



# A Multi-Jurisdictional Comprehensive Plan For Washington County: 2050

Chapter XIV  
Summary





# A Multi-Jurisdictional Comprehensive Plan For Washington County: 2050

The Executive Summary was prepared by the Planning Division of the Washington County Planning and Parks Department. The Summary provides key information from each of the other 13 chapters of the Multi-Jurisdictional Comprehensive Plan for Washington County: 2050, including committee structure, inventory data, and recommendations. The Multi-Jurisdictional Comprehensive Plan for Washington County: 2050 was prepared by the Southeastern Wisconsin Regional Planning Commission and the Planning Division of Washington County Planning and Parks Department.

The County's comprehensive planning effort was coordinated through the Washington County Land Use and Planning Committee of the County Board of Supervisors. The Land Use and Planning Committee provided oversight of the County planning effort and approved the comprehensive plan on February 25, 2019, and the County Board adopted the plan on April 10, 2019.

## Land Use and Planning Committee Members

Jeffrey Schleif, *Chairperson*  
Joseph Gonnering, *Vice-Chairperson*  
Brian Gallitz, *Secretary*  
Roger Kist  
Keith Stephan  
Larry Strupp\*  
\*Citizen Member

## Multi-Jurisdictional Advisory Committee Members

Donald Kriefall, *Chair*, Washington County Board of Supervisors, Chairperson  
Marcy Bishop, *Vice-Chair*, Washington County Board of Supervisors  
Robert Bingen, Town of Addison  
John Capelle, Ozaukee Washington Land Trust  
Katrina Hanson, Real Estate Citizen Member  
Matt Heiser, Village of Kewaskum  
Paul Huettl, Town of Jackson  
Dave Johnson, Non-Metallic Mining Industry Representative  
Dennis Kay, Town of Trenton  
Tammy Kennedy, Town of Erin  
Paul Metz, Town of Germantown  
Peter Muth, Farm Bureau  
Sandy Pasbrig, Town of Kewaskum  
Mike Saman, Town of Wayne  
Albert Schulteis, Town of Polk  
Jenny Strohmeyer, Village of Newburg  
Maurice Strupp, Town of Hartford  
Christian Tscheschlok, Economic Development Washington County  
Roger Walsh, Big Cedar Lake Protection and Rehabilitation District  
John Walther, Village of Jackson  
Justin P. Webb, Attorney at Law Citizen Member  
Steve Wendelborn, Town of Barton  
Duane Wollner, Town of Farmington

### **Multi-Jurisdictional Advisory Committee Alternate Members**

Gary Karnitz, Town of Addison  
Ron Hefter, Town of Addison  
Ray Werhand, Town of Trenton  
Richard Bertram, Town of Barton  
Robert, Roecker, Town of Polk  
Rick Goeckner, Village of Newburg  
Ray Heidtke, Town of Jackson

### **Technical Workgroup Members**

Debora Sielski, *Project Manager*, Deputy Director Planning and Parks  
Tammy Anderson, ADRC Director  
Phil Gaudet, Land Resources Manager  
Joshua Glass, Project and Transit Manager  
Eric Hyde, Parks and Trails Manager  
Jamie Ludovic, Central Services Director  
Rob Schmid, Emergency Management Coordinator  
Scott Schmidt, Highway Commissioner  
Martin Schulteis, Sheriff  
Paul Sebo, County Conservationist  
Joe Steier, Land Use and Planning Analyst  
Sydney Swan, Planning and Parks Analyst  
Tyler Betry, Planning and Parks Analyst  
Amanda Wisth, Public Health

### **Southeastern Wisconsin Regional Planning Commission:**

Benjamin McKay, Deputy Director  
Christopher Parisey, Senior Planner  
Rochelle Brien, Senior Planner  
Laurie Miller, Senior Planner  
Megan Deau, Graphic Designer  
Timothy Gorseger, GIS Specialist  
Richard Wazny, Print Shop Supervisor  
Nancy Anderson, Former Chief Community Assistance Planner

# What is A Multi-Jurisdictional Comprehensive Plan for Washington County: 2050?

On April 15, 2008, the Washington County Board of Supervisors adopted A Multi-Jurisdictional Comprehensive Plan for Washington County: 2035. Three amendments to the comprehensive plan were made in 2013 and 2014.

Section 66.1001(2)(i) of the State's comprehensive planning law requires that comprehensive plans be updated no less than once every 10 years. Plan updates are considered Plan amendments. Washington County entered into a contract with the Southeastern Wisconsin Regional Planning Commission (SEWRPC) in 2016 to assist the County in updating the Multi-Jurisdictional Plan adopted by the County Board in 2008

## How was the Plan Created?

The preparation of this Plan update was coordinated through the Washington County Land Use and Planning Committee of the County Board. The Land Use and Planning Committee provided oversight of the County planning effort and approved the updated Comprehensive Plan for consideration for adoption by the full County Board.

A Multi-Jurisdictional Comprehensive Plan Advisory Committee was established to guide preparation of this Plan update. The Advisory Committee is comprised of one representative from each local government partner, two members of the County Board, interest group representatives, and one citizen member.



A Technical Workgroup was formed to assist in the development of the original multi-jurisdictional comprehensive plan, and has continued to meet periodically to monitor implementation and to review amendments to the plan. The Workgroup is comprised of staff from several County departments.

The following local governments participated in the update of the County plan and served on the Advisory Committee that guided the Plan update:

- Town of Addison
- Town of Barton
- Town of Erin
- Town of Farmington
- Town of Germantown
- Town of Hartford
- Town of Jackson
- Town of Kewaskum
- Town of Polk
- Town of Trenton
- Town of Wayne
- Village of Kewaskum
- Village of Newburg
- Village of Jackson



# Demographics

This Chapter includes information on the size, characteristics, and distribution of population, household, and employment levels in the County to assist in preparing projections that will anticipate changes in these factors over time, which is essential to the comprehensive planning process.

## Population

2010:

- Washington County Population: 131,887

2050:

- The population is expected to increase 37% to 180,500

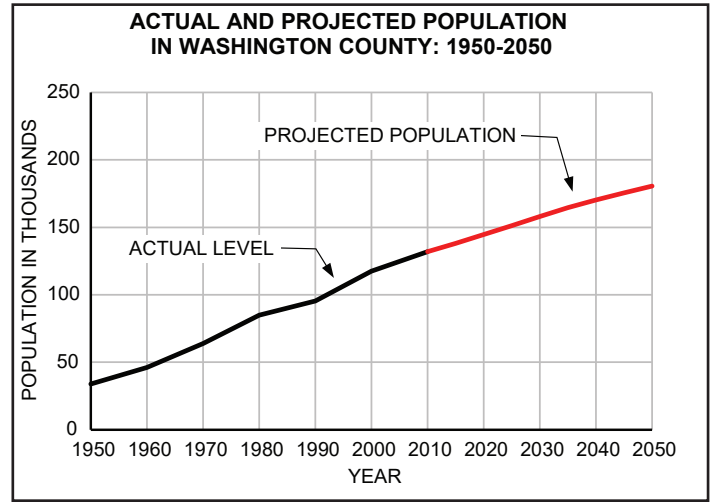
## Age

2010:

- About 27% of the population was under the age of 20; 60% was 20 through 64; and 14% was age 65 and over

2050:

- The over 65 age category is expected to increase from 14% to 26% of the total population



## Education

- 93% of residents at least 25 years of age have attained a high school or higher level of education
- 62% attended some college or earned an associate, bachelor or graduate degree



## Households

2010:

- 51,605 households
- Average size of a household was 2.53 persons
- Median household income was \$67,650

2050:

- 74,300 projected households
- Estimated average household size is 2.39 persons

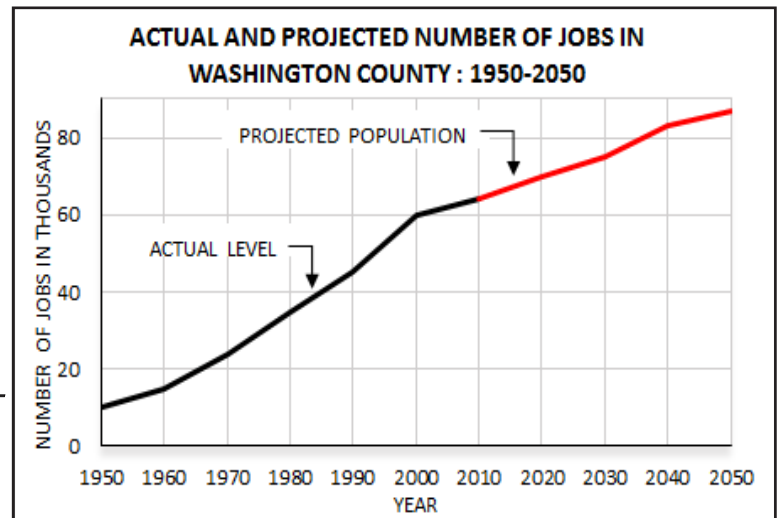
## Employment

2010-2014:

- 71,182 employed residents in the County
- 35% of the County workforce were employed in management, business, science and arts occupations
- 49% of residents work within the County
- 68,500 jobs located in the County

2050:

- Jobs in the County are projected to increase by 23,506 or 37%
- Jobs in finance, insurance and real estate, industrial and retail jobs are expected to increase
- Transportation and utility, government and agricultural and natural resource related jobs are expected to remain the same or decrease



# Agriculture, Natural and Cultural Resources Element

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. The Comprehensive Plan recognizes that agricultural, natural, and cultural resources are limited and very difficult or impossible to replace if damaged or destroyed. Information on the characteristics and location of agricultural, natural, and cultural resources in the County is needed to help properly locate future land uses. This information is necessary to avoid serious environmental problems and to ensure natural resources are protected. This element includes information regarding soil types, existing farmland, farming operations, topography and geology, nonmetallic mining resources, water resources, woodland resources, natural areas and critical species habitats, primary environmental corridors, isolated natural resources, park and open space sites, and cultural (historical and archaeological) resources.



## Soil and Agriculture Resources

- 119,134 acres or 43% of the County in agricultural use
- Cultivated lands account for 84% of agricultural land

## Natural Resources

- Glacial deposits cover nearly the entire County
- Sites of geological importance in the County include: two of state-wide significance, four of Countywide or regional significance, six of local significance
- Four watershed features (Milwaukee River, Rock River, Fox River and Menomonee River)
- 13 major lakes
- 46,640 acres of wetlands
- 26,000 acres of woodlands
- 311 sites enrolled in the Managed Forest Land (MFL) Program



## Primary Environmental Corridors

Primary environmental corridors include a wide variety of the most important natural resources that are at least 400 acres in size, two miles long, and 200 feet wide. In Washington County, primary environmental corridors are located along the Milwaukee River and other major streams, around major lakes, in large wetland areas such as the Jackson and Theresa Marshes, and in the Kettle Moraine.

- 63,282 acres of primary environmental corridors



## Isolated Natural Areas

Isolated natural resource areas are a concentration of natural resource features, encompassing between five and 100 acres but not large enough to meet the size or length criteria for primary environmental corridors. These areas include a geographically well-distributed variety of isolated wetlands, woodlands, and wildlife habitat.

- 7,476 acres of isolated natural areas



Preserving primary environmental corridors and isolated natural resource areas can help reduce flood flows, reduce noise pollution, and maintain air and water quality. Primary environmental corridors are important to the movement of wildlife and for the movement and dispersal of seeds for a variety of plant species.

### 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.

- 95 natural areas making up 16,906 acres

### Critical Species Habitat

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.

- 20 critical species habitat sites making up 1,035 acres
- 60 aquatic sites



### Cultural Resources

- 27 historic sites and districts listed on the National Register of Historic Places and the State Register of Historic Places (20 historic buildings or structures, five historic districts, one historic site)
- Seven Wisconsin State Historical Markers
- 35 Washington County Landmarks
- 425 known prehistoric and historic archaeological sites listed in the State Historical Society's Archaeological Sites Inventory
- Four Native American mound groups located within the County



## Land Use Element

The Land Use Element presents an inventory of historical and existing land uses and an analysis of land use conditions and trends to help guide future development and redevelopment of public and private property.

The existing land use in Washington County is based on the SEWRPC land use inventory conducted in 2015. Aerial photographs serve as the primary basis for identifying existing land uses, augmented by field surveys as appropriate. The most recent land use inventory was based on digital ortho (aerial) photography taken in the spring of 2015.

### Urban Land Uses in 2015

Urban land uses consist of residential; commercial; industrial; governmental and institutional; and transportation, communication, utility, and intensive recreational uses.

Urban land uses encompassed about 59,338 acres, amounting to about 21% of the County in 2015.



**Residential:** comprised the largest urban land use category in the County, encompassing 30,812 acres, amounting to about 54% of all urban land or about 11% of the County in 2015.



**Commercial:** encompassed about 1,834 acres, amounting to about 3% of all urban land or less than 1% of the County in 2015.

**Industrial:** encompassed about 2,053 acres, amounting to about 4% of all urban land or less than 1% of the County in 2015.



**Transportation, Utilities, and Communications facilities:** comprised the second largest urban land use category in 2015. These uses encompassed about 16,894 acres, amounting to about 29% of all urban land or about 6% of the County. Streets and highways encompassed about 15,577 acres, or about 6% of the County, and railroad right-of-ways encompassed about 738 acres, or less than 1% of the County.

**Government and Institutional:** encompassed about 1,852 acres, amounting to about 3% of all urban land or less than 1% of the County in 2015.

**Intensively used recreational land:** encompassed about 4,057 acres, amounting to about 7% of all urban land or almost 2% of the County in 2015.

## Nonurban Land Uses in 2015

Nonurban land uses consist of agricultural lands; natural resource areas, including surface waters, wetlands, and woodlands; extractive sites; and unused and other open lands.

Nonurban land uses encompassed about 219,419 acres, amounting to about 79% of the County in 2015.



**Agriculture:** encompassed 119,134 acres amounting to about 54% of nonurban land uses or about 43% of the County. Agriculture was the predominant land use in the County in 2015.

**Natural Resource Areas:** consisting of surface water, wetlands, and woodlands combined to encompass 78,062 acres, amounting to about 36% of nonurban land uses or about 28% of the County in 2015.



**Extractive Sites:** encompassed about 1,518 acres, or less than 1% of the County in 2015. There were nine operational nonmetallic mining sites in the County in 2015.

**Unused and Other Open Lands:** encompassed about 20,705 acres, amounting to about 9% of nonurban land or about 7% of the County in 2015. Unused and other open lands in nonurban areas include lands in rural areas that are not utilized for agricultural purposes and do not encompass wetlands, woodlands, or water.



# Housing Element

The Housing Element includes information about the existing housing stock, including age, structural condition, value, and occupancy characteristics that, along with the housing demand inventory data presented in the demographics chapter, is used to analyze future housing needs for residents of the County and participating local governments.

## Total Housing Units

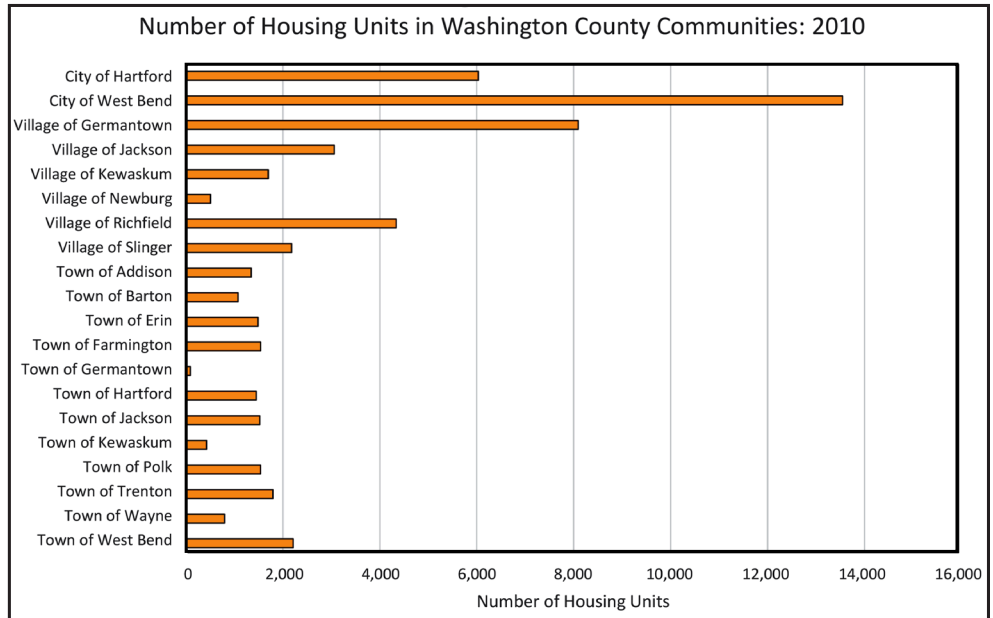
- 54,740 total housing units
- 74% of units were owner-occupied

## Vacancy Rates

- 1.8% vacancy rate for owner-occupied units
- 7.2% vacancy rate for rental units

## Structure Type and Year Built

- Average year built for a home is 1980
- More than 77% of housing units were in single-family structures



## Median Sale Price of Housing Units

- In 2017, a combined total of 2,135 single-family, two-family, and condominium units were sold with a median sale price of \$215,900



## Month Cost of Housing Units

- The median value for owner-occupied housing units was \$217,900
- The median monthly housing cost for homeowners with a mortgage was \$1,646
- The median monthly cost for rental housing was \$833
- The minimum annual household income needed to afford a median priced home in Washington County was \$71,532
- About 30% of households spent over 30% of their monthly income on housing costs



## Housing Programs Available in Washington County

- There are over 20 government sponsored housing programs offered within Washington County that have the potential for increasing the availability of lower-cost housing and rehabilitation
- Over 1,200 subsidized and tax credit housing units in Washington County

# Transportation Element

The Transportation Element provides information on highway, transit, and other transportation facilities and services provided by Washington County. It includes a review of the transportation component of Vision 2050, Year 2035 County Jurisdictional Highway System Plan, public transit system, bike and pedestrian facilities, transportation system management, travel demand management, air transportation and interregional transportation. It should be noted that the Washington County Board of Supervisors voted to adopt the Washington County 2050 Transportation Network Sustainability Plan in February 2018. The primary goal of this plan, which is consistent with the County's Strategic Plan, is to determine the level of funding necessary to maintain reliable infrastructure to provide effective mobility. The guiding principle of the plan is to effectively plan for a reliable, well maintained, and accessible transportation network that meets the current and future growth needs of the County.

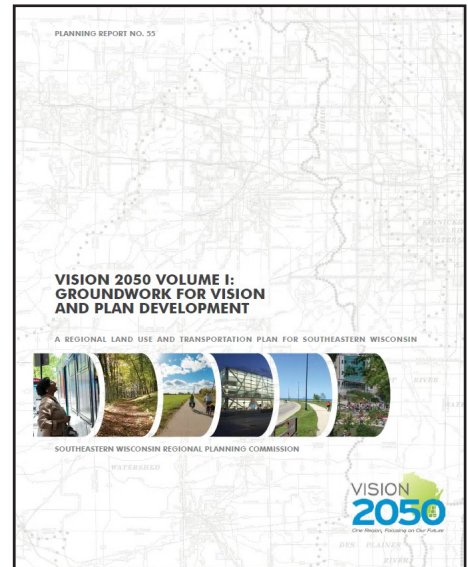


## Streets and Highways

- 1,537 miles of streets and highways in Washington County, including about 277 miles of arterial streets and highways

## Community Public Transportation

- Six park-ride facilities (three served by existing public transit)
- Washington County Commuter Express Bus System includes two express bus routes between Milwaukee County and Washington County locations
- Three shared-ride taxi services (Washington County, City of West Bend, City of Hartford)



## Bicycle Facilities

- 106 miles of bicycle facilities
- The 24 mile Eisenbahn State Trail is the longest bicycle facility in the County (12 miles in Washington County and 12 miles in Fond du Lac County)
- There are five miles of off-street and one mile of on-street bicycle facilities within the City of West Bend
- The Pike Lake Trail bicycle facility extends about four miles from Hartford to Kettle Moraine State Forest

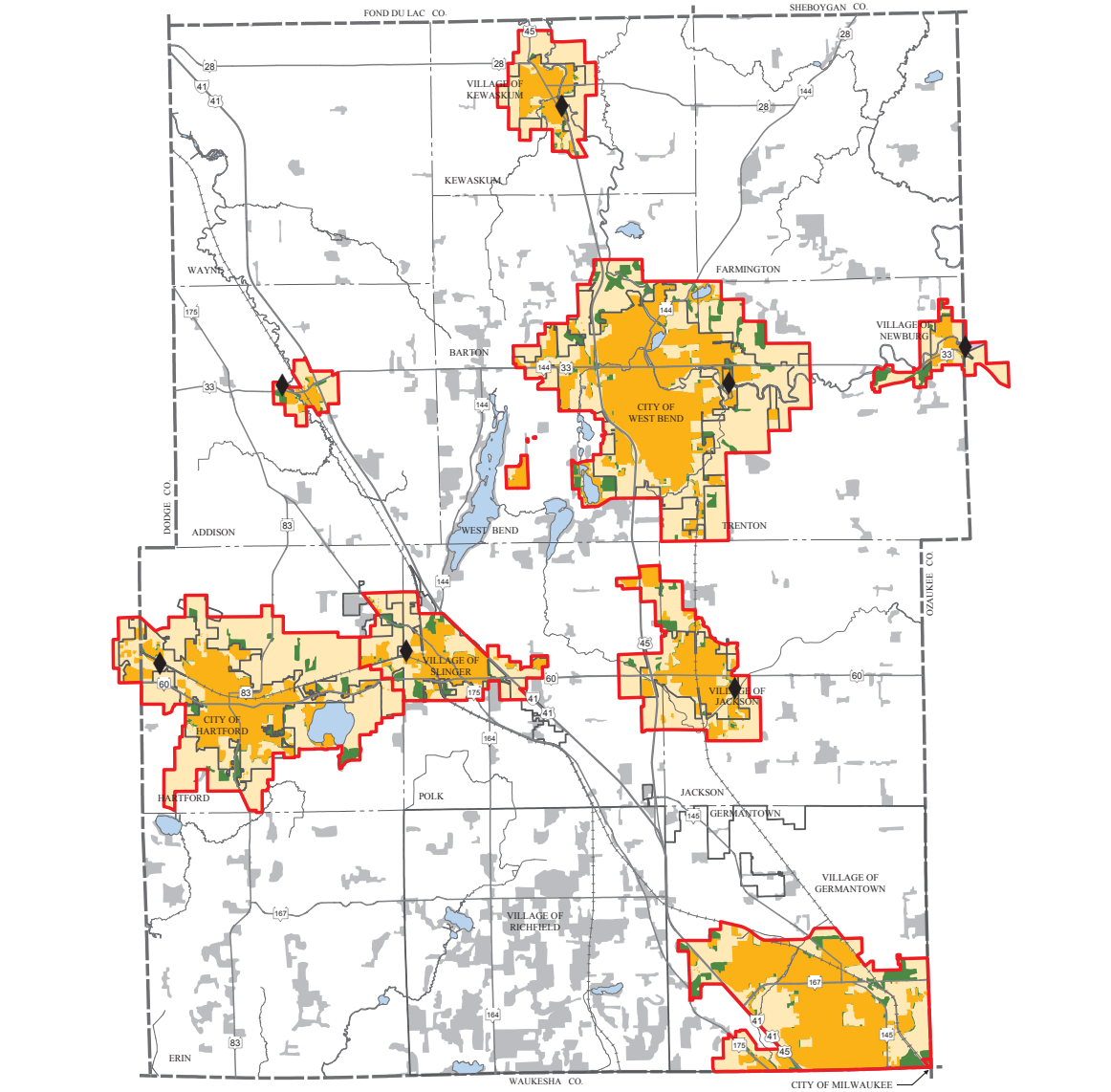
## Other Transportation Facilities and Services

- Two public-use airports and two private-use airports
- Three rail corridors

# Utilities and Community Facilities Element

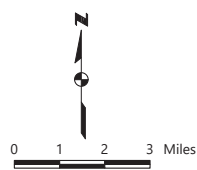
The Utilities and Community Facilities Element provides a summary of the services and facilities provided in the County. The chapter inventories sanitary sewer and water supply services, stormwater management facilities, private utilities, solid waste management facilities, healthcare facilities, government and public institutional centers, police services, fire protection and emergency rescue services, public and private schools, cemeteries, childcare, and assisted-living facilities.

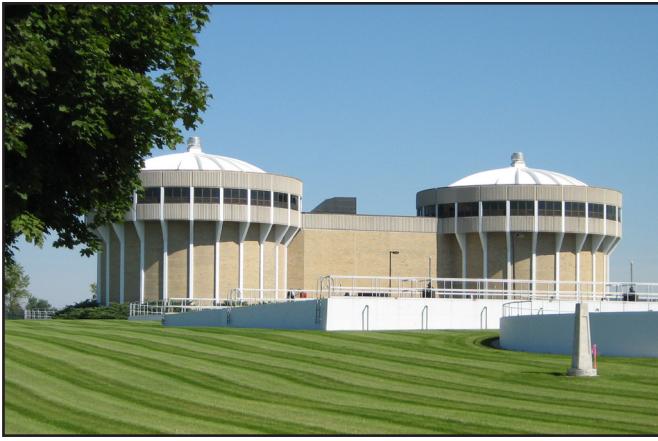
**Planned Sanitary Sewer Service Areas and Areas Served by Sewer in Washington County**



- AREA SERVED BY SANITARY SEWER (2010)
  - PLANNED SANITARY SEWER SERVICE AREAS (JUNE 2015)
  - PLANNED SANITARY SEWER SERVICE AREA BOUNDARIES (JUNE 2015)
  - EXTENT OF URBAN DEVELOPMENT WITHIN PLANNED SANITARY SEWER SERVICE AREAS NOT CURRENTLY SERVED BY PUBLIC SEWERAGE SYSTEMS
  - EXTENT OF OTHER URBAN DEVELOPMENT NOT SERVED BY PUBLIC SEWERAGE SYSTEMS
  - SEWAGE TREATMENT PLANT
  - SURFACE WATER
- Note: The Village of Germantown Sewer Service Area is part of the Milwaukee Metropolitan Sewerage District.

Source: SEWRPC





### Sewer Service Areas

- About 7% of the County, or 18,594 acres, were served by public sanitary sewers in 2010
- An estimated 84,500 residents, or about 64% of Washington County residents, were served by public sanitary sewers in 2010
- About 18% of the County, or 49,784 acres, were within existing planned sanitary sewer service areas in 2015

### Water Supply

#### 2010:

- The total estimated water usage in Washington County was 12.86 million gallons per day (mgd)
- Residential land uses consume the most water per day at 5.87 mgd
- 61% of County residents were served by public water utilities

#### 2035:

- The area served by municipal water supply systems is expected to increase by about 52%, from about 27 square miles to 41 square miles
- It is estimated that about 72% of County residents will be served by a municipal water utility



Water utilities in the County draw their water supply from either deep or shallow aquifer systems or both. Groundwater availability is dependent almost entirely from precipitation.

- Precipitation brings an average of 32 inches or 660 mgd of water to the surface of Washington County annually
- The average annual groundwater recharge to shallow aquifers varies from about 5 - 15% of annual precipitation
- Based on the information above, the average groundwater recharge in Washington County is estimated to be 33 mgd to 99 mgd



### Community Facilities

This Chapter also inventories healthcare facilities, government and public institutional centers, police services, fire protection and emergency rescue services, public and private schools, cemeteries, childcare, and assisted-living facilities.

- 19 municipal halls, five public libraries, 11 post offices
- 36 public schools in five public high school districts, 26 private schools, two institutions of higher learning
- 14 fire departments, eight police departments, one sheriff's department
- 24 community based residential facilities, four nursing homes, four adult day care facilities, nine residential care apartments

## Economic Development Element

The Economic Development Element provides an inventory of the labor force and economic base in Washington County, employment projections by industry type, desired businesses and perceived strengths and weaknesses for attracting those businesses.

### Labor Force and Employment

Employment data and labor force data form the baseline information in determining how many and what type of jobs will need to be added in the County to serve the projected 2050 County population.



The labor force is defined as those residents of Washington County 16 years of age and older who are employed, or are unemployed and actively seeking employment, or are in the armed forces.

2010-2014:

- 72% of the County's population or 75,517 residents were in the labor force
- 5.6% of the labor force were unemployed
- In 2017, unemployment rate of the labor force was at 2.9%

2050:

- About 104,000 residents estimated to be participating in the labor force



Employment, or "place of work" data, are the number and type of employment opportunities available in the County. This information provides an important indicator of the level of economic activity for economic development planning and land use planning purposes.

2014:

- 72,000 employment opportunities located in the County
- The greatest number of jobs by industry group were in manufacturing
- The average annual wage paid to workers employed in Washington County was \$41,567

### Major Employers in the County

Major employers in the County include: the West Bend School District (over 1,000 employees); Washington County Government, West Bend Mutual Insurance Co., The West Bend Clinic, Broan-Nutone LLC, Quad/Graphics Inc., Signicast Corporation, St. Joseph's Hospital, Benevolent Corporation Cedar Community, and Sysco Food Services (500-999 employees).



# Intergovernmental Cooperation Element

The Intergovernmental Cooperation Element analyzes the relationship of the County to school districts, local governments, adjacent Counties, the Region, the State, and to other governmental units; incorporates any plans or agreements to which the County is a party; identifies existing or potential conflicts between the County and local governments or the regional planning commission and describes the processes to resolve such conflicts.

## Planning Process

Cooperation between neighboring and overlapping units of government is one of the goals of the Wisconsin comprehensive planning law and was an important aspect in developing the Multi-Jurisdictional Comprehensive Plan for Washington County.



## Benefits of Intergovernmental Cooperation

- **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.

- **Addressing Regional Issues**

By communicating and coordinating their actions, and working with regional and State agencies, local communities are able to address and resolve issues that are regional in nature.

- **Early Identification of Issues**

Cooperation enables jurisdictions 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.

- **Consistency**

Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.

- **Predictability**

Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.

- **Understanding**

As jurisdictions 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 jurisdictions.

- **History of Success**

When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.

- **Service to Citizens**

The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place.



## Local Governments

There are 20 local units of government in Washington County, including two cities, six villages, and 12 towns. There are also a number of special purpose units of government, which are government agencies authorized by the Statutes to carry out specific responsibilities. Examples of special purpose districts include sanitary districts, utility districts, lake districts, and school districts.

Situations often develop between units of government that could be handled in a cooperative manner that would be beneficial to both parties. Annexation of property from a town into a village or city remains one of the most contentious issues between neighboring communities. Wisconsin annexation law provides an advantage to cities and villages in that the law is designed to enable annexation to occur following a request by property owners. Nevertheless, towns want to preserve their borders and retain their existing and future tax base, and the incorporated communities want to be able to expand their boundaries into adjoining Towns.

Although the Wisconsin Statutes provide cities and villages with the authority to accept annexations from town property owners, annexations oftentimes lead to lawsuits, court battles, and ultimately one “winner” and one “loser.” Cities, villages, and towns are encouraged to work together on annexation issues and enter into cooperative boundary plans and intergovernmental agreements with litigation as the last option.

Boundary plans and intergovernmental agreements can preserve lands for towns and allow them the ability to plan for future development without worrying about future annexation occurring. Depending on the agreements and plans developed, such devices also have the potential for revenue sharing or payments from incorporated areas, extending municipal services to adjacent towns, and preserving agricultural lands.

## Local Government Boundary Agreements

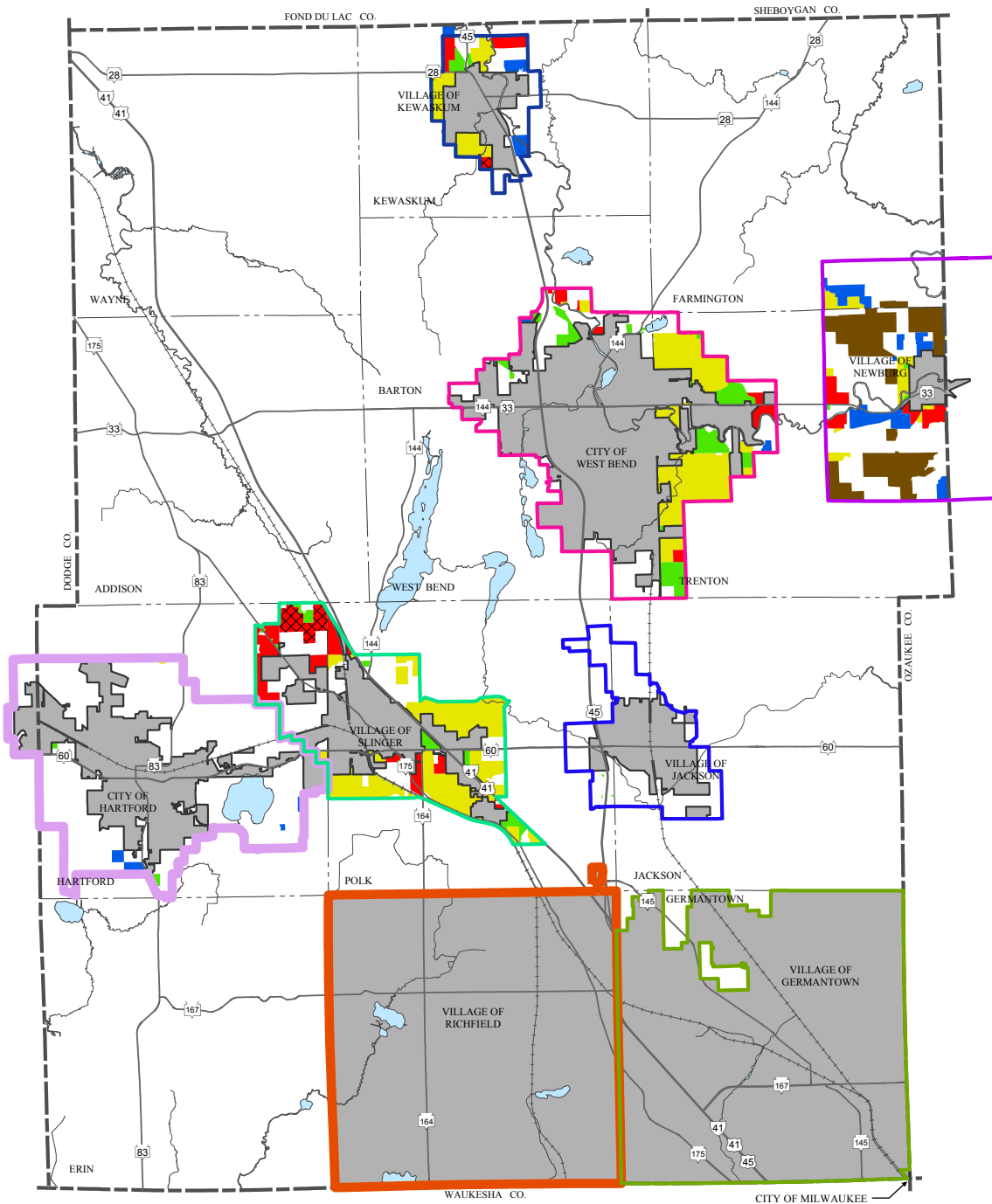
The County encourages cities and villages and adjacent towns to continue or to initiate cooperative planning as local governments work to update their adopted comprehensive plans. The inventory information and recommendations developed as part of this Multi-Jurisdictional Comprehensive Plan Update should provide a good basis for the development of boundary agreements.

There are three boundary agreements in effect in Washington County; one between the City and Town of West Bend; one between the Village and Town of Jackson; and one among the City of Hartford and Towns of Erin, Hartford, and Richfield (the Town of Richfield subsequently incorporated as a Village). There are also intergovernmental agreements between the City of Hartford and the Town of Erin, and the City of Hartford and Town of Rubicon (in Dodge County) for the purpose of orderly planned development and land preservation. In addition, the City of Hartford and Village of Slinger also have an intergovernmental agreement addressing various issues relating to community services, utilities, and extraterritorial jurisdiction.

Until such agreements are developed, disagreements will likely continue between cities and villages and adjacent towns as each unit of government develops in accordance with its land use plan, and cities and villages continue to exercise their extraterritorial authorities in adjacent towns.

The map on the following page graphically summarizes conflicts between city and village land use plans and adjacent town land use plans. 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.

# Summary of Conflicts between City/Village and Town/County Land Use Plan Maps

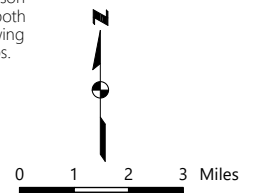


- |  |  |  |  |
|--|--|--|--|
|  | VILLAGE OF GERMANTOWN<br>(Comprehensive Plan: 2020)                    |  | CITY OR VILLAGE AREA<br>(As of January 1, 2017)  |
|  | VILLAGE OF JACKSON<br>(Preliminary Draft<br>Comprehensive Plan: 2050)  |  | CITY/VILLAGE AND TOWN/COUNTY LAND<br>USE PLAN MAPS BOTH SHOW RESIDENTIAL<br>USES, BUT AT DIFFERENT DENSITIES           |
|  | VILLAGE OF KEWASKUM<br>(Preliminary Draft<br>Comprehensive Plan: 2050) |  | CITY/VILLAGE AND TOWN/COUNTY LAND<br>USE PLAN MAPS BOTH SHOW URBAN USES,<br>BUT PROPOSED USES ARE DIFFERENT            |
|  | VILLAGE OF NEWBURG<br>(Comprehensive Plan: 2035)                       |  | CITY/VILLAGE LAND USE PLAN MAP SHOWS<br>AN URBAN USE, TOWN/COUNTY LAND USE<br>PLAN MAPS SHOW A RURAL USE               |
|  | VILLAGE OF RICHFIELD<br>(Comprehensive Plan: 2033)                     |  | CITY/VILLAGE LAND USE PLAN MAP SHOWS A<br>RURAL USE, TOWN/COUNTY LAND USE PLAN<br>MAPS SHOW AN URBAN USE               |
|  | VILLAGE OF SLINGER<br>(Comprehensive Plan: 2040)                       |  | CITY/VILLAGE LAND USE PLAN MAP SHOWS<br>AGRICULTURAL USE, TOWN/COUNTY LAND USE<br>PLAN MAPS SHOW RURAL RESIDENTIAL USE |
|  | CITY OF HARTFORD<br>(Comprehensive Plan: 2030)                         |  |  |
|  | CITY OF WEST BEND<br>(Comprehensive Plan: 2020)                        |  |  |

CITY/VILLAGE LAND USE PLAN MAP SHOWS AN URBAN USE, TOWN/COUNTY LAND USE PLAN MAPS SHOW AN EXTRACTIVE USE

Note: A mediated cooperative plan agreement between the Village and Town of Jackson was approved by the Wisconsin Department of Administration in May 2018; however, conflicts may still occur within the Village of Jackson planning area. As of January 24, 2019, both communities were in the process of reviewing their preliminary year 2050 land use plan maps.

Source: Local Governments and SEWRPC



## Recommendations Element

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 adopted by the County Board of Supervisors in 2015. In addition, the Recommendations Element also includes the year 2050 County land use plan map, land use plan category descriptions, and projected land use needs in five year increments. The year 2050 land use plan map is 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.

### 2050 County Land Use Plan Map

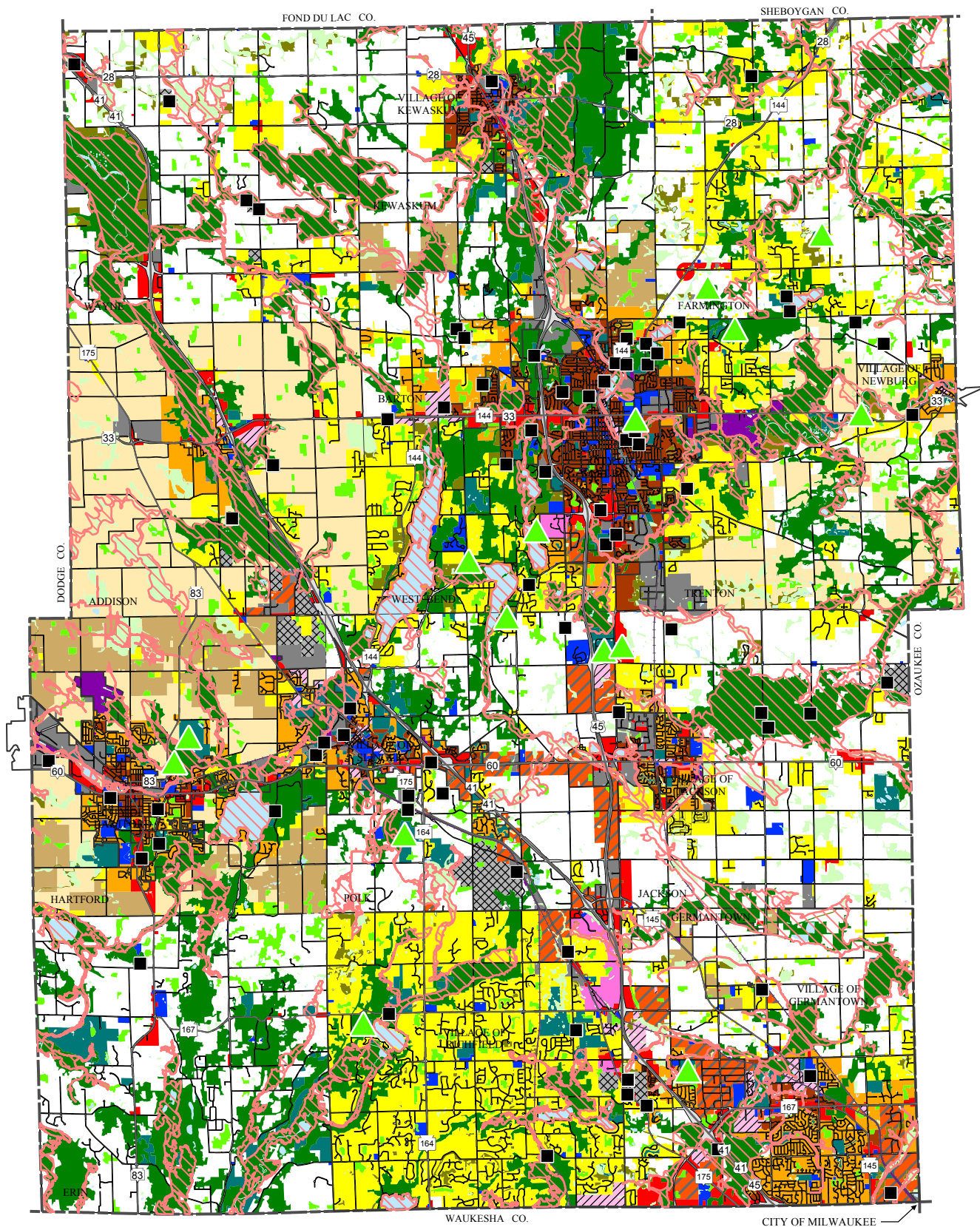
The year 2050 County land use plan map for Washington County is presented on the following page. The Table on page 505 sets forth the number of acres and percent of the County designated to each land use category, and the figure on page 506 presents a comparison of the percentage of the County that would be devoted to various types of land uses under the plan. The map indicates where certain types of urban development should be encouraged while preserving agricultural and environmentally significant land and resources. The Washington County land use plan map is a compilation of the land use plan maps prepared by each of the cities, villages, and towns 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, 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.


























The Washington County land use plan map includes city and village land use plan maps for the areas within city and village limits. However, each city and village land use plan map adopted as part of a city or village comprehensive plan included areas outside the limits of the city or village, with the exceptions of the Village of Germantown plan and Village of Richfield Plan. This practice is part of good land use planning, because cities and villages typically annex land over time to accommodate population growth. Maps 11.1 through 11.20 in the Intergovernmental Cooperation Element (Chapter 11 of the comprehensive plan) depict the land use plan map for each city, village, and town in the County. The maps include the full planning area in cases where a city or village has planned for areas outside current corporate limits.

Although many towns recognize the need for cities and villages to grow, there is often opposition to annexations when such annexations occur in prime farmland areas, particularly where alternatives are available; where a city or village annexes land without providing sewer and/or water services; and where annexations result in illogical city or village boundaries, including long, narrow "arms" of the city or village extending into the town or creation of small areas of the town completely surrounded by the city or village, except for a thin strip of land left to avoid creating a town island. Many of these issues and disagreements could be resolved through the development of cooperative or boundary agreements between cities and villages and adjacent towns.



# Washington County Land Use Plan: 2050



- |   |  |   |  |
|---|--|---|--|
|  | 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) |   |  |

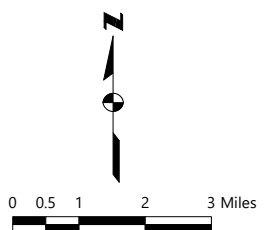
Notes:

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





# 2050 County Land Use Plan Map

## 2050 Land Use Plan Map Categories:

**Farmland Preservation:** Areas that reflect the farmland preservation areas (FPAs) identified in the Washington County farmland preservation plan, which are located in the Towns of Barton, Germantown, and Hartford.

**General Agriculture:** 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.

**Agricultural and Rural Residential:** Lands that 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.

### **Residential Development**

- **Suburban-Density Residential:** Includes predominately single-family homes at densities equating to lot sizes of between one and five acres.
- **Medium-Density Urban Residential:** Includes single-family and potentially two-family homes at densities equating to lot sizes of 10,000 square feet to one acre.
- **High-Density Urban Residential:** Includes 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% are in the suburban residential category, about 20% are in the medium-density residential category, and about 10% are in the high-density residential category.

**Mixed-Use:** Includes a mix of residential, commercial, and institutional uses.

**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:** 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.

**Business/Industrial:** Allows 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.

**Industrial:** Accommodates manufacturing and other industrial uses, such as outdoor storage of commercial vehicles and building materials.

**Governmental and Institutional:** Includes public and private schools, government offices, police and fire stations, libraries, cemeteries, religious institutions, hospitals, nursing homes, and similar facilities.

**Park and Recreation:** 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.)

## 2050 Land Use Plan Map Categories Continued...

**Other Transportation and Utilities (Except Streets and Highways):** 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:** Includes existing and planned areas to be used for non-metallic mining operations.  
**Former Landfill:** Indicates the location of all closed landfills. No active landfills were located in Washington County as of 2018.

**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. This category includes: primary environmental corridors, isolated natural resource areas, wetlands and Other Conservancy Lands to be Preserved by Local Governments.

**Surface Water:** Includes lakes, ponds, rivers, creeks, and streams.

**Floodplain (overlay):** Includes areas adjacent to rivers, streams, and lakes that are subject to inundation by the 1-percent-annual-probability (100-year recurrence interval) flood identified by the Federal Emergency Management Agency (FEMA).





## Planned Land Uses in Washington County: 2050

| Land Use Category  | Acres           | Percent of Subtotal (Urban or Nonurban) | Percent of Total        |
|--|-----------------|---|-------------------------|
| <b>Urban</b>   |                 |   |                         |
| Suburban Density Residential <sup>a</sup>  | 35,262          | 38.0                                    | 12.6                    |
| Medium-Density Urban Residential <sup>b</sup>  | 10,176          | 11.0                                    | 3.7                     |
| High-Density Urban Residential <sup>c</sup>  | 5,157           | 5.6                                     | 1.9                     |
| 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                    |
| <b>Nonurban</b>  |                 |   |                         |
| Farmland Preservation <sup>d</sup>   | 7,811           | 4.2                                     | 2.8                     |
| General Agricultural   | 22,423          | 12.1                                    | 8.0                     |
| Agricultural and Rural Residential <sup>e</sup>                                      | 73,375          | 39.4                                    | 26.3                    |
| Extractive   | 1,778           | 1.0                                     | 0.6                     |
| Former Landfill Identified on Local Government Land Use Plan Map                     | 31              | -- <sup>f</sup>                         | -- <sup>f</sup>         |
| 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 <sup>g</sup>             | 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         | --                                      | 100.00                  |
| <b>Overlay Categories</b>  | <b>Acres</b>    | <b>Percent of Subtotal</b>              | <b>Percent of Total</b> |
| 1-Percent-Annual-Probability Floodplain <sup>h</sup>                                 | 42,816          | --                                      | --                      |
| Former Landfill  | -- <sup>i</sup> | --                                      | --                      |

<sup>a</sup>Average density equating to one home per 1 to 4.9 acres.

<sup>b</sup>Average density equating to one home per 10,000 to 43,559 square feet.

<sup>c</sup>Average density of less than 10,000 square feet per home.

<sup>d</sup>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 XII-1 for informational purposes.

<sup>e</sup>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.

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

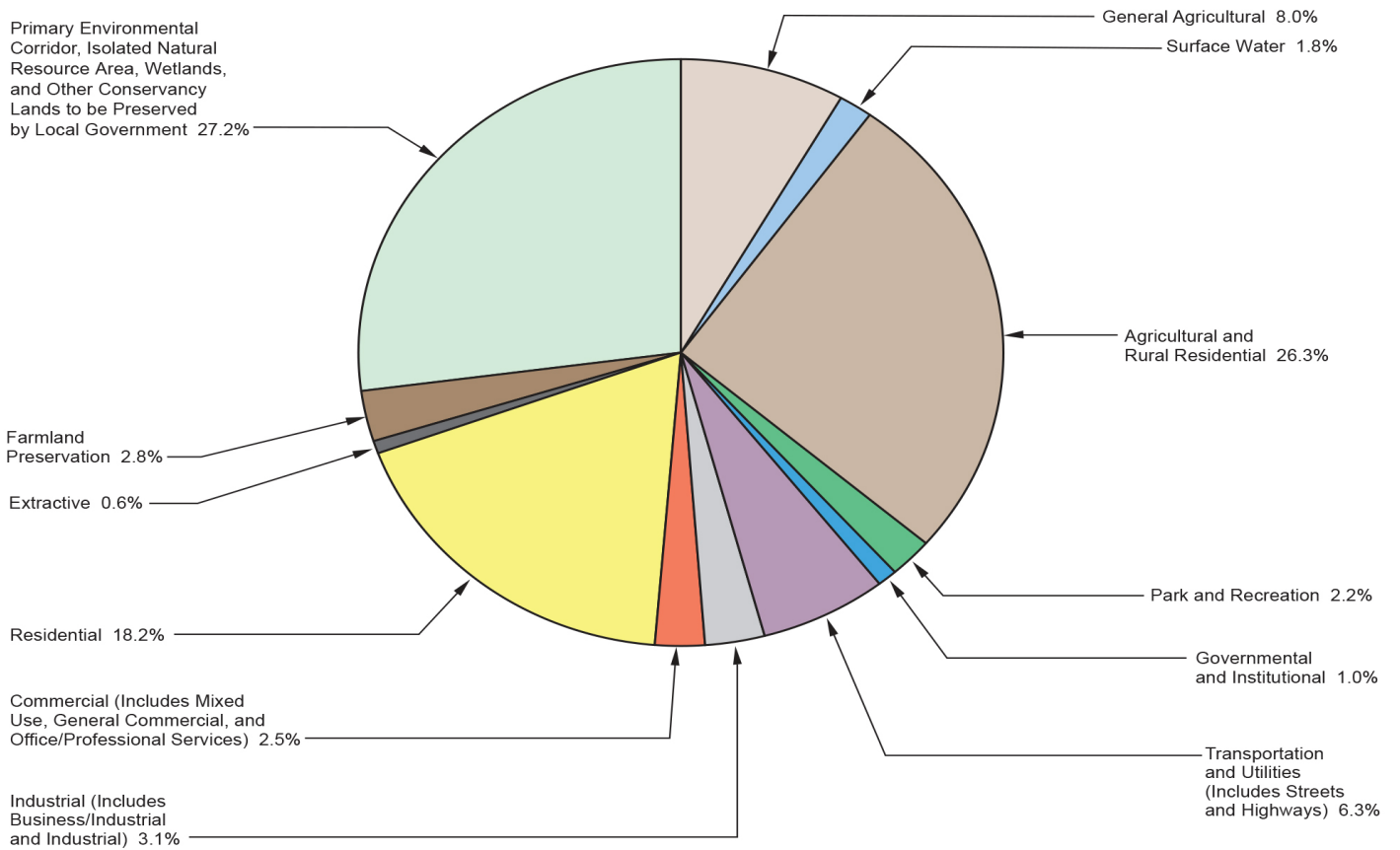
<sup>g</sup>Includes woodlands, critical species habitat sites, common open space within conservation subdivisions, publicly-owned land not developed with intensive recreational or other uses, and similar lands outside primary environmental corridors, isolated natural resource areas, and wetlands.

<sup>h</sup>Boundaries of the 1-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.

<sup>i</sup>Includes 78 closed landfills encompassing 396 acres (acreage data was unavailable for 13 sites). See Table VI-4 in Chapter VI for a list of closed landfills listed on the DNR registry of waste disposal sites.

Source: SEWRPC.

## Percentage Distribution of Planned Land Uses in Washington County: 2050



Source: SEWRPC

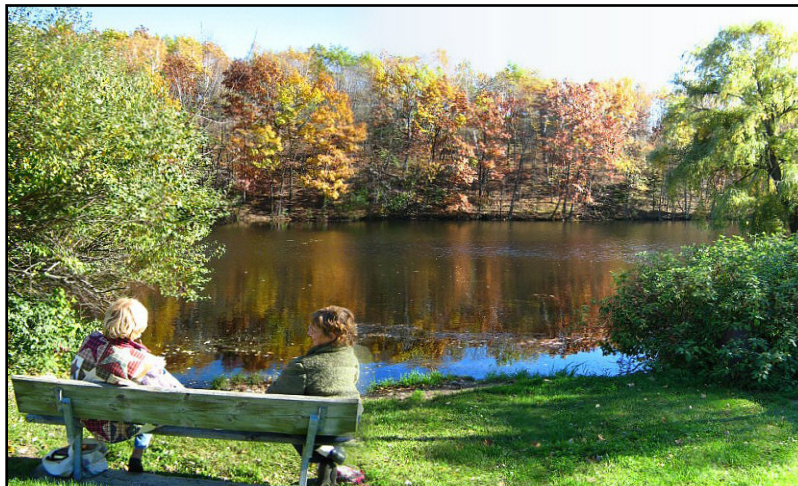
# Washington County Vision, Mission, Strategic Goals and Objectives

In 2015, the Washington County Board of Supervisors identified a vision, a mission and five strategic goals for County services that are provided directly to residents along with a set of objectives designed to achieve each goal (the Vision and Mission were updated in 2018). Each Strategic Goal includes five to six objectives that cover numerous comprehensive plan elements. The focus of the County mission is to create an environment for residents and businesses to enjoy an authentic quality of life through a well-governed and administered county dedicated to safe and secure communities; economic growth and vitality; effective mobility and reliable infrastructure; and access to basic needs.

To align the Comprehensive Plan recommendations to the County mission, it became necessary to replace the original comprehensive plan goals and objectives adopted as part of the year 2035 plan with the County Strategic Goals and Objectives adopted in 2015. This also provided an opportunity to reorganize the goals and objectives, along with the plan's policies and programs, into one chapter as opposed to the individual element chapters as they are presented in the year 2035 plan.

## Washington County Vision

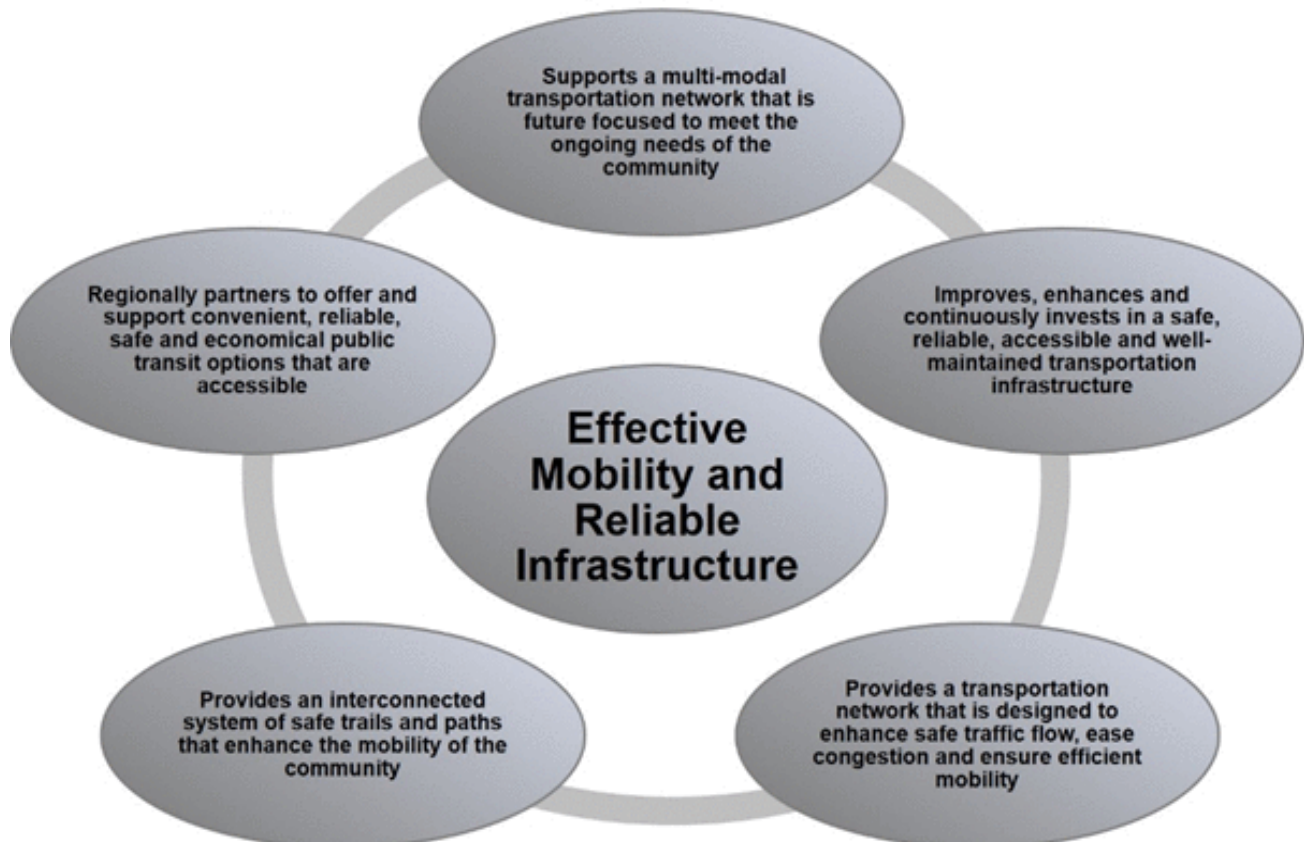
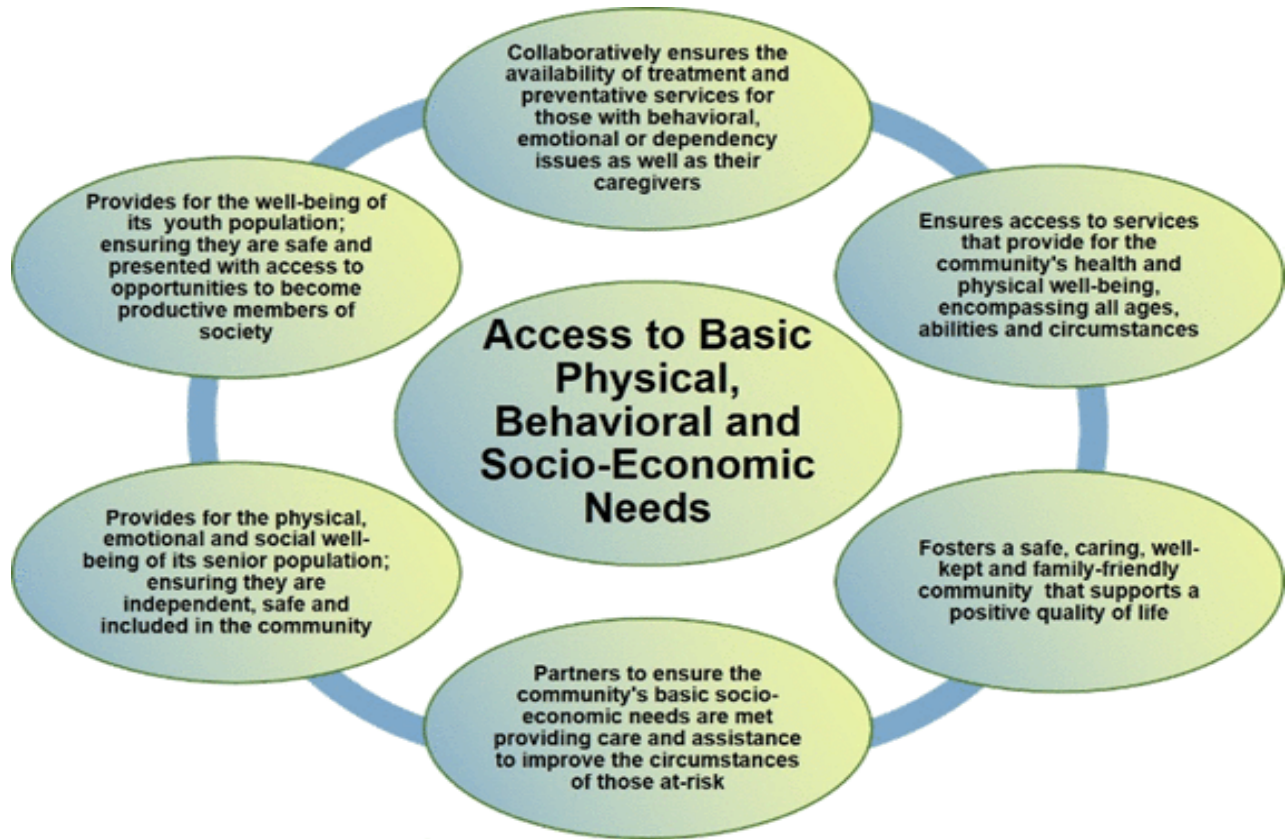
**Washington County strives to cultivate its rich heritage, vibrant economy and attractive communities through the distinctive values that define us.**



## Washington County Mission

**We create an environment for residents and businesses to enjoy our authentic quality of life through a well - governed and administered county dedicated to safe and secure communities; economic growth and vitality; effective mobility; and reliable infrastructure; and access to basic needs.**

# Strategic Goals for the Quality of Life of the Citizens of Washington County



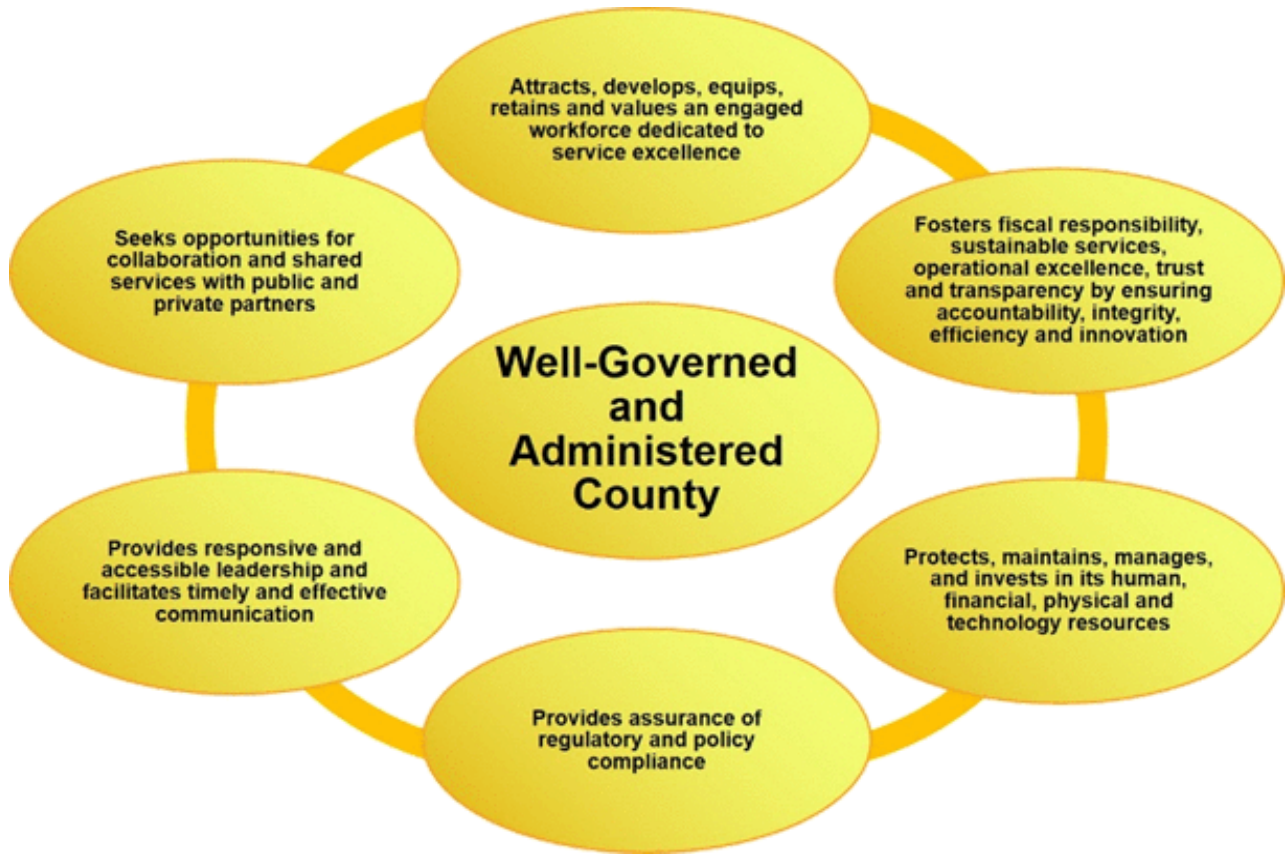
# Strategic Goals for the Quality of Life of the Citizens of Washington County



# Strategic Goals for the Quality of Life of the Citizens of Washington County

The County Board also established a goal and related practices for programs that do not provide direct services to citizens, but that support the direct services provided by other County programs.

This governance result is shown below.



## Policies and Programs

The State comprehensive planning law requires a compilation of the programs, in a specified sequence, to implement the recommendations of the plan. An implementation timeframe has been identified for each of the programs to meet this requirement. Timeframe for implementation may be current, five-year, or long-term. The comprehensive plan element or elements that a program applies to as well as which County Strategic Goal a program applies to has also been identified. In addition, the policies and programs have been organized under the County Department that would be responsible for implementation.

The Comprehensive Planning Technical Workgroup (TW), comprised of staff from related County departments, reviewed the programs set forth in the year 2035 plan to identify those that relate directly to the core services provided by the County, as well as new programs developed on the basis of input provided by County Board Supervisors at a brainstorming session held in November 2017. The TW also provided input regarding implementation timeframe and which comprehensive plan and County Strategic Goal a program applies to. The County Board then held a second input session in October 2018, and the Multi-Jurisdictional Comprehensive Plan Advisory Committee reviewed and approved the programs in November 2018. The Comprehensive Plan policies and programs are presented in Section 12.3 of Chapter 12.

### Comprehensive Plan as a Guide

**Any new programs recommended in this Plan update must be individually reviewed and approved by the appropriate County Board liaison committee and the County Board of Supervisors through the annual budget process prior to implementation.**



# Implementation

The Implementation Element identifies proposed changes to applicable zoning ordinances, subdivision ordinances, and official maps, describes how each of the other eight elements of the comprehensive plan will be integrated and made consistent with other elements of the plan, includes a mechanism to measure the County's progress towards achieving the recommendations of the plan, and includes a process for amending and updating the plan.

## Consistency between the County Comprehensive Plan and County 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

In 2010, the Wisconsin Legislature amended the comprehensive planning law to include the following definition: "Consistent with" means furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan" (Section 66.1001 (am)).

Washington County has adopted a land division ordinance (Chapter 24 of the Washington County Code of Ordinances) under Section 236.45 of the Statutes, and a shoreland, wetland, and floodplain zoning ordinance (Chapter 23 of the Washington County Code of Ordinances) under Section 59.692 of the Statutes. Certain programs in the plan will likely require amendments to these ordinances to achieve consistency between the plan and the ordinances. Other programs affecting these ordinances are also identified in Chapter 13 of the comprehensive plan.

## Recommended Programs

Any new programs recommended in this plan update must be individually reviewed and approved by the appropriate County Board liaison committee and the County Board of Supervisors through the annual budget process prior to implementation.

## Plan Updates and Amendments

The comprehensive planning law requires that adopted comprehensive plans be reviewed and updated at least once every ten years. County and local governments may choose to update the plan more frequently.

A plan amendment may be initiated by the County Board, a County Board committee, a City Common Council, a Village Board, or a Town Board. The State comprehensive planning law requires that the County use the same procedures required by Section 66.1001(4) of the Statutes to initially adopt this plan when amending or updating the plan.



## Plan Review and Adoption

A comprehensive plan must be adopted by an ordinance enacted by the governing body. The Washington County Multi-jurisdictional Comprehensive Plan must therefore be adopted by an ordinance of the County Board of Supervisors. All nine elements must be adopted simultaneously. At least one public hearing must be held by the County Board prior to adopting the plan. Section 66.1001(4)(b) of the Statutes requires that an adopted comprehensive plan, or an amendment to a plan, be sent to all governmental units within and adjacent to the county or local government preparing a plan; the Wisconsin Department of Administration; the regional planning commission (SEWRPC); and the public library that serves the area in which the county or local government is located.

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 the 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. The County held a public informational meeting for the comprehensive plan update on January 23, 2019. A public hearing was held before the Land Use and Planning Committee on February 25, 2019. The County 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. On February 25, 2019, the Land Use and Planning Committee recommended adoption of the plan to the County Board.

An important step in plan implementation is the formal adoption of the recommended plan by the County Board. Upon such adoption, the plan becomes the official guide to be used by County officials and staff in making development or redevelopment decisions. The plan should serve as the basis on which all development proposals, such as shoreland/floodplain zoning requests, subdivision plats, and certified survey maps, are reviewed. Only those zoning actions or land divisions that are consistent with the plan should be approved. The Washington County Board adopted this comprehensive plan on April 10, 2019.



