var. <i>vegeta</i> and cvs.)	Kiwi, Arctic Beauty; Kolomikta	( <i>Actinidia kolomikta</i> )
Wintercreeper		Actinidia	
Fleecevine, Silver;	( <i>Polygonum aubertii</i> )	Trumpetcreeper; Trumpetvine	( <i>Campsis radicans</i> )
Silver Lace Vine		Wisteria, Kentucky	( <i>Wisteria macrostachya</i> )

- Street tree (see Table E-2). Only Dutch elm disease (DED) resistant and male Ginkgo trees should be selected for this purpose.

\*Wisconsin native.

<sup>a</sup>The use of ash trees should be carefully considered due to the recent discovery of the Emerald Ash Borer in Wisconsin. A variety of trees should be planted for diversity and to help avoid the wide-spread loss of trees through pest infestations.

Source: E. R. Hasselkus, A Guide to Selecting Landscape Plants for Wisconsin, University of Wisconsin-Extension, Madison, Wisconsin, 1998; Michael A. Dirr, Manual of Woody Landscape Plants: Their Identification, Ornamental Characteristics, Culture, Propagation and Uses, 5th Ed., Stipes Publishing Company, Champaign, Illinois, 1998; Richard D. Schein, Ph. D., Street Trees: A Manual for Municipalities, Treeworks, State College, Pennsylvania, 1993; Henry D. Gerhold, Willet N. Wandell, and Norman L. Lacasse, Landscape Tree Factsheets, Pennsylvania State University, University Park, Pennsylvania, 2005; Henry D. Gerhold, Norman L. Lacasse, and Willet N. Wandell, Compatible Tree Factsheets for Electric Lines and Restricted Spaces, Including Evergreens for Screens, 2nd Ed., Pennsylvania State University, University Park, Pennsylvania, 2001; M. Hockenberry Meyer, D. B. White, and H. Pellett, Ornamental Grasses for Cold Climates, North Central Regional Extension Publication 573, University of Minnesota-Extension, St. Paul, Minnesota, 1998; Rick Darke, The Color Encyclopedia of Ornamental Grasses, Timber Press, Inc., Portland, Oregon, 1999; and SEWRPC.

crucial to retention of both aesthetic appeal and function without obstructing traffic visibility or turn movements. Figure E-4 illustrates examples of alternative landscape designs for such “entryways.” The Village determined that the upkeep of landscaped entryways, except those representing the Village as a whole, should be primarily the responsibility of property owners or private organizations such as a subdivision or neighborhood organization.

**Buffer and Perimeter Landscape Strips**

Perimeter landscape strips, which may also function as a landscaped buffer strip, should be located around parcels to provide open space for attractive landscaping, screening from incompatible land uses, and filtration of stormwater runoff. These strips also help define the boundaries of properties and entrances and provide a separation between parking lots and public rights-of-way. Such strips are not necessary for adjoining sites that share entrances, traffic aisles, or parking lots at a common lot line.

Table E-2

## POTENTIAL STREET TREES FOR THE VILLAGE OF KEWASKUM

<b>TALL TREES – 40-100 feet in height; plant at least 40-50 feet apart; columnar species, 20-30 feet apart</b>			
Ash, Fallgold Black <sup>a</sup>	<i>Fraxinus nigra</i> 'Fallgold'	* Linden, American (A.L.)	<i>Tilia americana</i>
* Ash, Green (G.A.) <sup>a</sup>	<i>Fraxinus pennsylvanica</i>	American Sentry L.	'American Sentry'
Aerial G.A.	'Aerial'	Redmond A.L.	'Redmond'
Marshall Seedless G.A.	'Marshall Seedless'	Linden Littleleaf (L.L.)	<i>Tilia cordata</i>
Patmore G.A.	'Patmore'	Chancellor L.L.	'Chancellor'
Summit G.A.	'Summit'	Glenleven L.L.	'Glenleven'
* Ash, White (W.A.) <sup>a</sup>	<i>Fraxinus americana</i>	Greenspire L.L.	'Greenspire'
Autumn Applause W.A.	'Autumn Applause'	Linden, Silver	<i>Tilia tomentosa</i>
Autumn Purple W.A.	'Autumn Purple'		
Champaign County W.A.	'Champaign County'	* Maple, Red (R.M.)	<i>Acer rubrum</i>
Rosehill W.A.	'Rosehill'	Autumn Flame R.M.	'Autumn Flame'
Skyline W.A.	'Skyline'	Bowhall R.M.	'Bowhall'
Elm, Hybrid (H.E.)	<i>Ulmus</i> x 'Hybrids'	Red Sunset R.M.	'Red Sunset'
(DED resistant only)		Schlesinger R.M.	'Schlesingeri'
Homestead H.E.	'Homestead'	* Maple, Sugar (S.M.)	<i>Acer saccharinum</i>
New Harmony H.E.	'New Harmony'	Black Maple	ssp. <i>nigrum</i>
New Horizon	'New Horizon'	Green Mountain S.M.	'Green Mountain'
Pioneer H.E.	'Pioneer'	Legacy S.M.	'Legacy'
Regal H.E.	'Regal'	Oak, Pin	<i>Quercus palustris</i>
Valley Forge H.E.	'Valley Forge'	* Oak, Red	<i>Quercus rubra</i>
Ginkgo (G.); Maidenhair Tree	<i>Ginkgo biloba</i>	Zelkova, Japanese (J.Z.)	<i>Zelkova serrata</i>
(Male only)		Green Vase J.Z.	'Green Vase'
Autumn Gold G.	'Autumn Gold'	Village Green J.Z.	'Village Green'
Lakeview G.	'Lakeview'		
Sentry G.	'Fastigiata'		
* Hackberry, Common (C.H.)	<i>Celtis occidentalis</i>		
Prairie Pride C.H.	'Prairie Pride'		
Honeylocust, Thornless	<i>Gleditsia triacanthos</i> var.		
Common (T.C.H.)	<i>Inermis</i>		
Imperial T.C.H.	'Imperial'		
Majestic T.C.H.	'Majestic'		
Moraine T.C.H.	'Moraine'		
Shademaster T.C.H.	'Shademaster'		
Skyline T.C.H.	'Skyline'		
Sunburst T.C.H.	'Sunburst'		
Horsechestnut, Bauman	<i>Aesculus hippocastanum</i>		
	'Baumannii'		
<b>MEDIUM TREES – 30-40 feet in height; plant at least 20-35 feet apart, depending on spread</b>			
Cherry, Sargent (S.C.)	<i>Prunus sargentii</i>	Pear, Callery (C.P.)	<i>Pyrus calleryana</i>
Columnar S.C.	'Columnaris'	Aristocrat C.P.	'Aristocrat'
Elm, Lacebark; Chinese Elm	<i>Ulmus parvifolia</i>	Autumn Blaze C.P.	'Autumn Blaze'
Goldenrain tree, Panicled	<i>Koelreuteria paniculata</i>	Bradford C.P.	'Bradford'
Horsechestnut, Ruby Red	<i>Aesculus x carnea</i> 'Briotii'	Chanticleer C.P.; Cleveland	'Chanticleer'
		Select C.P.	
		Redspire C.P.	'Red Spire'
		Select C.P.	'Select'
<b>LOW TREES – 15-30 feet in height; plant at least 15-30 feet apart, depending on spread</b>			
Hawthorn, Thornless	<i>Crataegus crus-galli</i> var. <i>inermis</i>	Lilac, Japanese Tree (J.T.L.)	<i>Syringa reticulata</i>
Cockspur		Ivory Silk J.T.L.	'Ivory Silk'
* Hophornbeam; Ironwood	<i>Ostrya virginiana</i>	Summer Snow J.T.L.	'Summer Snow'
* Hornbeam, American;	<i>Carpinus caroliniana</i>	Maple, Globe Norway	<i>Acer platanoides</i> 'Globosum'
Ironwood; Muscledwood			

\*Wisconsin Native

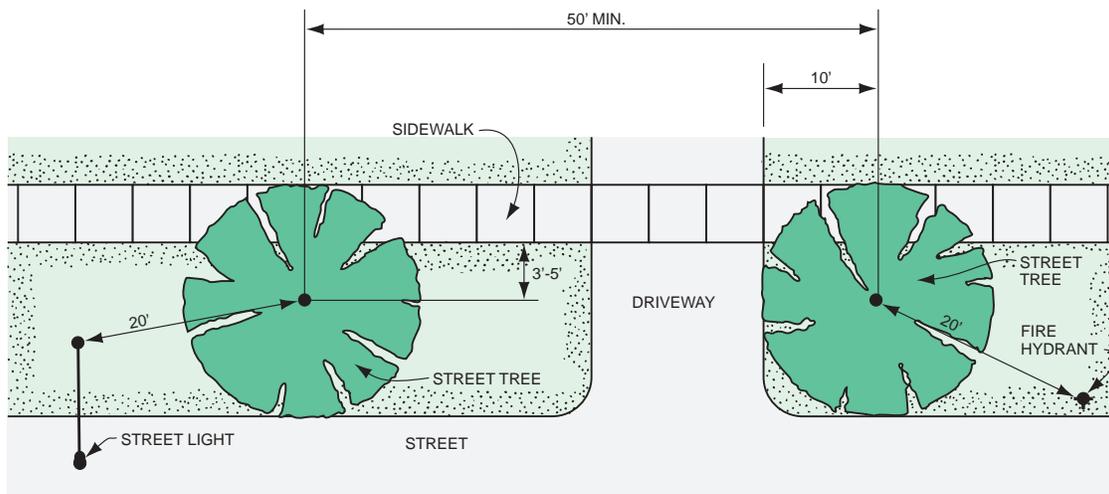
NOTE: The abbreviations ssp. and var. represent subspecies and variety, respectively. DED resistant means Dutch elm disease resistant. The nonitalicized first name is the common name(s) for a plant, and the second name is its botanical name.

<sup>a</sup>The use of ash trees should be carefully considered due to the recent discovery of the Emerald Ash Borer in Wisconsin. A variety of trees should be planted for diversity and to help avoid the wide-spread loss of trees through pest infestations.

Source: E.R. Hasselkus, A Guide to Selecting Landscape Plants for Wisconsin, *University of Wisconsin-Extension, Madison, Wisconsin, 1998*; Michael A. Dirr, Manual of Woody Landscape Plants: Their Identification, Ornamental Characteristics, Culture, Propagation and Uses, 5<sup>th</sup> Ed., *Stipes Publishing Company, Champaign, Illinois, 1998*; Richard D. Schein, Ph.D., Street Trees: A Manual for Municipalities, *Treeworks, State College, Pennsylvania, 1993*; Henry D. Gerhold, Willet N. Wandell, and Norman L. Lacasse, Landscape Tree Factsheets, *Pennsylvania State University, University Park, Pennsylvania, 2005*; Henry D. Gerhold, Norman L. Lacasse, and Willet N. Wandell, Compatible Tree Factsheets for Electric Lines and Restricted Spaces, Including Evergreens for Screens, 2<sup>nd</sup> Ed., *Pennsylvania State University, University Park, Pennsylvania, 2001*; and SEWRPC.

Figure E-3

**MINIMUM STREET TREE PLANTING DISTANCES IN PUBLIC RIGHTS-OF-WAY**



Source: SEWRPC.

Figure E-5 illustrates alternative landscaping that could be provided in such buffer strips, including those along the rear of reverse-frontage lots. Openings for pedestrian and bicyclists should be provided and zoning ordinance requirements for vision triangles must be met. Buffer strips should not be located on any portion of existing or dedicated rights-of-way.

***Building Foundation Landscaping***

Landscaping adjacent to building foundations contributes to the overall aesthetics of the site and the architectural attractiveness of the building, as graphically illustrated in Figure E-6. Landscaped areas comprised of a combination of decorative mulch, flowers, ground cover, shrubs, and ornamental trees should be provided adjacent to building elevations, excluding entrances, visible from streets and parking areas. Building foundation planting beds need not be continuous nor directly against the building. Planting areas could be consolidated into large groupings of beds instead of a continuous planting strip and located at, or near, the dripline of roof overhangs, as illustrated in Figure E-6. These planting areas could also reduce air-conditioning costs by absorbing potential refraction of warm solar radiation from adjacent pavement into buildings.

***Sign Landscaping***

The zoning ordinance requires that a landscaped bed be placed at the base of freestanding advertising signs, except in the B-3 district, to make such signs more attractive. An example of a sign planting area, consisting of a combination of decorative mulch, flowers, ground cover, and ornamental shrubs, is illustrated in Figure E-7.

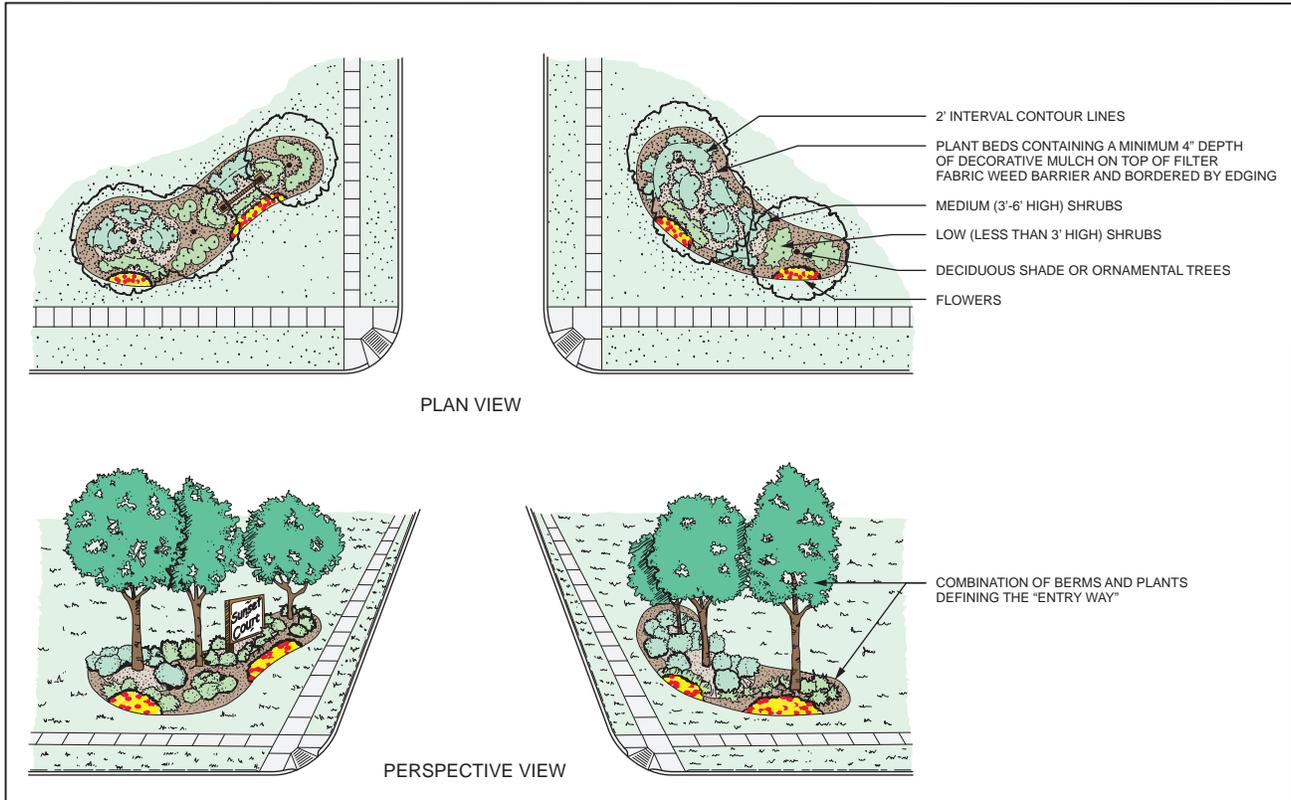
***Parking Lot Landscaping and Screening***

The zoning ordinance requires that new or re-designed off-street parking areas serving 15 or more vehicles provide landscaped areas within the parking lot. The zoning ordinance also requires that parking lots serving 15 or more spaces be screened from adjacent uses and from adjoining streets. Figure E-8 illustrates an example of desirable landscaping for parking lots.

Figure E-4

ALTERNATIVE LANDSCAPING FOR MAIN "ENTRYWAYS"

A. LANDSCAPING WITH BERMS AND PLANTS



B. LANDSCAPING WITH RETAINING WALLS AND PLANTS

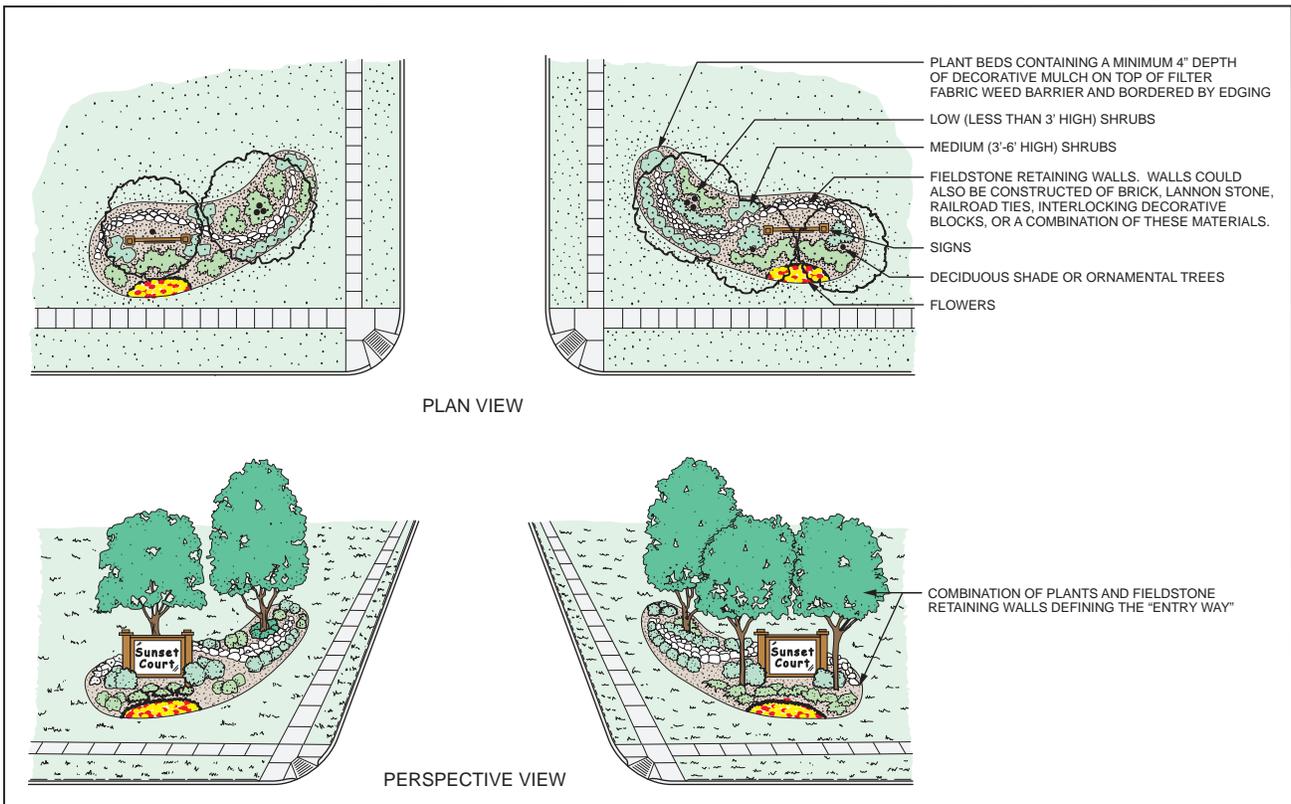
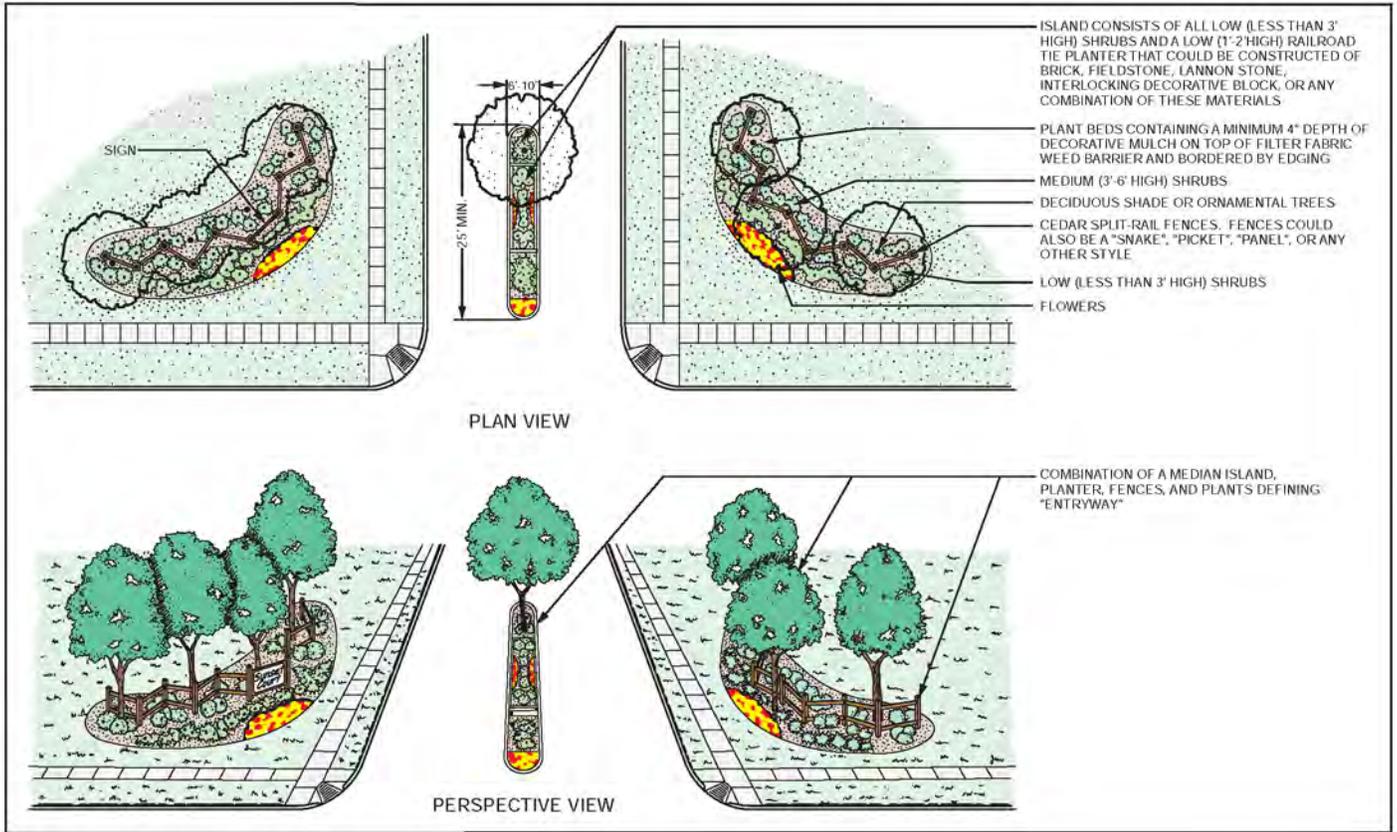


Figure E-4 (continued)

C. LANDSCAPING WITH AN ISLAND, FENCES, AND PLANTS



D. LANDSCAPING WITH AN ISLAND, FREESTANDING WALLS, AND PLANTS

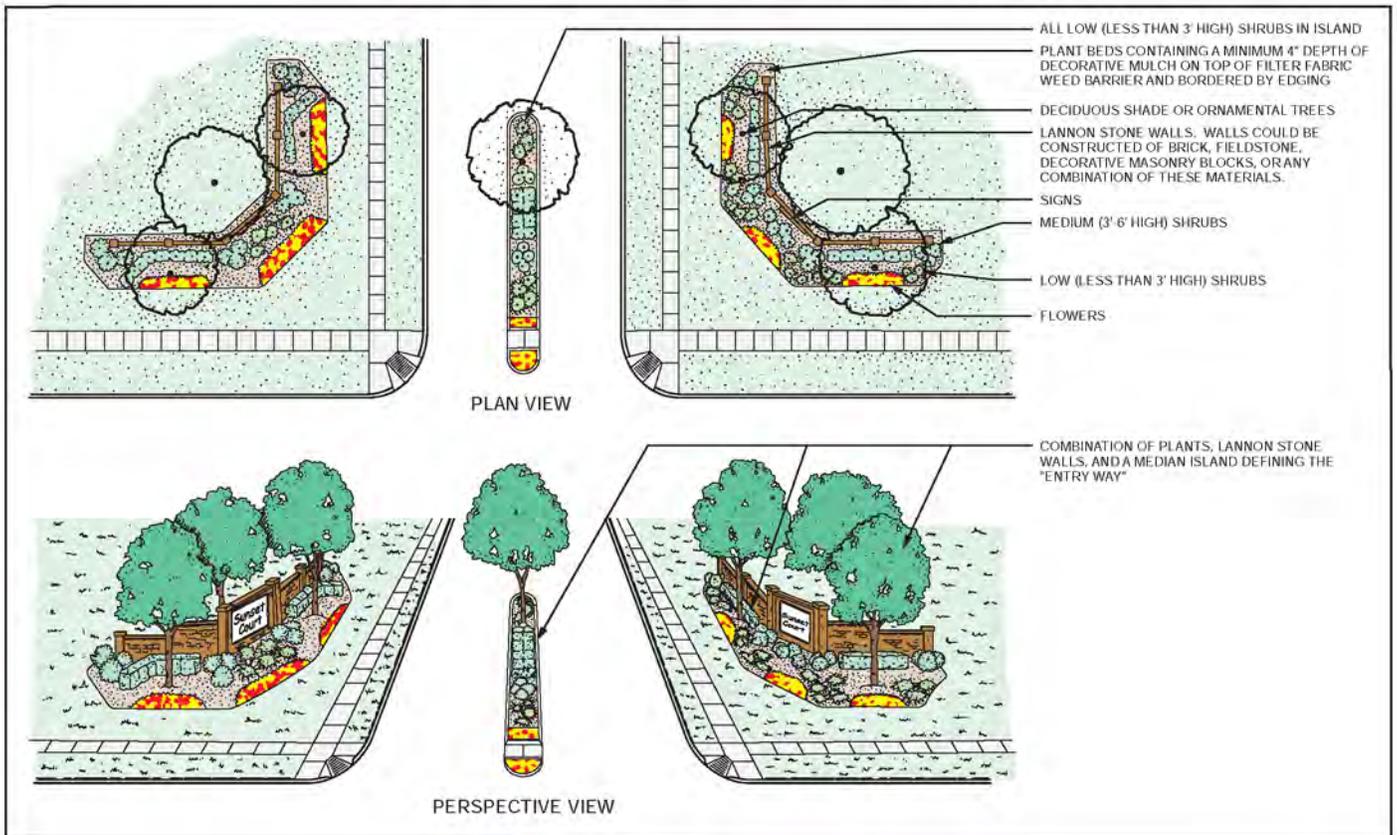
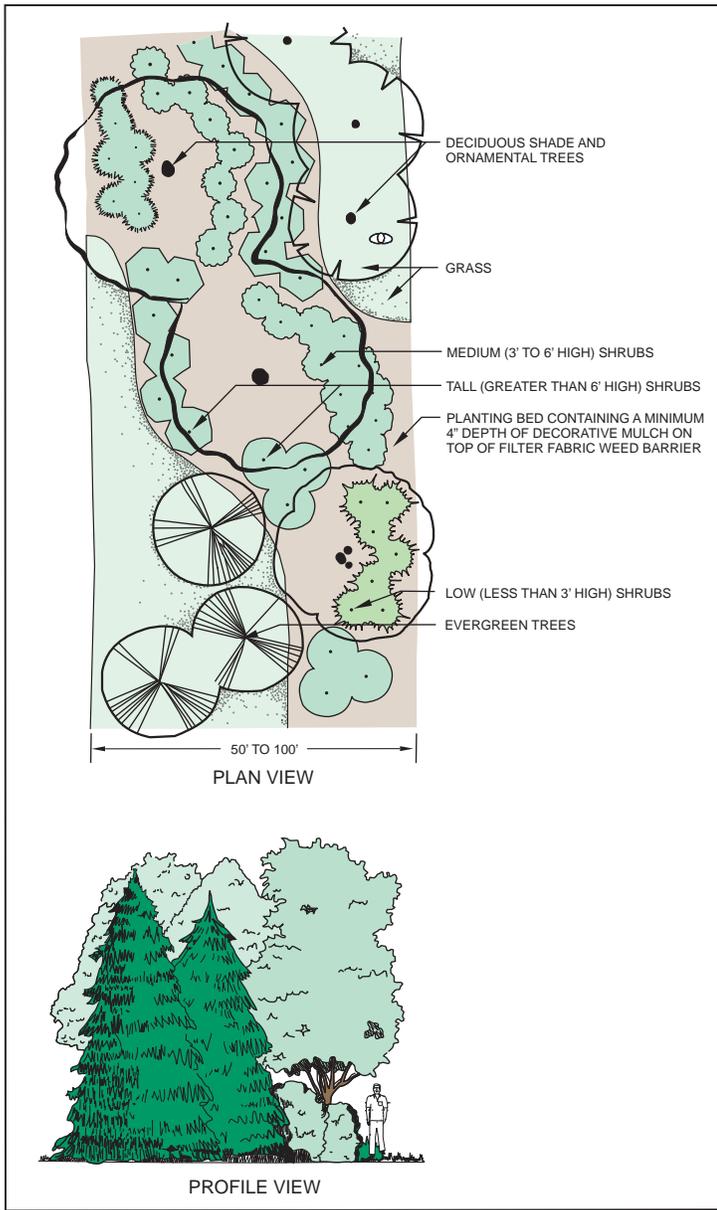


Figure E-5

ALTERNATIVE LANDSCAPING FOR BUFFERS BETWEEN INCOMPATIBLE USES

A. BUFFER WITH WIDE YARD AND PLANTS



B. BUFFER WITH BERMS AND PLANTS

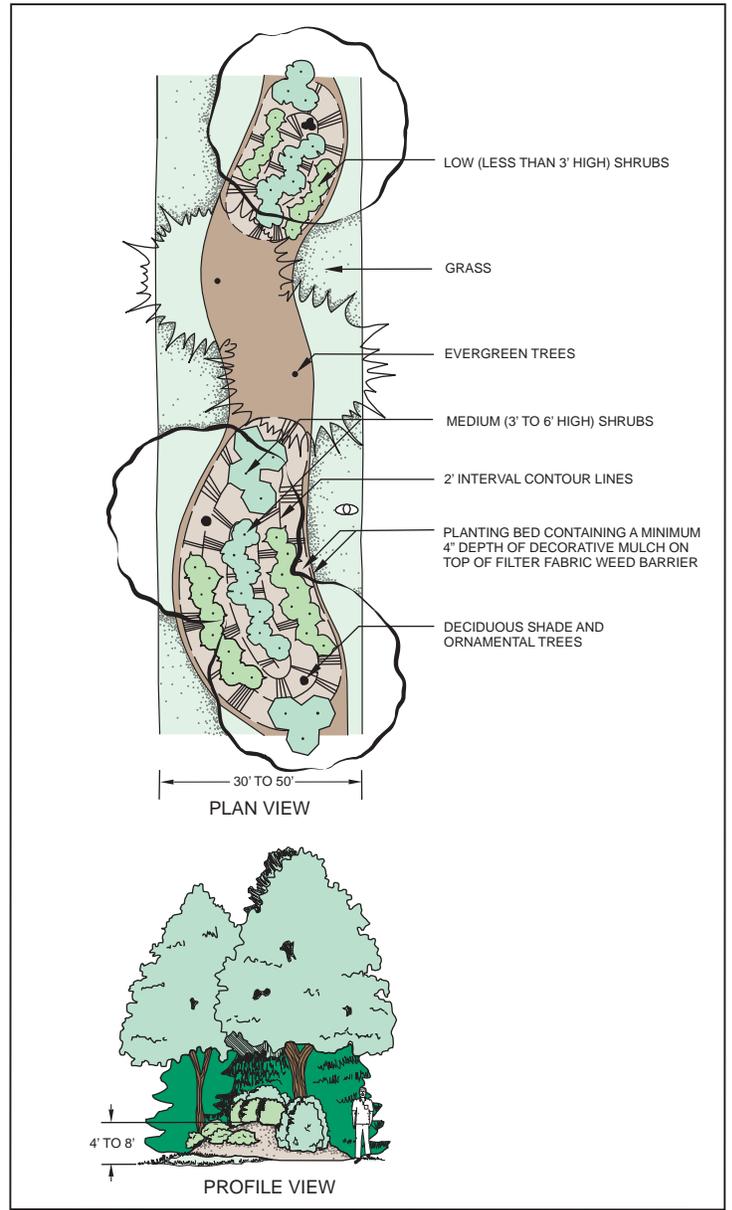
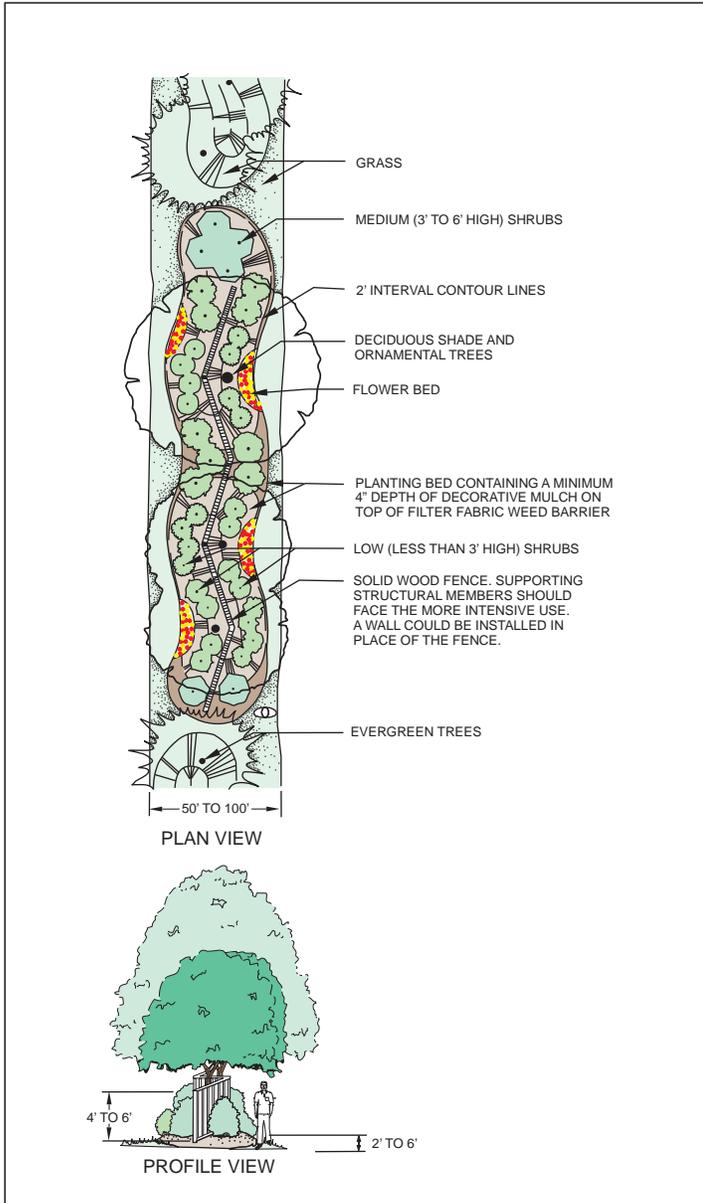
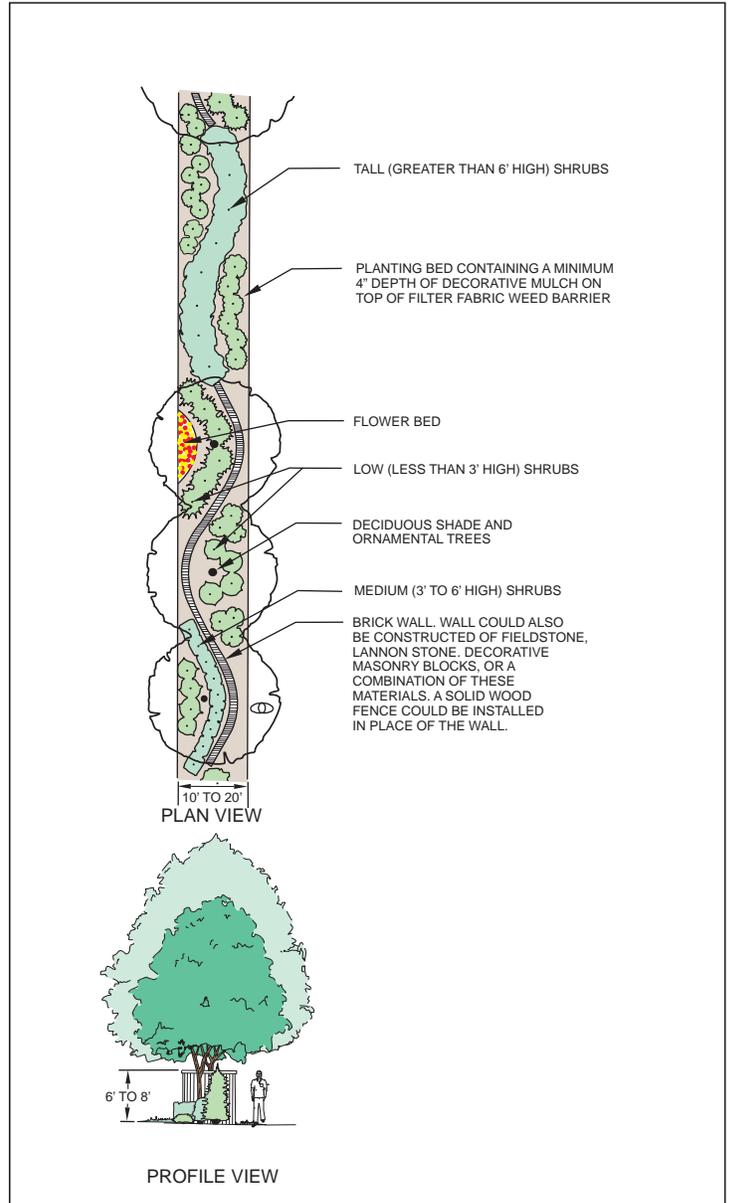


Figure E-5 (continued)

C. BUFFER WITH BERMS, FENCING, AND PLANTS



D. BUFFER WITH WALLS AND PLANTS

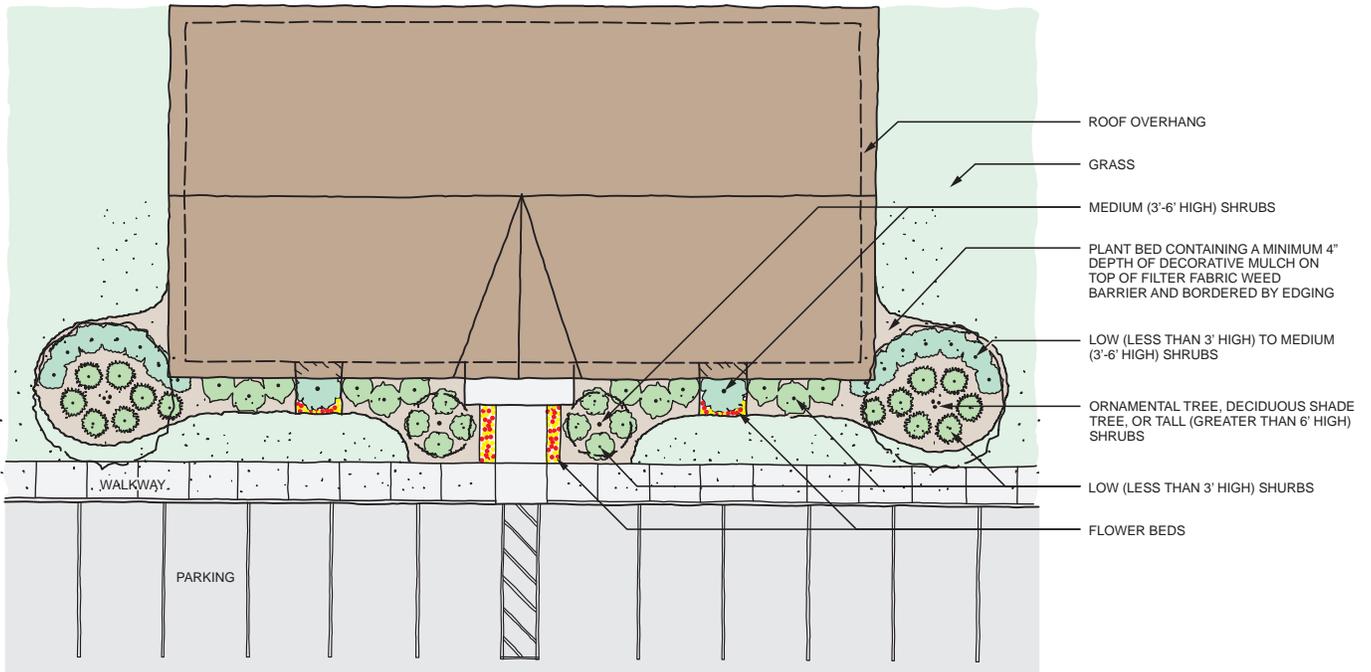


Source: SEWRPC.

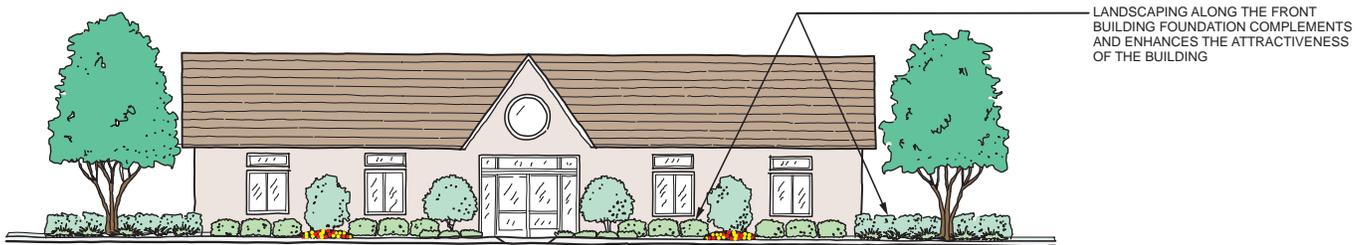
Figure E-6

ALTERNATIVE LANDSCAPING FOR FRONT ELEVATIONS OF BUILDINGS

A. LANDSCAPING ALONG BUILDING FOUNDATION WITH CONTINUOUS PLANTING BEDS



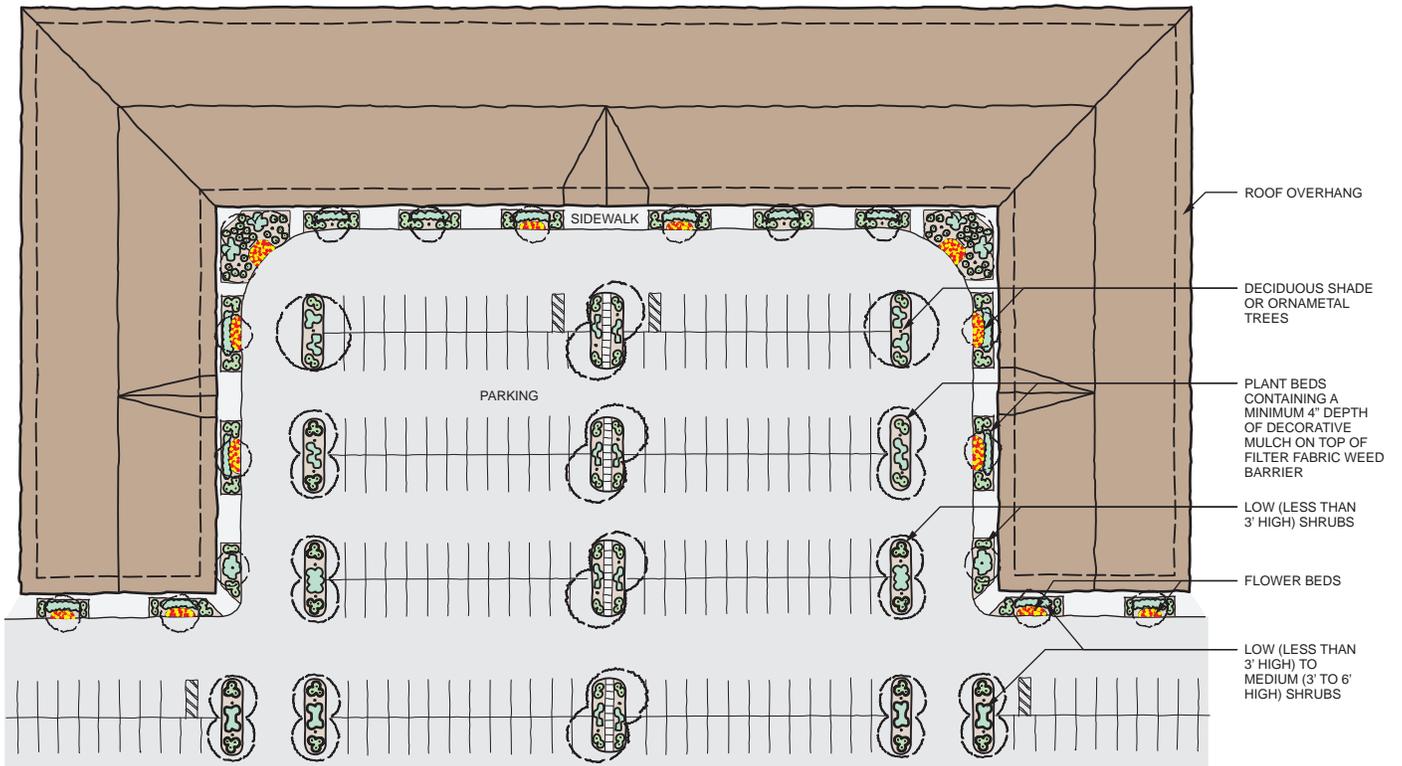
PLAN VIEW



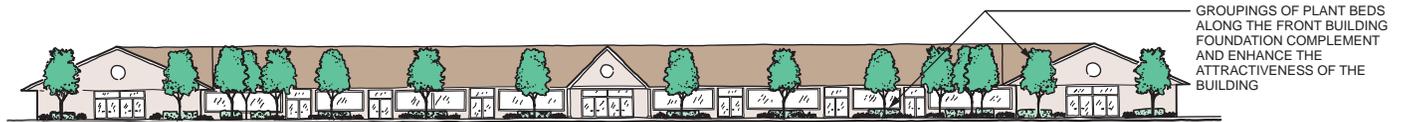
ELEVATION VIEW

Figure E-6 (continued)

B. LANDSCAPING WITH GROUPINGS OF PLANTING BEDS NEAR BUILDING FOUNDATION AND ROOF OVERHANG



PLAN VIEW



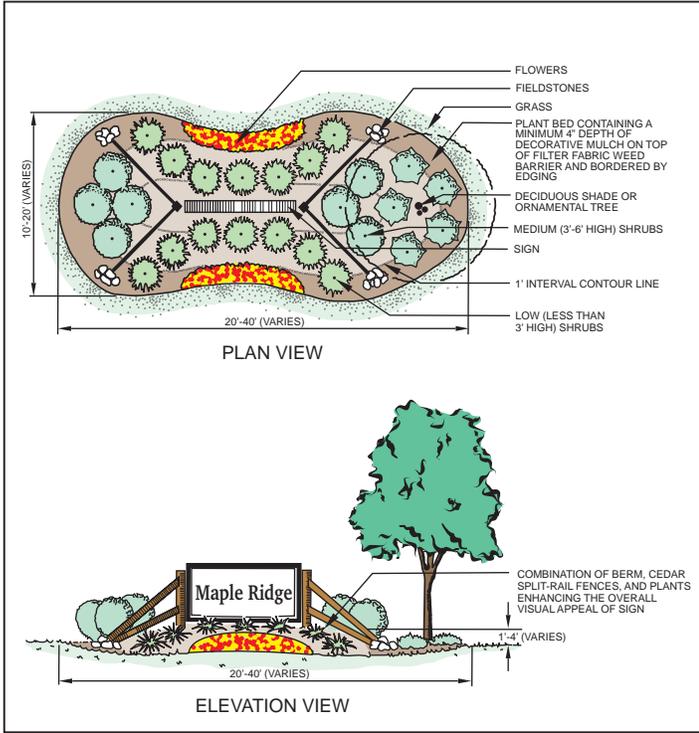
ELEVATION VIEW

Source: SEWRPC.

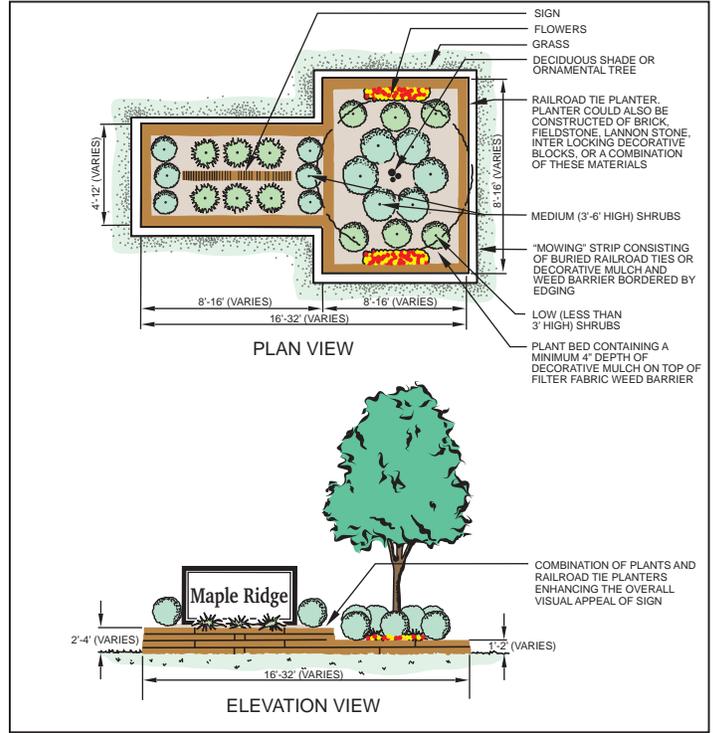
Figure E-7

ALTERNATIVE LANDSCAPING FOR FREESTANDING ADVERTISEMENT SIGNS

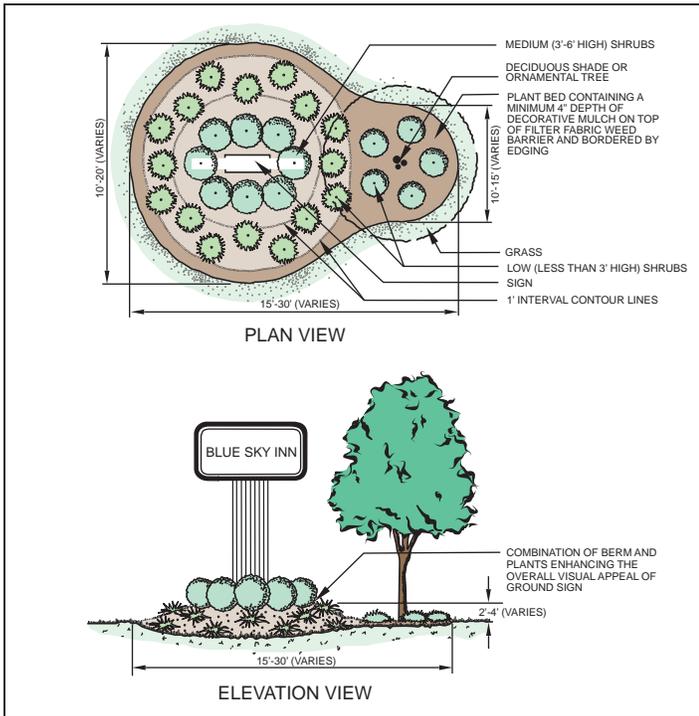
A. LANDSCAPING WITH BERM, DECORATIVE FENCES, AND PLANTS



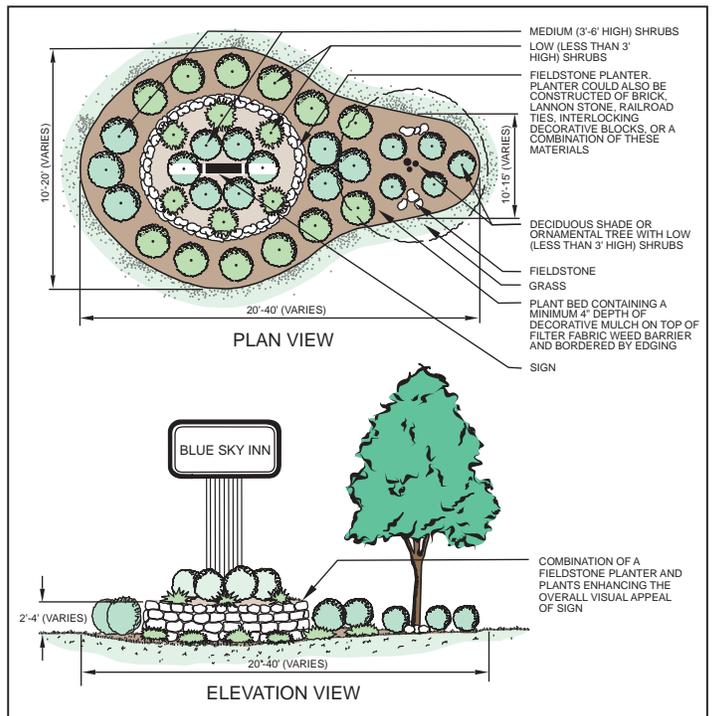
B. LANDSCAPING WITH PLANTS AND PLANTERS



C. LANDSCAPING WITH BERM AND PLANTS



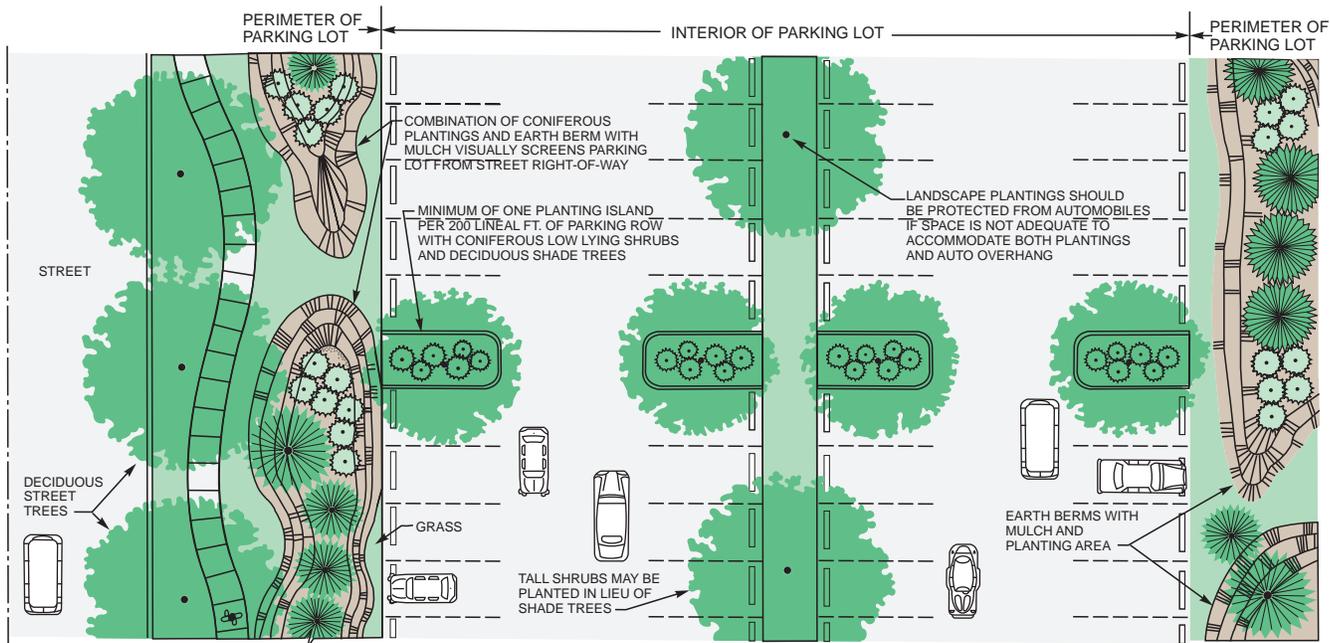
D. LANDSCAPING WITH FIELDSTONE PLANTER AND PLANTS



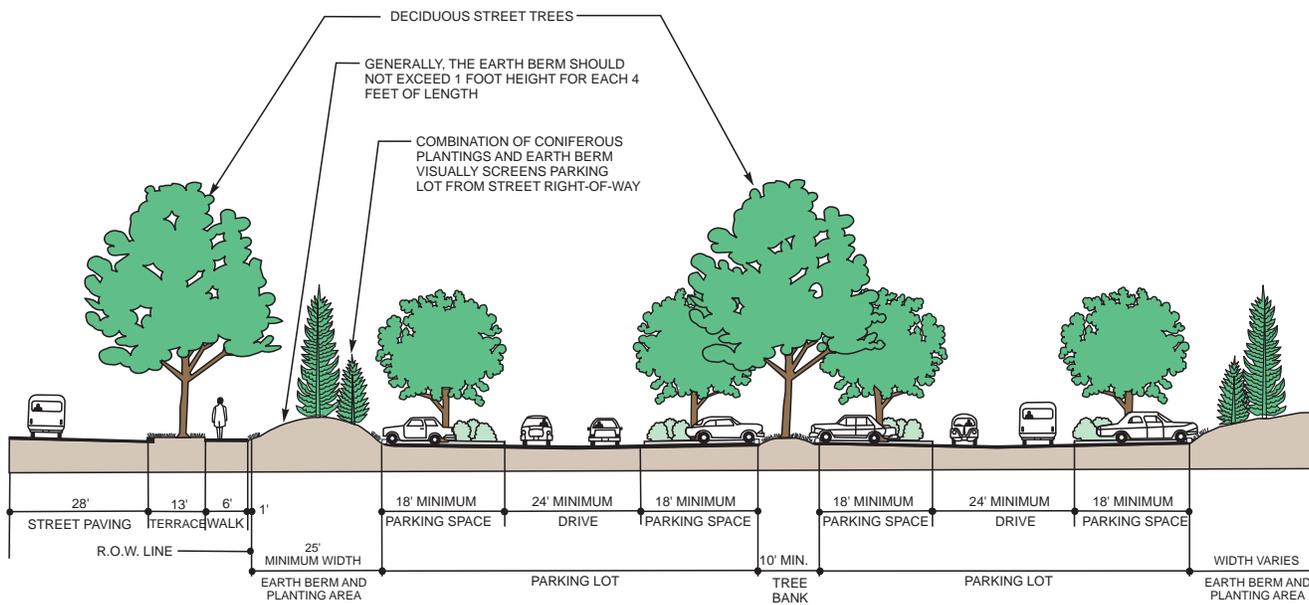
Source: SEWRPC.

Figure E-8

RECOMMENDED LANDSCAPING FOR PARKING LOTS



PLAN VIEW



SECTION VIEW

Source: SEWRPC.

## Appendix F

# ECONOMIC DEVELOPMENT ORGANIZATIONS AND PROGRAMS AVAILABLE IN THE VILLAGE 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 Village 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](http://www.choosemilwaukee.com)).

### ***Waukesha- Ozaukee- Washington (WOW) Workforce Development Board***

The WOW Workforce Development Board was established in response to the Workforce Investment Act of 1998 (WIA). The WOW Workforce Development Board is a private, non-profit corporation dedicated to providing workforce development services to residents and businesses in Waukesha, Ozaukee, and Washington Counties. The WOW Workforce Development Board works in collaboration with County and local elected officials, economic development corporations, and businesses to address workforce issues. The WOW Workforce Development Board is dedicated to finding solutions to local workforce needs through long-term planning and timely responses to the changing economy.

The WOW Workforce Development Board has several programs available. The following is a summary of each of these programs:

#### ***H-1B Advanced Manufacturing Training Program***

The H-1B Advanced Manufacturing Training Program is funded by the U.S. Department of Labor and is intended to reduce the dependence of American companies on skilled workers from other countries. The program’s objective is to train 200 apprentices and 500 other workers in advanced manufacturing skills to address the industry need for highly-skilled workers. The program will provide a maximum of \$500 per month per apprentice.

#### ***On-The-Job Training Program***

The On-The-Job Training Program provides funding to employers to help offset the cost of training new employees. Businesses can receive a wage reimbursement of up to 50 percent of the new employee’s wages during the training period. The length of the training period depends on the amount and complexity of the training needed to bring the worker to the desired skill level. To be eligible the job should meet or exceed minimum wage requirements; the job trained for must have transferable skills and not be seasonal or temporary; and contracts must be completed and approved prior to the new hire’s first day of work.

#### ***Workforce Advancement and Attachment Training Program***

The Workforce Advancement and Attachment Training Program awards grants to employers to provide training to existing entry-level workers so that they may move up another employment level and receive a salary increase. To be eligible for the grant the employer must employ workers who meet income guidelines; have specific

training in mind for the employee(s); provide training to advance skills outside the current job; and complete training within one year. The training must result in an increase in pay or a promotion within six months of training, or be necessary for job retention.

#### *Dislocated Worker Program*

The objective of the Dislocated Worker Program is to assist laid-off workers in obtaining full-time employment in a job compatible with the worker's capabilities and interests at a competitive wage. The WOW Dislocated Worker program is a "Work First" program, with emphasis on opportunities for employment. Participation in the dislocated worker program requires that the worker be committed to intensive efforts toward obtaining full-time employment. Program staff develops an Individual Employment Plan (IEP) with each participant that identifies the full-time employment objectives and what steps will be taken to achieve the objectives. The IEP specifies the occupational goals of the enrollee, based on assessment, testing, and individualized counseling.

If, after an initial period of intensive work search the participant is unsuccessful in obtaining employment, additional training may be considered, subject to availability of funds. Those who are deemed eligible to receive additional training are given an Individual Training Account (ITA), and information on providers, which includes the cost of training and the success rate of the training provider.

#### *Work Keys Program*

Work Keys is an employability skills assessment tool designed to ensure that an employer has the right people staffing key positions. The tool evaluates the key skills and levels of competency required for specific jobs in an organization. Then, skill assessments are administered to job applicants and/or employees to pinpoint their current skill levels. Once complete, it compares the skill levels demonstrated by each test taker to the minimum skill levels required for the profiled jobs, which enables employers to immediately evaluate an applicant's qualifications and/or determine the training needs of current employees. This process provides job analysis, assessment, instructional support, reporting, and training identification services to employers.

#### **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 in Washington County) 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.

## **Wisconsin Department of Commerce Programs**

### ***Industrial Revenue Bond (IRB) Program Overview***

The Department of Commerce's Industrial Revenue Bond (IRB) Program allows all Wisconsin cities, villages and towns to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects at, primarily, manufacturing facilities. IRBs are municipal bonds, but not general obligations of the municipality. The company or business that will use the facilities provides the interest and principal payments on the loan. The local government is in partnership with the business, lending its name, but not its credit, to the bond issue.

### ***Community Development Block Grant - Economic Development (CDBG-ED)***

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (community), which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community.

### ***Customized Labor Training (CLT) Program***

The CLT program is designed to assist companies that are investing in new technologies or manufacturing processes by providing a grant of up to 50 percent of the cost of training employees on the new technologies. The program's primary goal is to help Wisconsin manufacturers maintain a workforce that is on the cutting edge of technological innovation. Any business making a commitment to locate a new facility in Wisconsin or expand an existing facility which is upgrading a product, process, or service that requires training in new technology and industrial skills is eligible.

### ***Employee Ownership Assistance Grant Program (EOP)***

The EOP program is designed to assist the employees of a distressed business obtain the professional services necessary to evaluate the feasibility of purchasing the business and operating as an employee-owned business. An EOP award may be made to a group formed by or on behalf of the current or former employees of an existing Wisconsin business that is considering or has experienced substantial layoffs or a plant closing. The applicant must intend to operate the business in Wisconsin as an employee-owned business.

### ***Major Economic Development (MED) Program***

The MED program is designed to assist businesses that will invest private funds and create jobs as they expand in or relocate to Wisconsin. To be eligible the project must involve significant capital investment relative to the State as a whole or involve the retention or creation of a significant number of jobs in the local government in which the project is located. Eligible activities include construction and expansion; working capital; and acquisition of existing businesses, land, buildings, and equipment.

### ***Technology Development Fund (TDF)***

The TDF program was established to help Wisconsin businesses research and develop technological innovations that have the potential to provide significant economic benefit to the State. Eligible applicants include any Wisconsin business or consortium. Eligible activities include research and development that will lead to new or significantly improved products or processes, have a high probability of commercial success within a relatively short time period (two to three years), and/or will provide significant economic benefit to Wisconsin. Only costs directly associated with the proposed research project are eligible, including salaries, professional services provided by independent third parties, equipment critical to the research project, and supplies and materials.

### ***Technology Development Loan (TDL) Program***

The TDL program was established to assist Wisconsin businesses that have developed technological innovations with the potential to provide significant economic benefit to the State. This program is designed to assist the business in bringing the new technology to commercialization. Any Wisconsin business or consortium can apply for TDL funds. Eligible activities include acquisition of land, buildings, and equipment; working capital; and new construction. Although the Department of Commerce (DOC) can provide up to 75 percent of eligible project costs, the actual amount of DOC participation is dependent on factors such as commercial potential, economic impact, business viability, fund availability, collateral position available, and the amount of private funds leveraged.

### ***Wisconsin Trade Project Program***

The Wisconsin Trade Project Program offers individual matching grants up to \$5,000 to help small export-ready firms participate in international trade shows. Wisconsin businesses whose annual sales are less than \$25 million (including the annual sales of parent and subsidiary companies) that have developed a long-term export plan are eligible.

### ***Business Employees' Skills Training (BEST) Program***

The BEST program was established by the Wisconsin Legislature to help small businesses in industries that are facing severe labor shortages to upgrade the skills of their workforce. Under the BEST program, DOC can provide applicants with a tuition reimbursement grant to help cover a portion of the costs associated with training employees. Eligible applicants include Wisconsin for-profit businesses that have 25 or fewer full-time employees or annual sales of less than \$2.5 million. Eligible industrial clusters include automation, agriculture/food products, biotechnology, information technology, manufacturing, medical devices, paper/forest products, printing, tourism, and childcare.

### ***Certified Capital Companies (CAPCO) Program***

The CAPCO Program created an investment pool directed toward small, high-growth companies with an annual income of no more than \$2 million and no more than 100 employees. To be eligible to receive investment from CAPCO a business must be headquartered in Wisconsin; be in need of venture capital and unable to obtain conventional financing; have no more than 100 employees (at least 75 percent of whom are employed in Wisconsin); have an average annual net income of not more than \$2.0 million during its two most recent fiscal years; have a net worth less than \$5.0 million; and not be engaged in predominately professional services or banking.

### ***Dairy 2020 Early Planning Grant Program***

The goal of the Dairy 2020 Early Planning Grant program is to encourage and stimulate the start-up, modernization, and expansion of Wisconsin dairy farms. Eligible applicants for the Dairy 2020 Early Planning Grant program include existing and start-up Wisconsin dairy producers. Proceeds from an award may only be used to cover the cost of having a qualified, independent third party provide the professional services necessary to assist the applicant in evaluating the start-up, modernization, or expansion of a dairy farm. Eligible professional services include activities that are necessary in order for the applicant to make a "go or no go" decision.

### ***Milk Volume Production (MVP) Program***

The MVP program is designed to assist dairy producers that are undertaking capital improvement projects that will result in a significant increase in Wisconsin's milk production. All dairy producers that are or will be located in Wisconsin and are planning capital investments that will result in significant long-term increases in Wisconsin's capacity to produce milk are eligible.

Eligible costs are limited to the cost of acquiring cows. DOC will fund no more than \$500 for each cow to be added to the operation, with a maximum award of \$1.0 million. DOC will seek to maximize the program's impact by participating with dairy producers that can document a need for near-equity financing and demonstrate the management skills necessary to make the project successful.

### ***State of Wisconsin Investment Board (SWIB)***

The SWIB is a State agency that invests one of the largest pension funds in the world. It directs a portion of its private debt investments to Wisconsin companies. SWIB provides long-term financing as a complement to short-term bank lending. Both debt and mezzanine financing are available. Mezzanine financing takes the form of a subordinate loan supplemented by warrants or company stock. The loan generally has a five-year maturity. Typically the interest rate is 10 to 12 percent. Total return should be about 16 percent. Approved loans usually run 10 to 15 years. Loans are generally used to finance long-term business needs, such as purchasing fixed assets or refinancing short-term or long-term obligations. Fixed assets are often used as collateral. In some cases, a parent corporation may guarantee the loan. In other cases, a personal guarantee of the owner or major shareholders may be used.

### ***Minority Business Development Fund***

The Minority Business Development Fund offers low-interest loans for start-up, expansion, or acquisition projects. To qualify for the fund, a business must be 51 percent controlled, owned, and actively managed by minority-group members, and the project must retain or increase employment.

### ***Small Business Innovative Research (SBIR)***

The SBIR provides funding for higher risk, early-stage products and technologies. The SBIR program was established to stimulate technological innovation, use small businesses to meet Federal research and development (R&D) needs, encourage the participation of disadvantaged and minority persons in technological innovation, and increase private sector development through Federal sponsorship.

The SBIR program allows small businesses to compete for Federal R&D funds administered by DOC. Small businesses must meet certain eligibility criteria to participate in the SBIR program:

- At least 51 percent American-owned, located in the U.S., and independently operated
- For profit
- Company size limited to 500 employees
- Principal researcher primarily employed by business at time of award and not employed full time by another institution or company
- All work must be done in the U.S.

### ***Small Business Technology Transfer (STTR)***

The STTR program is a joint research effort between a small business and a nonprofit research institution or Federally funded R&D center (FFRDC). The STTR provides funding for higher risk, early-stage products and technologies. The STTR program was established to enable small businesses to partner with a nonprofit research institution, such as a university or Federal R&D center, to bring innovative technologies to market.

Small businesses must meet certain eligibility criteria to participate in the STTR Program:

- American-owned and independently operated
- For profit
- Principal researcher need not be employed by small business
- Company size limited to 500 employees
- The small business must perform at least 40 percent of the STTR project

The nonprofit research institution must also meet certain eligibility criteria:

- Located in the U.S.
- Meet one of three definitions: nonprofit college or university, domestic nonprofit research organization, or FFRDC
- The research institution must perform at least 30 percent of the project
- There must be a written intellectual property agreement in place at the time of award
- All work must be done in the U.S.

### **Wisconsin Entrepreneurs' Network (WEN) Programs *Technology Assistance Grant (TAG)***

The TAG program aids small Wisconsin high-technology businesses in their efforts to obtain seed, early-stage, or research and development funding. Eligible project costs are professional services involved in the preparation and review of a Federal R&D grant application; in obtaining industry information, data or market research needed to complete applications for R&D or early-stage funding; or in meeting specific requirements to obtain seed or early-stage funding from outside sources.

### ***Early Planning Grant (EPG)***

The EPG program is designed to help individual entrepreneurs and small businesses throughout Wisconsin obtain the professional services necessary to evaluate the feasibility of a proposed business start up or expansion. Under the EPG program, the WEN, with funding from the Wisconsin Department of Commerce, can provide applicants with a grant to help cover a portion of the cost of hiring an independent third party to develop a comprehensive business plan.

### ***Entrepreneurial Training Program (ETP) Grant***

The ETP is a course offered through the Small Business Development Center (SBDC) providing prospective and existing business owners with expert guidance through business plan development.

### **Wisconsin Housing and Economic Development Authority (WHEDA) Programs**

#### ***WHEDA Small Business Guarantee (WSBG)***

The Wisconsin Housing and Economic Development Authority (WHEDA) Small Business Guarantee can be used for expenses of land, buildings, equipment, and inventory associated with the expansion or acquisition of a small business (50 or less full-time employees). The guarantee is limited to 80 percent or \$200,000. This program can finance a mixed-use project if the business occupies at least half of the building. The program is for the start-up of a small business in a vacant storefront in the downtown area of a rural community. A rural community is defined as a city, town, or village with a population of 12,000 or less, or a city, town or village that is located in a county with a population density of less than 150 persons per square mile. All local governments in Washington County, except the City of West Bend and Village of Germantown, are eligible for this program.

#### ***The Linked Deposit Loan (LiDL)***

The LiDL is a program offering women and minority owned and operated businesses a two-year interest rate subsidy on the portion of a new bank loan of \$10,000 to \$99,000 that covers land, buildings, and equipment. To be eligible, at least 50 percent of the business must be owned by a woman or ethnic minority group member, or more than 50 percent of the business must be controlled by a woman or ethnic minority group member. In addition, the business must employ 25 or fewer full-time equivalent employees at the time of application, and the business (along with affiliates, subsidiaries, and parent company) must have gross annual sales of \$500,000 or less.

### **Other Programs**

#### ***The Wisconsin Department of Workforce Development***

The Wisconsin Department of Workforce Development (DWD) is the State agency charged with building and strengthening Wisconsin's workforce. DWD offers a wide variety of employment programs and services, accessible at the State's Workforce Development Centers, including securing jobs for the disabled, assisting former welfare recipients to transition to work, connecting youth with jobs, protecting and enforcing worker's rights, processing unemployment claims, and ensuring that worker's compensation claims are paid in accordance with the law. Washington County has two Workforce Development Centers, the Hartford Workforce Development Center and the West Bend Workforce Development Center.

#### ***U.S Small Business Administration (SBA)***

The mission of the SBA is to maintain and strengthen the nation's economy by aiding, counseling, assisting, and protecting the interests of small business and by helping families and businesses recover from National disasters.

#### ***The Wisconsin Women's Business Initiative Corporation (WWBIC)***

The WWBIC is an economic development corporation providing quality business education, technical assistance, and access to capital for entrepreneurs. WWBIC consults, educates, and mentors owners of small and micro businesses throughout Wisconsin with a focus on women, people of color, and those of lower incomes. The WWBIC is partially funded by a grant from the SBA and by donations from corporate sponsors, foundations, and private contributors. WWBIC receives money from the SBA's Micro Loan Program and its Office of Women's Business Ownership.

***Freight Railroad Infrastructure Improvement Program***

The Freight Railroad Infrastructure Improvement Program is administered by the Wisconsin Department of Transportation and awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the existing railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement.

***Transportation Economic Assistance (TEA)***

The Transportation Economic Assistance (TEA) program is administered by the Wisconsin Department of Transportation and provides 50 percent State grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the State. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must begin within three years, have the local government's endorsement, and benefit the public. The program is designed to implement an improvement more quickly than the normal State transportation programming process would allow. The 50 percent local match can come from any combination of local, Federal, or private funds or from in-kind services.

## **Appendix G**

# **RULES AND BYLAWS GOVERNING WASHINGTON COUNTY MULTI-JURISDICTIONAL DISPUTE RESOLUTION PANEL**

### **ARTICLE I. GENERAL PROVISIONS**

#### **SECTION 1 – AUTHORITY**

The Washington County Multi-Jurisdictional Dispute Resolution Panel has been established pursuant to §66.1001(1)(g), *Wis. Stats.*, as amended, and assumes thereby, all responsibilities, duties and powers as provided therein and by related statutes. A copy of these rules shall also be filed with the County Clerk to be kept as a permanent public record. Copies of the rules shall be also available to the public. These rules are supplementary to the provisions of the Washington County Ordinances as related to comprehensive planning.

#### **SECTION 2 – TITLE**

The official title of this body is, The Washington County Multi-Jurisdictional Dispute Resolution Panel, hereafter referred to as the “Panel”.

#### **SECTION 3 - PURPOSE**

The purpose of the Panel is to provide a forum for disputing parties to reach consensus by engaging in facilitated negotiations. This forum is available to Washington County; cities, villages and towns within Washington County and adjoining Washington County that have adopted a comprehensive plan; and, counties adjoining Washington County that have adopted a comprehensive plan. The spirit and intent of facilitated negotiations is to bring parties together to openly and candidly discuss an identified dispute and negotiate a mutually agreeable outcome that will be implemented and adhered to by the parties.

#### **SECTION 4 – PANEL MEMBERSHIP**

The Panel shall be selected on a case-by-case basis at the time of the identification of a dispute requiring a facilitated negotiation meeting. Members will be selected from a pool of candidates comprised of current elected or appointed representatives from cities, villages, towns and the counties. Each party to the dispute shall select three panelists. In order to conduct the negotiation process, the Panel shall be comprised of at least two panelists per party.

## **SECTION 5 – SELECTION PROCESS**

Units of government wishing to participate will be asked to enter into intergovernmental agreements which will describe the obligations of the participating unit of government including the requirement that the unit of government designate elected or appointed representatives to be members of a pool of eligible panelists and designate its clerk or designee as eligible for the pool of potential recording secretaries as mentioned in Article II, Section 3.

Each disputing party shall select, at the time of filing the application, three units of government from the pool of governments for the other disputing party. For example, if a town government and city government have identified a dispute to be submitted to facilitated negotiations, the town shall select three city or village governments from the pool of city-village government participants and the city shall select three town governments from the pool of town governments. In the case of a dispute involving a county government such as a county-town dispute, the county shall select three town governments from the pool of town government participants and the town shall select three county governments from the pool of county government participants. In the event that there are less than three participating county governments, the town shall select all participating county governments from the pool and the staff shall notify the participating county governments that it must designate an adequate number of panelists to fill three positions and two alternates. In addition to each disputing party selecting units of governments, each disputing party shall at the same time select two alternates from the unit of government pool in the same fashion. Each participating city, village or town government selected from the pool shall designate its own representative to serve on the panel. The disputing parties jointly at the time of the filing of the application shall select a recording secretary and an alternate from the available pool of recording secretaries.

## **SECTION 6 – CONFLICTS OF INTEREST**

Any member of the Panel who has any direct or indirect interests, personal or financial, in the matter before the Panel shall not assist with or participate in the negotiation process of such matter at any meeting at which said matter is under consideration. A disqualifying conflict of interest shall be deemed to exist when: (1) The Panel member is the applicant or spouse of the applicant, or is related to the applicant within the third degree of consanguinity or is the husband or wife of someone so related; or, (2) The applicant is the employer, employee, or partner of the member or is a corporation in which the member is a major shareholder or has a major financial interest; or, (3) The member owns property within 300 feet of the property which is the subject of the application. Any member having a disqualifying conflict of interest shall promptly notify the Washington County Planning and Parks Department. Acknowledging that the County Planning and Parks Department is designated by these by-laws to serve in an administrative capacity and recognizing that the County may also be a disputing party taking advantage of this forum to resolve its dispute, such circumstances may give rise to the appearance of a conflict of interest on the part of the County. However, in the event that the County is responsible for administering the process and is also a disputing party, the County shall implement appropriate safeguards by assigning its administrative functions with respect to the Panel to another division within the County Planning and Parks Department to avoid the appearance of or actual conflict and so that the Planning Division is freely and fully capable of taking its dispute through this forum for a resolution.

## **SECTION 7 – LIMITATIONS**

The Panel's role is limited to conducting facilitated negotiation of town, village, city or county disputes related to the comprehensive plan as described in §66.1001(1), *Wis. Stats* for the nine following elements; Issues & Opportunities, Agricultural, Natural and Cultural Resources, Land Use, Housing, Transportation, Utilities and Community Facilities, Economic Development, Intergovernmental Cooperation and Implementation. Nothing herein shall be construed to give or grant to the Panel, the power or authority to alter or change the comprehensive plans, ordinances related thereto or other official maps of the disputing parties, which authority shall be retained by the governing bodies of the disputing local units of government. The Panel's role is to facilitate negotiations between the disputing parties in an effort to lead the parties to achieving a mutually agreeable resolution of the dispute or disputes brought before the Panel.

## **SECTION 8 - STAFF ROLE**

The Washington County Planning and Parks Department (hereinafter “staff”) shall provide administrative assistance to the Panel. The Staff’s role shall be limited to assisting the Panel by accepting and processing joint applications, assembling the Panel and coordinating the meeting(s). The Staff shall not, in any way, assist the disputing parties or the presentation of the issue(s) to the Panel. During the facilitated negotiation process, Staff shall be available, upon request of the Panel, to assist the Panel with administrative functions.

## **SECTION 9 – PANEL’S OFFICE**

The Office of the Panel shall be located at the Washington County Planning and Parks Department at 333 East Washington Street, Suite 2300, West Bend, Wisconsin 53095. Panel records of active disputes shall be available for public inspection between the hours of 8:00 a.m. and 4:30 p.m., Monday through Friday, except legal holidays.

# **ARTICLE II. POWERS AND DUTIES OF THE PANEL**

## **SECTION 1 – GENERAL POWERS**

The powers and duties of the Panel are authorized by §66.1001(1), *Wis. Stats.* and are more completely described herein. The Panel shall have the following general powers:

- A. To facilitate negotiations among disputing parties relating to the county, city, village or town comprehensive plan as described in §66.1001(1), *Wis. Stats.* for the nine following elements; Issues & Opportunities, Agricultural, Natural and Cultural Resources, Land Use, Housing, Transportation, Utilities and Community Facilities, Economic Development, Intergovernmental Cooperation and Implementation.
- B. To refer written agreements or written outcomes to the appropriate governing bodies for formal action.

## **SECTION 2 – PRESIDING OFFICERS**

Upon convening a Panel for facilitated negotiations, the Panel shall elect a chairperson from among its selected members to coordinate and conduct the Panel during the facilitated negotiation process. The chairperson shall serve as such until the dispute is resolved or the process is otherwise terminated. Upon convening, the Panel shall also select a recording secretary who shall record information as instructed by the Panel. The recording secretary shall not be a member of the Panel. The recording secretary shall be selected from the pool of available clerks of participating governing bodies, but shall not be a clerk from the locale of any of the disputing parties. At the discretion of the Panel, in lieu of a recording secretary, the parties may be required to obtain the services of a stenographer or court reporter to adequately record the negotiation activity and shall equally share the expense of same.

## **SECTION 3 – DUTIES**

1. **CHAIRPERSON.** The chairperson shall preside over and direct the conduct of all meetings of the Panel. The chairperson shall, subject to these rules and further instructions from the Panel, direct the official business of the Panel, supervise the work of the Panel and request necessary help when required. The presiding officer, subject to these rules, shall decide all points of procedure or order.

2. **RECORDING SECRETARY.** The recording secretary, as selected by the disputing parties, shall record information as directed by the Panel and maintain permanent minutes of the Panel’s proceedings; reflect the presence of the participants including representatives of the parties; show generally the activity conducted by the Panel; shall keep records of its official action; shall summarize accurately the information presented by the parties appearing before the Panel and keep a written record of all proceedings; shall record the names and

addresses of all persons appearing before the Panel in person, or by attorney; shall, at the conclusion of process, collect all documents introduced during the negotiation process and attach same to the recorded information; and shall file said minutes and records in the office of the Panel, which minutes and records shall be of public record. County staff shall assist the Recording Secretary in performing these clerical duties as requested by the Chairperson. The Washington County Clerk shall be the custodian of the files of the Panel and shall keep all records.

The County Attorney, or his or her designated representative may provide assistance and guidance to the Panel, upon request, unless an actual or perceived conflict exists. Upon request of the Panel, assistance of counsel shall be noted in the record of the proceeding.

## **SECTION 4 – SCOPE**

In exercising the powers herein, the Panel shall facilitate negotiations of disputing parties who present an issue relating to the comprehensive plan and who desire to engage in voluntary good faith negotiations to resolve said dispute.

# **ARTICLE III. FACILITATED NEGOTIATION MEETINGS**

## **SECTION 1 – TIME: HOW CALLED**

Meetings of the Panel shall be held, or may be canceled, at the call of the chairperson and at such other time as the Panel may determine provided that all Panel members are notified by staff at least 48 hours prior to such meeting. All meetings shall be open to the public and scheduled and noticed in accordance with Wisconsin's Open Meeting Law, unless a disputing party requests that the facilitated negotiation be conducted in closed session and it is properly noticed as such.

## **SECTION 2 – QUORUM**

A quorum shall consist of at least two selected panelists per each disputing party. Because the Panel is charged with facilitating a negotiation process, the conduct of the meeting will not require the making of formal motions nor will the outcome of the meeting result in a decision or other formal action by the Panel; therefore, the voting requirements and other formal rules of conduct are unnecessary.

## **SECTION 3 – ORDER OF BUSINESS**

- A. Staff provide assistance to the Panel Chairperson for the development of an agenda for each Panel meeting which shall include the general subject matter of the business to be discussed at the meeting.
- B. Meetings shall be conducted as follows:
  - 1. Call to order and roll call.
  - 2. Statement by the presiding officer concerning the notice in accordance with the Wisconsin Open Meeting Law. (Read legal notice)
  - 3. Presiding officer to read the joint application identifying the dispute.
  - 4. Parties to acknowledge voluntary participation and accuracy of the identified dispute.
  - 5. Identification of all participants.
  - 6. Each party is allowed an opening statement regarding the dispute.
  - 7. Questions by the Panel members.
  - 8. Other questions or statements at the discretion of the Panel.
  - 9. Any correspondence received relevant to the issue before the Panel shall be read by the recording secretary.

10. Panel to continue to lead parties in negotiation and engage in debate and discussion.
11. Panel, with the assistance of the parties, to engage in brainstorming to delineate list of possible solutions.
12. Panel to continue leading parties in negotiation process by using suitable facilitation techniques.
13. Written agreement signed by representatives of the disputing parties – reduce resolution(s) to writing.
14. If no agreements are reached, the Panel shall reduce outcomes of the facilitated negotiation to writing.
15. Panel shall send a copy of the outcome to governing body of disputing parties
16. Adjournment.

The order of business at any meeting or hearing may be varied from the preceding by consent of the members present.

#### **SECTION 4 – ROBERT’S RULES OF ORDER**

Robert’s Rules of Order, Newly Revised, 10<sup>th</sup> Edition, shall generally guide the actions of the Panel in conduct of its meetings if not covered by these rules, County ordinance or State Statutes.

#### **SECTION 5 – MINUTES**

The Panel, by its recording secretary, shall keep minutes of its meetings including any documentation presented to the Panel.

### **ARTICLE IV. APPLICATIONS**

#### **SECTION 1 – WHO MAY FILE**

Washington County, cities, villages and towns within Washington County and adjoining Washington County that have adopted a comprehensive plan; and, counties adjoining Washington County that have adopted a comprehensive plan may submit a joint application regarding a dispute relating to the comprehensive plan. Applications to the Panel shall be filed with the Planning and Parks Department. Disputing parties must co-sign an application which shall include a jointly defined dispute, minutes of the governing body reflecting authorization to engage in the negotiation process, proposed outcomes and a general description of communications between the parties regarding the dispute.

#### **SECTION 2 – COPIES TO BE SENT**

Staff shall promptly transmit copies of the application and the supporting documentation as follows: original retained for Panel file; a copy to the applicants; copy to the Clerks of the respective governing bodies of the disputing parties; and copy to SEWRPC.

#### **SECTION 3 – TIMELINESS OF APPLICATION**

Applications may be filed at any time upon the determination or discovery of a dispute relating to the comprehensive plan of a town, city, village or county. Upon receipt of a properly filed joint application, staff shall within sixty (60) days take appropriate action to process the application, including but not limited to assembling the Panel and scheduling the first meeting of the Panel. The first meeting of the Panel may be scheduled more than sixty (60) days after receipt of the application upon mutual agreement of the disputing parties.

## **SECTION 4 – REQUIRED INFORMATION**

Applications shall be made on forms provided by the Panel. Any communication, except in the prescribed forms, purporting to be an application shall be deemed a mere notice of intention to file and shall not be deemed a filing to comply with the requirements of timely filing. Failure of the joint applicants to supply the required information, including the appropriate fee, will be considered by the Panel as a failure to comply with the application procedure and the dispute will not be permitted to be submitted to the Panel.

## **SECTION 5 – REASONS TO BE STATED**

The reasons for the application must be stated and basis of the dispute must also be stated by the applicants:

- A. The application shall designate all informal discussions that have occurred between the parties regarding the dispute at issue.
- B. The facts should be stated upon which findings may be made by the Panel.
- C. Relevant maps, ordinances, or procedures and policies shall be included as exhibits to the application.

## **SECTION 6 – JOINT APPLICATION/REPRESENTATIVE FILING**

The application shall bear the signatures of the chief elected official of the respective disputing parties. The joint application shall be filed in person by a representative of each of the disputing parties so that the selection of the Panel and the Recording Secretary can be accomplished at the time of filing.

## **SECTION 7 – TERMINATION OF THE PROCESS**

The Panel, at its discretion, may refuse to convene upon the failure of the applicants to supply the required information called for on the forms or if it is determined that the Parties are not acting in good faith.

## **SECTION 8 – TIME FOR HEARING**

Each application screened by Staff satisfying the requisite criteria for facilitated negotiations shall be considered by the Panel as soon as reasonably practical providing for sufficient time between the date of the application and the date of the meeting for the required meeting notices to be published.

## **SECTION 9 – NOTICE OF HEARING**

The Staff of the Panel shall give, or cause to be given, notice of each meeting as required by law and these rules. Notice shall be given as follows:

- A. Consistent with that required by Wisconsin Open Meeting law.
- B. Mailing a notice to the joint applicants at least 10 calendar days before the meeting.
- C. Mailing a notice to the Clerk of the governing body of the disputing parties, not less than one week before the date of the hearing.
- D. Mailing notice to Southeastern Wisconsin Regional Planning Commission (SEWRPC).

## **SECTION 10 – EFFECT ON OTHER ACTIONS**

Submittal of a dispute to the Panel for facilitated negotiations shall have no effect whatsoever on any other judicial, quasi-judicial, administrative or alternative dispute resolution proceeding. Disputing parties retain all rights and remedies available at law and submittal of same shall in no way affect said rights.

## **SECTION 11 – FEE**

**A. Application Administrative Fee.** This fee is intended to cover 100 percent of the costs associated with staff's administrative functions such as processing the application, coordinating and convening the Panel and providing required notices and mailings. This fee shall be paid at the time of application and shall be provided to the Washington County Planning and Parks Department.

**B. Panel Fee.** This fee is intended to cover 100 percent of the costs associated with the operations of the Panel including panel participants and the recording secretary. The fee for the first meeting shall be paid at the time of application and shall be provided to the Washington County Planning and Parks Department.

Additional fees will be determined at the conclusion of the first meeting and imposed at the conclusion of the facilitated negotiations.

## **ARTICLE V. PANEL PROCEEDINGS**

### **SECTION 1 – APPEARANCES**

At the time of the meeting, the applicant may appear on his or her own behalf or be represented by his or her attorney or agent. It is preferred that parties are represented by officials of the governing body rather than attorneys or other professionals.

### **SECTION 2 – WITNESSES**

The chairperson or the Panel has no authority to compel the attendance of witnesses by subpoena. However, any representative wishing to participate shall be required to state their names and their interests in the matter before the Panel. Statements may be limited by the chairperson in order to conduct an orderly and efficient meeting.

### **SECTION 3 – PRELIMINARY MATTERS**

Following the reading of the application, the Panel may hear statements on the question of the appropriateness of the process for the identified dispute and request that each party state a position on the point. The Panel may proceed with the meeting by engaging the parties in negotiation and reserve its determination on an appropriateness of the forum until after the negotiations conclude. The Panel may make an immediate determination and terminate the hearing upon a finding that the parties are not voluntarily bringing the dispute before the panel or the parties lack good faith. If the Panel determines that the dispute is not appropriate for the forum, the recording secretary shall record the decision as a determination to terminate the meeting.

### **SECTION 4 – DECORUM**

The chairperson shall maintain order and decorum during all Panel proceedings. All persons present during Panel proceedings shall conduct themselves properly so as to not disrupt the process. The chairperson reserves the right to order any person to leave who has conducted himself or herself in a disorderly manner and persisted in such conduct after being directed by the chairperson to cease the conduct.

### **SECTION 5 – PARTIES NOT TO INTERRUPT**

Orderly procedure requires that each party shall proceed without interruption by the other and that there be no arguments between the parties.

### **SECTION 6 – TOOLS TO FOSTER/ENHANCE NEGOTIATIONS**

The Panel shall engage and lead the disputing parties in negotiations to achieve a mutually agreeable result. Facilitated negotiations may employ various tools which include but are not limited to establishing ground rules,

brainstorming, caucusing, consensus building and similar techniques. Each dispute brought before the Panel shall be considered unique and as such, the Panel shall not be limited in any way with regard to the tools and techniques it chooses to employ or not employ, but rather it shall determine on a case-by-case basis the appropriate manner to conduct negotiations.

## **SECTION 7 – QUESTIONS BY THE PANEL**

During the meeting, the chairperson, Panel members or representatives of the disputing parties may ask questions and may make appropriate comments pertinent to the dispute; however, no member should argue an issue with the applicant. The chairperson and other Panel members may direct any questions to the applicants or to any person speaking in order to bring out all relevant facts, circumstances and conditions affecting the dispute.

## **SECTION 8 – PRESENTATION OF DOCUMENTATION**

All supporting documentation for each issue shall be presented to the assembled Panel by the disputing parties. Each applicant shall be responsible for the presentation of all information supporting its position. The Panel may take administrative notice of the ordinances of the local governments involved in the dispute in effect at the time of the dispute. Washington County Ordinances and the laws of the State of Wisconsin and other relevant facts not recently subject to dispute may also be considered by the Panel.

## **SECTION 9 – ADDITIONAL DOCUMENTATION**

The Panel may take a case under advisement for later consideration and determination, or may defer action whenever it concludes that additional information is needed or further study is required. The Panel may require that the parties temporarily discontinue the negotiation process so as to reevaluate respective positions and reconvene at a later date as determined by the Panel.

## **SECTION 10 – POSTPONEMENT OF MEETING**

Negotiations may be postponed only by prior arrangement with the chairperson, or at the discretion of the chairperson.

## **SECTION 11 – RULES OF EVIDENCE**

The Panel shall not be bound by court rules of evidence, but it may exclude irrelevant, immaterial, incompetent, unduly argumentative or repetitious information. In addition, all records and documents relied upon by the Panel or presented to the Panel, shall be made part of the record and every party given an opportunity to rebut the report and documents or to offer a countervailing or clarifying oral or written information.

## **SECTION 12 – INTERESTED PERSONS MAY GIVE STATEMENTS**

Representatives of the disputing parties who have not been formally designated to conduct negotiations on behalf of the disputing party may attend the meeting and may request an opportunity to be heard provided they identify themselves and sign the list of persons attending the meeting and the disputing parties do not object. The Chairperson shall have the sole authority to allow statements by interested persons after conferring with the Panel.

## **SECTION 13 – RECORD**

All proceedings shall be recorded by the recording secretary or recorded by a court reporter or stenographer which shall include a summary of actions, witnesses, appearances, roll call and other matters constituting the substance of the proceeding. Any party or member of the public may make a record of the proceedings by any means which does not disturb the meeting or others present.

## **SECTION 14 – ADJOURNMENT**

A recess or adjournment of a meeting, made at the noticed meeting date, to a time and place certain is adequate notice to the Panel participants and the public of a new meeting date, time and place. When a dispute cannot be resolved on the date set, the Panel may adjourn from day to day or to a date certain, as it may order, and such adjourned date shall be construed as a continuance. Notice of such adjournment shall be given to the absent members of the Panel.

## **SECTION 15 – WITHDRAWAL OF APPEAL**

Applicants may withdraw a request for facilitated negotiations at any time prior to the conclusion of the process. Withdrawal of the application shall not entitle the applicants to a refund of any fees and may result in the assessment of additional fees.

## **SECTION 16 – POTENTIAL OUTCOME**

The Panel has no authority to reverse or affirm, wholly or partly, or modify an order, requirement, decision or determination, ordinance or law. The Panel may refer the matter to an appropriate administrative agency or other dispute resolution forum for further consideration, may adjourn the matter to a later date, may assist in a negotiated result, or may terminate the process.

# **ARTICLE VI. OUTCOME OF THE PROCESS**

## **SECTION 1 – OUTCOMES TO BE WRITTEN**

All outcomes of the parties at the conclusion of the negotiations shall be reduced to writing by the recording secretary, identify the dispute at issue, the facts upon which the outcome is based and the impact of the outcome. The written outcome shall be signed by the disputing parties.

## **SECTION 2 –OUTCOMES TO BE MAILED**

Staff shall mail written copies of any such outcomes to the applicants and all interested parties and shall retain a copy on behalf of the Panel to the County Clerk. Copies of written outcomes shall also be mailed to SEWRPC.

## **SECTION 3 – INFORMAL ADVICE NOT BINDING**

Any advice, comments, opinion or information given by any Panel member or the recording secretary, shall not be binding on the Panel or the disputing parties. The Panel shall not be perceived as a decision-making body nor shall it comment on the merits of the dispute.

## **SECTION 4 – CASES TO BE DETERMINED INDIVIDUALLY**

No action of the Panel or outcome of the negotiation shall set a binding precedent. Each dispute shall be considered upon its merits and upon the attendant circumstances, provided, however, that the Panel shall not act arbitrarily or capriciously and that it shall facilitate negotiations in an orderly and congenial manner.

## **SECTION 5 – ACTIONS IN CIRCUIT COURT**

Parties submitting disputes to the Panel shall be cognizant of other administrative remedies, quasi-judicial or judicial avenues available to resolve disputes and the laws, rules and regulations associated with the said forums, including but not limited to relevant statutes of limitations and other applicable procedural or substantive rules.

## **ARTICLE VII. AMENDMENT OF RULES**

These rules may be changed or amended from time to time by a majority vote of the Multi-Jurisdictional Comprehensive Plan Advisory Committee.

The foregoing rules and regulations are hereby adopted by the Multi-Jurisdictional Comprehensive Plan Advisory Committee for the County of Washington on this 30<sup>th</sup> day of January, 2008.

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Mathew Heiser, Chairperson

**Appendix H**

**PLAN COMMISSION RESOLUTION  
APPROVING THE COMPREHENSIVE PLAN**

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**RESOLUTION NO. 2009-15**

**VILLAGE OF KEWASKUM PLAN COMMISSION  
RESOLUTION APPROVING VILLAGE COMPREHENSIVE PLAN**

WHEREAS, the Village of Kewaskum, pursuant to Sections 62.23 and 61.35 of the *Wisconsin Statutes*, has established a Village Plan Commission; and

WHEREAS, it is the duty and function of the Village Plan Commission, pursuant to Section 62.23(2) of the *Wisconsin Statutes*, to make and adopt a comprehensive (master) plan for the development of the Village, and to recommend that the Village Board adopt the comprehensive plan; and

WHEREAS, the Village has cooperated with Washington County, UW-Extension, and SEWRPC to prepare both a multi-jurisdictional comprehensive plan for the County and a comprehensive plan for the Village of Kewaskum. The Village plan is documented in the report titled "A Comprehensive Plan for the Village 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 Village Board adopted written procedures designed to foster public participation for the comprehensive planning process as required by Section 66.1001(4)(d) of the *Wisconsin Statutes* on September 20, 2004, and the Village has conducted meetings and other public participation activities during the course of development of the comprehensive plan; and

WHEREAS, the Village has duly noticed a public hearing on the comprehensive plan, and the Plan Commission and Village Board held a joint 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 Village of Kewaskum hereby approves the comprehensive (master) plan embodied in the report titled "A Comprehensive Plan for the Village of Kewaskum: 2035."

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

Adopted this 5th day of November, 2009.

Ayes 6 Noes 0 Absent 0

  
Andy Pesch, Chairperson  
Village of Kewaskum Plan Commission

Attest:   
Stephanie Justmann, Village Clerk

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**Appendix I**

**VILLAGE BOARD ORDINANCE  
ADOPTING THE COMPREHENSIVE PLAN**

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**ORDINANCE NO. 09-06**

**ORDINANCE ADOPTING THE COMPREHENSIVE PLAN  
FOR THE VILLAGE OF KEWASKUM, WISCONSIN**

The Village Board of the Village of Kewaskum, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to Sections 62.23 and Section 61.35 of the *Wisconsin Statutes*, the Village 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 Village Board of the Village 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 Village has cooperated with Washington County, UW-Extension, and SEWRPC to prepare both a multi-jurisdictional comprehensive plan for the County and a comprehensive plan for the Village of Kewaskum. The Village plan is documented in the report titled "A Comprehensive Plan for the Village of Kewaskum: 2035."

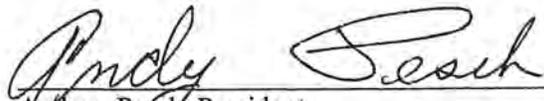
SECTION 4. The Plan Commission of the Village of Kewaskum, by a majority vote of the entire commission recorded in its official minutes, has approved a resolution recommending to the Village Board the adoption of the document titled "A Comprehensive Plan for the Village of Kewaskum: 2035," containing all of the elements specified in Section 66.1001(2) of the *Wisconsin Statutes*.

SECTION 5. The Village Board has duly noticed and held a joint public hearing with the Plan Commission on the comprehensive plan, in compliance with the requirements of Section 66.1001(4)(d) of the *Wisconsin Statutes*.

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

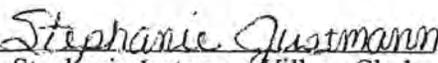
SECTION 7. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication as required by law.

ADOPTED this 5th day of November, 2009.

  
Andrew Pesch, President  
Village of Kewaskum

Ayes 4 Noes 1 Absent 2

Published/Posted: November 6, 2009

Attest:   
Stephanie Justmann, Village Clerk