

Credit: Washington County

12.1 INTRODUCTION

The Recommendations Element is an additional element that was not included in the first edition of the Washington County comprehensive plan. The purpose of the Recommendations Element is to consolidate the plan's policies and programs set forth in the individual element chapters into one plan chapter and organize them under the County's five strategic goals, which were adopted by the County Board of Supervisors in 2015. The year 2050 land use plan map is also presented in the Recommendations Element because it serves as a visual representation and summary of the comprehensive plan. In addition, the land use plan map serves to support related comprehensive plan goals, objectives, policies, and programs intended to guide future development of public and private property in Washington County through the plan design year of 2050.

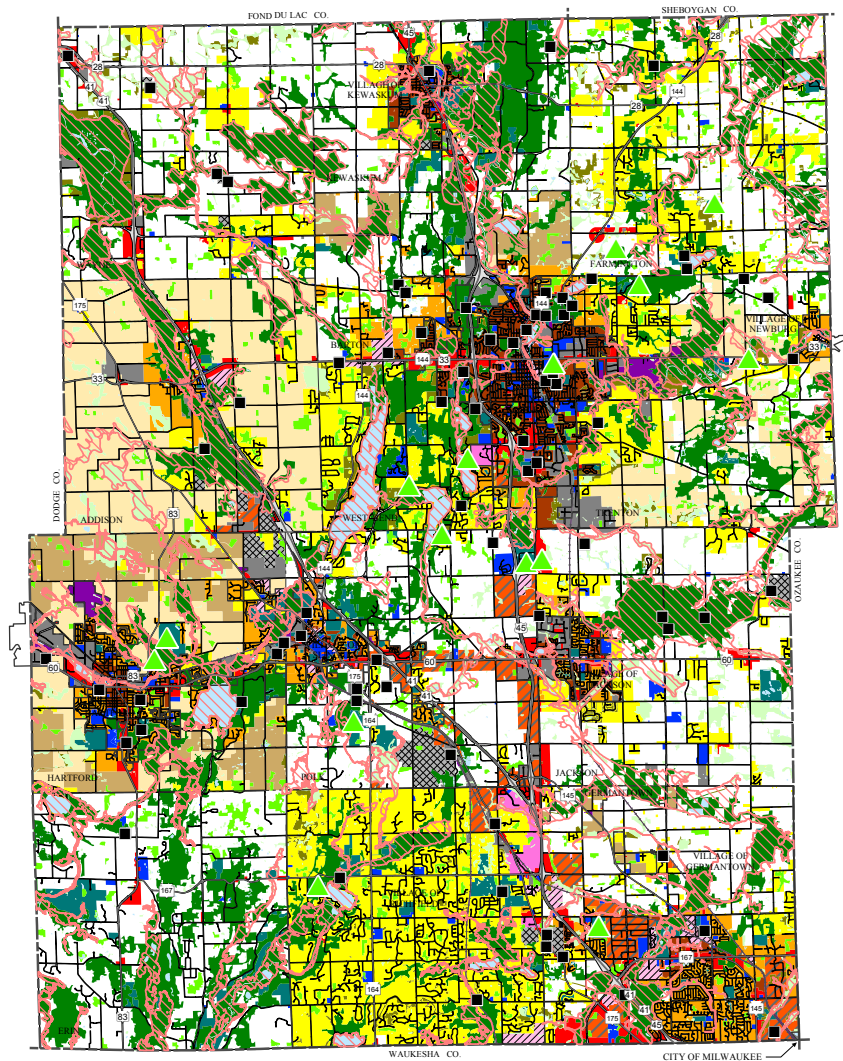
Section 12.2 of this chapter presents the County land use plan map, land use plan category descriptions, and projected land use needs in five year increments. Section 12.3 of the chapter presents the plan goals, objectives, policies, and programs organized under the County's five strategic goals. The programs have also been identified as current, five year, or long-range programs.

12.2 COUNTY LAND USE PLAN

Land Use Plan Map

The year 2050 land use plan for Washington County is presented on Map 12.1. Table 12.1 sets forth the number of acres and percent of the County designated to each land use category, and Figure 12.1 presents a comparison of the percentage of the County that would be devoted to various types of land uses under the plan. The plan map indicates where certain types of urban development should be encouraged while preserving agricultural and environmentally significant land and resources. The Washington County farmland preservation plan, set forth in Appendix T of the first edition of this plan, further refines and details the planned land uses shown on Map 12.1 as discussed under the Farmland Preservation land use category description. In addition, background information presented in the Land Use Element (Chapter 6), such as natural limitations to building site development and environmentally sensitive lands, was considered while preparing Map 12.1.

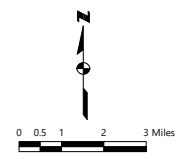
Map 12.1 Washington County Land Use Plan: 2050



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| FARMLAND PRESERVATION | EXTRACTIVE |
| GENERAL AGRICULTURAL | FORMER LANDFILL IDENTIFIED ON LOCAL GOVERNMENT LAND USE PLAN MAP |
| AGRICULTURAL AND RURAL RESIDENTIAL | PRIMARY ENVIRONMENTAL CORRIDOR |
| SUBURBAN-DENSITY RESIDENTIAL | ISOLATED NATURAL RESOURCE AREA |
| MEDIUM-DENSITY URBAN RESIDENTIAL | WETLANDS OUTSIDE PRIMARY ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS |
| HIGH-DENSITY URBAN RESIDENTIAL | OTHER CONSERVANCY LANDS TO BE PRESERVED BY LOCAL GOVERNMENT |
| MIXED-USE | SURFACE WATER |
| GENERAL COMMERCIAL | ONE-PERCENT-ANNUAL-PROBABILITY (100-YEAR RECURRENCE INTERVAL) FLOODPLAINS (FEMA FIS, OCTOBER 2015) |
| OFFICE/PROFESSIONAL SERVICES | FORMER LANDFILL IDENTIFIED IN WISCONSIN DEPARTMENT OF NATURAL RESOURCES REGISTRY |
| BUSINESS/INDUSTRIAL | EXISTING COUNTY PARK AND OUTDOOR RECREATION SITES |
| INDUSTRIAL | STREET AND HIGHWAY RIGHTS-OF-WAY |
| GOVERNMENTAL AND INSTITUTIONAL | |
| PARK AND RECREATION | |
| OTHER TRANSPORTATION AND UTILITIES (EXCEPT FOR STREETS AND HIGHWAYS) | |

Notes: The Washington County farmland preservation plan further refines and details the planned land uses on this map and delineates specific areas, as shown on Map T-25 of the Washington County farmland preservation plan, that meet the criteria established by the County for farmland preservation areas and have been certified by the Wisconsin Department of Agriculture, Trade, and Consumer Protection as eligible to participate in the Wisconsin Farmland Preservation Program. Map T-25 in the Washington County farmland preservation plan shows whole parcels and will have "control" in the identification of farmland preservation areas for Washington County.

Other conservancy lands to be preserved by local government in the Town of West Bend reflect private conservation land holdings outside of primary environmental corridors, isolated natural resource areas, and wetlands.
Local land use plans current as of January 24, 2019.



Source: Local Governments, Washington County, and SEWRPC

Table 12.1
Planned Land Uses in Washington County: 2050

Land Use Category	Acres	Percent of Subtotal (Urban or Nonurban)	Percent of Total
Urban			
Suburban-Density Residential ^a	35,262	38.0	12.6
Medium-Density Urban Residential ^b	10,176	11.0	3.7
High-Density Urban Residential ^c	5,157	5.6	1.9
Residential Subtotal	50,595	54.6	18.2
Mixed-Use	1,539	1.7	0.6
General Commercial	4,476	4.8	1.6
Office/Professional Services	707	0.8	0.3
Business/Industrial	4,475	4.8	1.6
Industrial	4,256	4.6	1.5
Governmental and Institutional	2,861	3.1	1.0
Park and Recreation	6,243	6.6	2.2
Street and Highway Rights-of-Way	16,085	17.4	5.8
Other Transportation and Utilities	1,464	1.6	0.5
Urban Subtotal	92,701	100.0	33.3
Nonurban			
Farmland Preservation ^d	7,811	4.2	2.8
General Agricultural	22,423	12.1	8.0
Agricultural and Rural Residential ^e	73,375	39.4	26.3
Extractive	1,778	1.0	0.6
Former Landfill Identified on Local Government Land Use Plan Map	31	-- ^f	-- ^f
Primary Environmental Corridor	56,795	30.5	20.4
Isolated Natural Resource Area	6,320	3.4	2.3
Wetlands Outside Primary Environmental Corridors and Isolated Natural Resource Areas	8,763	4.7	3.1
Other Conservancy Lands to be Preserved by Local Government ^g	3,909	2.1	1.4
Surface Water	4,851	2.6	1.8
Nonurban Subtotal	186,056	100.0	66.7
Total	278,757	--	100.0
Overlay Categories			
One-Percent-Annual-Probability Floodplain ^h	42,816	--	--
Former Landfill	-- ⁱ	--	--

^a Average density equating to one home per 1 to 4.9 acres.

^b Average density equating to one home per 10,000 to 43,559 square feet.

^c Average density of less than 10,000 square feet per home.

^d Includes portions of parcels within the farmland preservation areas (FPAs) shown on Map T-25 of the Washington County farmland preservation plan that are outside primary environmental corridors, isolated natural resource areas, and wetlands. Land uses on parcels included in FPAs on Map T-25 must comply with the requirements of Chapter 91 of the Wisconsin Statutes. Primary environmental corridors, isolated natural resource areas, and wetlands within FPAs are shown on Map 12.1 for informational purposes.

^e Allows agricultural uses and residential uses with an average density of one home per 5 to 34.9 acres. Local government ordinances may specify a maximum lot size for homes located in agricultural areas, in addition to a minimum parcel size or density.

^f Less than 0.05 percent.

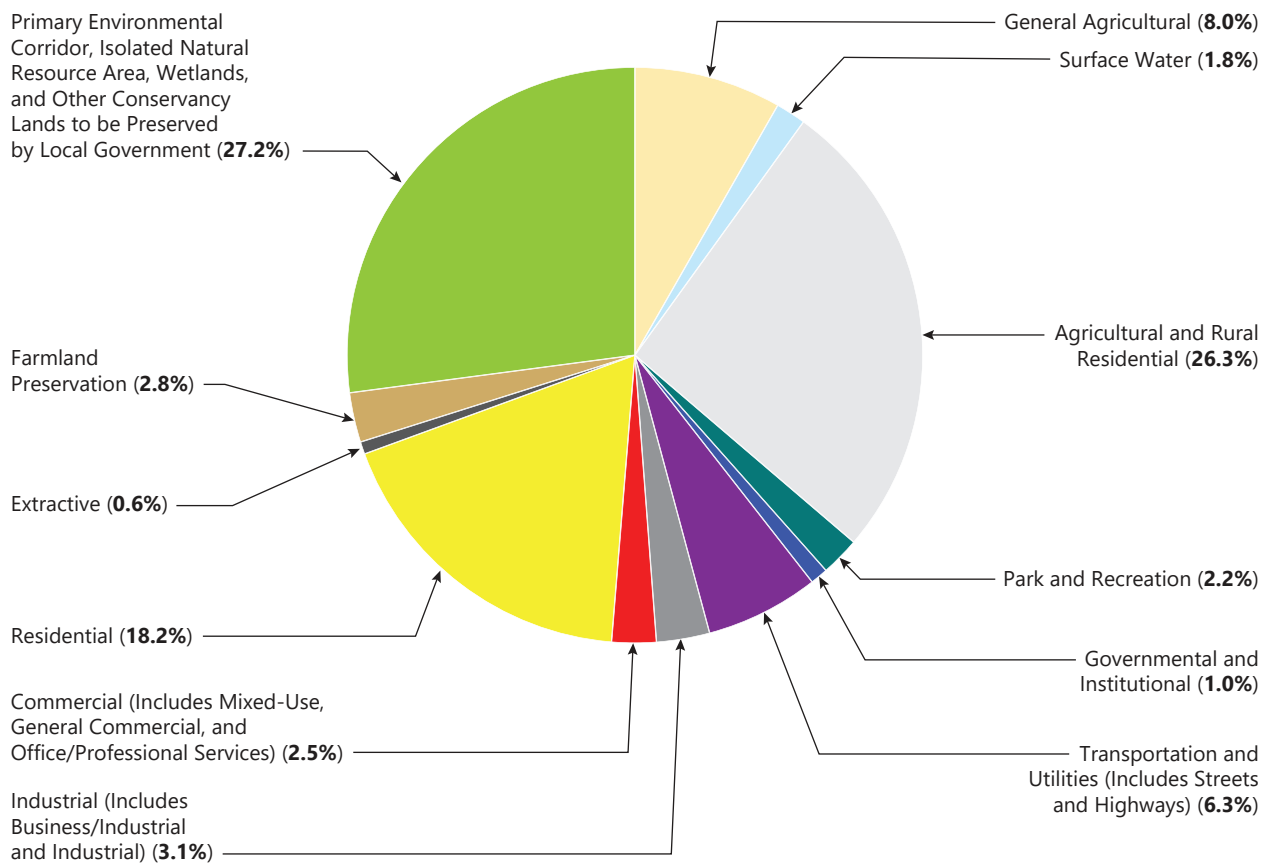
^g Includes woodlands, critical species habitat sites, common open space within conservation subdivisions, publicly-owned land not developed with intensive recreational or other uses, and similar lands outside primary environmental corridors, isolated natural resource areas, and wetlands.

^h Boundaries of the one-percent-annual-probability floodplains are based on floodplains identified by the Federal Emergency Management Agency (FEMA). Documentation for FEMA study reaches are summarized in the Washington County Digital Flood Insurance Rate Map and in the Flood Insurance Study, October 16, 2015. About 15 percent of the County is located in the 100-year floodplain.

ⁱ Includes 78 closed landfills encompassing 396 acres (acreage data was unavailable for 13 sites). See Table 6.4 in Chapter 6 for a list of closed landfills listed on the WDNR registry of waste disposal sites.

Source: SEWRPC

Figure 12.1
Percentage Distribution of Planned Land Uses in Washington County: 2050



Source: SEWRPC

The Washington County land use plan map is a compilation of the land use plan maps prepared by each of the cities, villages, and towns¹⁰¹ in the County. The map was updated to reflect land use plan map amendments adopted by cities, villages, and towns between February 2013 and January 24, 2019,¹⁰² and to reflect city and village limits as of January 1, 2017. The map also includes preliminary land use plan map updates for partnering local governments that had not adopted their 10-year comprehensive plan updates as of January 24, 2019. In addition, the County map refines the residential land use categories shown on Map 12.1 in the City of West Bend to reflect densities permitted by the City zoning ordinance.

Land use plan categories shown on each local land use plan map were standardized to the categories shown on Map 12.1.¹⁰³ A description of typical land uses existing or anticipated within each category follows:

Farmland Preservation

Areas identified for farmland preservation on Map 12.1 reflect the farmland preservation areas (FPAs) identified in the Washington County farmland preservation plan, which are located in the Towns of Barton,

¹⁰¹ The Town of Barton was the only local government in the County that used a phased approach in its comprehensive plan update. Map 12.1 reflects the Town's Phase 3 land use plan map for the years 2035 to 2050.

¹⁰² Local plan amendments adopted by communities between April 2008 and February 2013 were incorporated into the County land use plan map through Amendment No. 1 to the County plan. Appendix G includes a description of local plan amendments made between February 2013 and January 24, 2019, which are incorporated into Map 12.1.

¹⁰³ Appendix G includes a table for each local government that documents the County land use plan category used for each category shown on a local government land use plan map.

Germantown, and Hartford.¹⁰⁴ Map T-25 of the farmland preservation plan delineates specific parcels within FPAs that meet the criteria established by the County, and have been certified by the Wisconsin Department of Agriculture, Trade and Consumer Protection as eligible to participate in the Wisconsin Farmland Preservation Program. Map T-25 shows entire parcels included in FPAs and supersedes Map 12.1 in the identification of FPAs in Washington County. Primary environmental corridors, isolated natural resource areas, and wetlands are shown on Map 12.1 within parcels included in FPAs for informational purposes. Uses allowed in FPAs are specified in Chapter 91 of the *Wisconsin Statutes* (Wisconsin Farmland Preservation Program).

General Agricultural

Areas identified as General Agricultural on Map 12.1 have been designated for general agricultural use by local governments on local land use plan maps. Lands within this category are recommended to be used for agricultural purposes or for other uses permitted in agricultural zoning districts by local zoning ordinances. Land designated as General Agricultural are outside the farmland preservation areas identified in the County farmland preservation plan.



Lands within the General Agricultural category are recommended to be used for agricultural purposes or for other uses permitted in agricultural zoning districts by local zoning ordinances.

Agricultural and Rural Residential

The Agricultural and Rural Residential category would allow all agricultural uses, as well as rural-density residential development with an average density of one home for each five to 34.9 acres. The plan encourages continued agricultural activity in these areas, whether it is conventional farming or hobby farming (for example, keeping horses on residential lots, where permitted by local zoning ordinances). Where rural-density residential development is accommodated, local governments are encouraged to require cluster subdivision design or lot-averaging techniques to help preserve rural character and provide a buffer between adjacent farmland and residential uses. In some cases, the common open space in cluster subdivisions may be used for agriculture.

Residential Development

Residential categories include a suburban-density residential category, which would include predominately single-family homes at densities equating to lot sizes of between one and five acres; a medium-density urban residential category, which would include single-family and potentially two-family homes at densities equating to lot sizes of 10,000 square feet to one acre; and a high-density urban residential category, which would include single-, two-, and multifamily homes at a density of less than 10,000 square feet per dwelling unit. Of the residential land uses, about 70 percent are in the suburban residential category, about 20 percent are in the medium-density residential category, and about 10 percent are in the high-density residential category.



Residential land uses include the suburban residential category, medium-density residential category, and high-density residential category.

Mixed-Use

The Mixed-Use category would include a mix of residential, commercial, and institutional uses. Parcels designated for mixed-use should be developed in accordance with a site plan approved by the local government concerned, and typically would be subject to planned unit development or traditional neighborhood development regulations in the local zoning ordinance. Each local government would determine the uses allowed within this category by specifying the uses and allowable densities in their community comprehensive plan and zoning ordinance.

¹⁰⁴ *The Towns of Barton, Germantown, and Hartford chose not to amend their comprehensive plans to reflect the farmland preservation areas identified in the County farmland preservation plan.*

General Commercial

General Commercial includes retail stores; services, including drycleaners, barber shops, banks, and restaurants; and business and professional offices. This category also includes downtown business districts and community and neighborhood shopping centers.

Office/Professional Services

The Office/Professional Services category is more limited in the types of uses permitted than the General Commercial category; primarily because it would include only limited retail uses. The Office/Professional Services category includes a variety of business uses such as the offices and professional services of doctors, dentists, architects, engineers, attorneys, computer programmers, graphic artists, insurance agents, travel agents, financial planners, and other similar recognized professions and consultation services. This category may also include corporate headquarters, financial institutions, and medical facilities.



The Office/Professional services category includes a variety of business uses such as the offices and professional services of doctors, dentists, architects, engineers, attorneys, computer programmers, graphic artists, insurance agents, travel agents, financial planners, and other similar recognized professions and consultation services.

Business/Industrial

The Business/Industrial category would allow a mix of industrial, office, retail, and service uses, and reflects the modern business park where a mix of office and industrial uses are typically accommodated. It is anticipated that these areas 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.



The Industrial land use category would accommodate manufacturing and other industrial uses.

Industrial

The Industrial land use category would accommodate manufacturing and other industrial uses, such as outdoor storage of commercial vehicles and building materials.

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, government offices, police and fire stations, libraries, cemeteries, religious institutions, hospitals, nursing homes, and similar facilities.



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.

Park and Recreation

The Park and Recreation land use category includes lands developed with facilities for public and private outdoor recreation. It includes both public parks and privately owned recreational areas, such as golf courses and ski hills.

Street and Highway Rights-of-Way

All existing street and highway rights-of-way (as of 2015) are shown on Map 12.1 as a separate category.

Proposed streets and highways shown on local land use plan maps are also included in this category. Chapter 8 provides additional information regarding planned transportation facilities in Washington County.

Other Transportation and Utilities (Except Streets and Highways)

This category includes transportation facilities other than street rights-of-way, such as airports, park-ride lots, and railroad rights-of-way. It also includes private and public utilities that provide residents and businesses with electric power, natural gas, communications, water, and wastewater and solid waste management facilities and services.

Extractive

Extractive land uses involve on-site extraction of surface or subsurface materials. Extractive uses in Washington County include non-metallic mining areas such as rock extractive sites, sand and gravel operations, and peat mining. Extractive lands identified on the land use plan map include existing and planned areas to be used for non-metallic mining operations. All extractive uses require a reclamation plan for re-use of the site when mining is completed.

Former Landfill

A landfill is an engineered facility for the disposal of nonhazardous solid waste that is located, designed, constructed, and operated to contain the solid waste and pose no substantial hazard to human health or the environment. Landfills have the potential to be reclaimed for other uses. No active landfills were located in Washington County as of January 24, 2019. A symbol on Map 12.1 indicates the location of all closed landfills identified in the State Registry of Waste Disposal Sites maintained by the Wisconsin Department of Natural Resources (WDNR). A complete inventory of closed landfills in Washington County from the WDNR Registry is provided on Map 6.3 and Table 6.4 in Chapter 6, and includes 78 sites. The City of West Bend was the only local government that designated closed landfills on its land use plan map. The closed landfill in the City of West Bend is shown on Map 12.1.

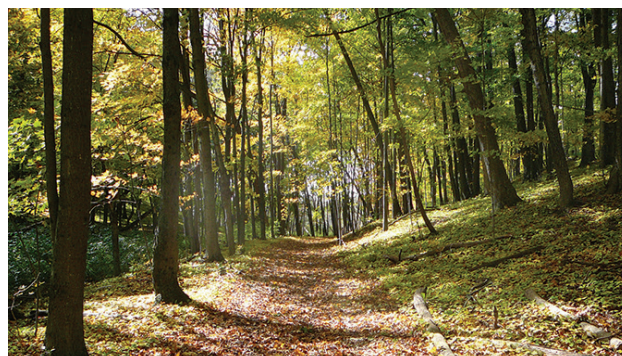
Environmentally Significant Areas

To effectively guide urban development and redevelopment in the County 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 County, and will also avoid costly development problems such as flood damage, wet basements, failing pavements, and infiltration of clear water into sanitary sewerage systems. In addition, properly relating new development to such environmentally significant areas will help preserve the scenic beauty of the County, which is dependent on its natural resources.

This comprehensive plan recommends substantial preservation of remaining primary environmental corridors, isolated natural resource areas, and other environmentally sensitive 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 to minimize the impact on natural resources.

Primary Environmental Corridor

Environmental corridors, more fully described in Chapter 5, are linear areas in the landscape that contain concentrations of high-value elements of the natural resource base. Primary environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas in the County, as well as floodplains and steeply sloped areas where intensive urban development would be ill-advised. Protecting the primary environmental corridors from additional intrusion by urban development is one of the principal objectives of this plan.



Primary environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas in the County.

Isolated Natural Resource Area

Isolated natural resource areas consist of areas with important natural resource values that are separated geographically from environmental corridors. Most of the isolated natural resource areas in the County are wetlands or tracts of woodlands that are at least 200 feet wide and between five and 100 acres in 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 to certain uses such as parks, drainageways, or stormwater detention or retention areas.

Wetlands

Most wetlands five acres or larger are located within primary 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. Wetlands are regulated under State and Federal laws and County ordinances. Chapter NR 103, "Water Quality Standards for Wetlands," of the *Wisconsin Administrative Code* requires that when an activity involving disturbance of a wetland is proposed, practicable alternatives that avoid or minimize adverse effects on the wetland in question shall be considered. Thus, proposals to locate development in wetlands, usually requiring them to be filled, must include a practicable alternatives analysis. If no practicable alternative is identified, a permit to allow development in a wetland generally would require "mitigation," under which new wetlands would be created or existing degraded wetlands would be restored. Mitigation may be required on the same development site or in a different location.



Wetlands are regulated under State and Federal Laws and County ordinances.

Other Conservancy Lands to be Preserved by Local Governments

The plan also recommends preserving conservancy lands in addition to primary environmental corridors, isolated natural resource areas, and wetlands. This land use category includes the common open areas of residential developments, including cluster subdivisions, and small natural areas containing important natural resource values, such as woodlands less than five acres in size, if such resources are included on a local government's land use plan map.

Development on Parcels Containing Environmentally Significant Areas

Where possible, this comprehensive plan recommends that urban development be located entirely outside of primary environmental corridors, isolated natural resource areas, and other environmentally significant areas. While calling for preservation of primary environmental corridors, the plan recognizes that in some cases very low-density residential development could occur on the upland portion of such lands. In addition to limited residential development, land uses such as transportation and utility facilities and certain recreational uses may also be accommodated within these environmentally significant areas without jeopardizing their overall integrity. Guidelines for the types of development that may be accommodated within various component natural resource features of environmental corridors are set forth in Table 2.1 in Chapter 2. Even though these guidelines are not exhaustive, with good judgment they may be extended to, and be used for the evaluation of, proposals for similar types of development not specifically listed.

Surface Water

The Surface Water land use category includes lakes, ponds, rivers, creeks, and streams.

Floodplain (overlay)

The Floodplain overlay includes areas adjacent to rivers, streams, and lakes that are subject to inundation by the one-percent-annual-probability (100-year recurrence interval) flood. The floodplains shown on the map are based on floodplains identified by the Federal Emergency Management Agency (FEMA). Documentation for FEMA study reaches are summarized on the Washington County Digital Flood Insurance Rate Map and in the Flood Insurance Study, October 16, 2015.

Table 12.2
Projected Land Use Needs in Washington County in Five-Year Increments: 2015-2050

Land Use Category	Existing Land Uses: 2015		Future Land Uses: 2050		Change 2015-2050		5-Year Increment (acres)
	Acres	Percent of County	Acres	Percent of County	Acres	Percent Change	
Residential ^a	30,812	11.0	51,672	18.5	20,860	67.7	2,980
Commercial ^b	1,834	0.7	7,728	2.8	5,894	321.0	842
Industrial ^c	2,053	0.7	6,494	2.3	4,441	216.3	634

^a Includes the Suburban-Density, Medium-Density Urban, and High-Density Urban Residential Categories shown on Map 12.1, and 70 percent of lands in the Mixed-Use Category.

^b Includes the General Commercial and Office/Professional Services Categories shown on Map 12.1, 20 percent of lands in the Mixed-Use Category, and 50 percent of lands in the Business/Industrial Category. (Note: 10 percent of lands in the Mixed-Use Category are estimated to be developed with institutional uses).

^c Includes the Industrial Category shown on Map 12.1 and 50 percent of lands in the Business/Industrial Category.

Source: SEWRPC

Local Government Plans

Land use regulation in Washington County rests primarily with local governments (cities, villages, and towns). Each local government has adopted, and enforces, a local zoning ordinance. Local government comprehensive plans and zoning ordinances and maps should be consulted for specific uses allowed within each land use category shown on the County map. It should be noted, however, that the County regulates land uses within shoreland areas within the towns, including all floodplain areas. The County also regulates subdivisions in unincorporated areas. The County subdivision ordinance applies in addition to local zoning and subdivision ordinances. Chapter 2 provides a description of County and local land use regulations in effect in the County.

As required by Section 59.69 of the *Statutes*, city and village land use plan maps are reflected on the County plan map for those areas that were within city or village limits as of January 1, 2017. The land use plan designation from the town land use plan maps are shown on Map 12.1 for areas outside the limits of a city or village, including areas within town “islands” (town areas completely surrounded by a city or village). The only exceptions are the areas designated to be annexed to the City of West Bend under the terms of the boundary agreement between the City of West Bend and the Town of West Bend approved in 2002, which are designated on Map 12.1 in accordance with the land use category shown on the City of West Bend land use plan map; and areas within the Town of Jackson that are identified to be attached to the Village of Jackson under the mediated cooperative plan agreement between the Village of Jackson and the Town of Jackson approved in 2018, which are designated on Map 12.1 in accordance with the land use category shown on the preliminary update to the Village of Jackson land use plan map.

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 five-year period. Table 12.2 sets forth the additional acreage in residential, commercial, and industrial growth that would be expected over the planning period. The land use plan map includes an increase of about 68 percent in the amount of land designated for urban residential use compared to land occupied for such uses in 2015. The amount of land designated for commercial use would increase from 1,834 acres to 7,728 acres, or by 321 percent, between 2015 and 2050. The amount of land designated for industrial use represents an increase of about 216 percent between 2015 and 2050, from 2,053 acres in 2015 to 6,494 acres in 2050.

The number of acres in agricultural use will likely continue to decline during the planning period, as land is converted from farming to residential or other urban use. The land use plan map designates 7,811 acres of land for farmland preservation in 2050, and an additional 95,798 acres that may be used for agriculture or rural residential use (103,609 acres total). This compares to 119,134 acres in agricultural use in 2015.