

Chapter XVI

SUMMARY

INTRODUCTION

In 1999 the Wisconsin Legislature enacted a comprehensive planning law, set forth in Section 66.1001 of the *Wisconsin Statutes*, requiring County and local governments that enforce general zoning, shoreland zoning, subdivision, or official mapping ordinances to have an adopted comprehensive plan by 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, UW-Extension, and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). 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 11 local government partners are listed below:

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

The Wisconsin Department of Administration awarded a comprehensive planning grant to Washington County in June 2005 to help fund preparation of the County and local plans. The multi-jurisdictional comprehensive plan presented in this report provides a long-range guide for Washington County officials, staff, and citizens to effectively address future development and natural resource protection in the County through the year 2035, and sets forth County planning goals, objectives, policies, and programs.

COMMITTEE STRUCTURE

The County's comprehensive planning effort was coordinated through the Washington County Planning, Conservation, and Parks Committee (PCPC) of the County Board. A Multi-Jurisdictional Comprehensive Plan Advisory Committee (MJAC) was established by the PCPC to guide preparation of the County plan, including development of planning goals, objectives, policies and programs, review of draft plan chapters and other plan materials, and development of a recommended plan for consideration by the PCPC. The Advisory Committee is comprised of one representative from each local government partner, two members of the County Board, interest group representatives, and three citizen members. The Advisory Committee held its first meeting on July 27, 2005, and met 33 times to complete the development of the comprehensive plan. Members of the PCPC and MJAC are listed on the inside front cover of this report.



A Multi-Jurisdictional Comprehensive Plan Advisory Committee (MJAC) was established by the PCPC to guide preparation of the County plan.

Three workgroups, organized around the nine required elements of a comprehensive plan, were also established to assist in preparing specific plan elements and to make preliminary recommendations to the Advisory Committee on specific planning issues: 1) Agricultural, Natural, and Cultural Resources (ANCR) Workgroup; 2) Land Use and Transportation (LUT) Workgroup; and 3) Housing, Utilities and Community Facilities, and Economic Development (HUED) Workgroup. A subcommittee of the ANCR Workgroup was established to develop the Land Evaluation and Site Assessment (LESA) analysis of agricultural lands in the County. A Dispute Resolution Forum Subcommittee of the MJAC was formed to help develop the dispute resolution process described in Chapter XIV. Workgroup and subcommittee members are listed in Figure 2 in Chapter I.



Three workgroups, organized around the nine required plan elements, were established to assist in preparing specific plan elements and to make preliminary recommendations to the Advisory Committee.

A Technical Advisory Committee (TAC) comprised of County Board members and staff from several County departments was formed to develop plan chapters and other materials for review by the element workgroups and the Advisory Committee. TAC members are also listed in Figure 2 in Chapter I.

PUBLIC PARTICIPATION

To ensure opportunities for public involvement in the planning process, a public participation plan (PPP) was developed in 2004 by a multi-jurisdictional workgroup made up of local governmental representatives, County officials, and County, UW-Extension, and SEWRPC staff. The PPP was adopted by the Washington County Board of Supervisors on September 14, 2004. A summary of the PPP is included in Appendix A. The PPP outlines a series of outreach efforts and public participation sessions designed to gain input from County residents throughout the comprehensive planning process. A countywide public opinion survey, a countywide comprehensive plan kick-off meeting and kick-off meetings for each partnering local government, a countywide Interactive Visioning Workshop and visioning workshops for each partnering local government are a few of the efforts conducted as part of the PPP. Public informational meetings and hearings were also held in early 2008 to review the draft comprehensive plan prior to its adoption. Each community participating in the planning process also adopted a local PPP to gain input from the public. The public participation events are summarized in the following sections.

Public Opinion Survey

A countywide comprehensive planning public opinion survey of over 1,200 residents was prepared by the MJAC with assistance from the University of Wisconsin-Milwaukee Center for Urban Initiatives and Research and the University of Wisconsin-Oshkosh. The survey included a wide range of questions on planning and development topics such as housing, transportation, agricultural and natural resources, land use, and public utilities. Responses to these questions helped guide preparation of the goals and objectives. The report documenting the results of the survey is available on the Washington County comprehensive planning website at www.co.washington.wi.us/smartgrowth, at public libraries, and in Appendix I.

Comprehensive Planning Newsletter and Web Site

In addition to the numerous public workshops held throughout the planning process, a number of ongoing public outreach efforts have provided information to citizens and government officials about comprehensive planning. In November 2003, the first issue of the Washington County Comprehensive Planning Newsletter was completed and sent to over 1,000 citizens and government officials. In 2008, this quarterly newsletter was sent to over 3,300 individuals throughout the County. Also in 2003, Washington County launched the comprehensive planning web pages to provide information about the County's multi-jurisdictional planning process and public participation opportunities. This site can be viewed at: www.co.washington.wi.us/smartgrowth. Both the website and newsletter provided information on draft chapters, public participation opportunities and related documents and resources regarding the planning process and have become valuable resources for community leaders, county officials, advisory committee and workgroup members, and local government staff.



Over 400 participants shared their opinions during a strengths, weaknesses, opportunities, and threats (SWOT) workshop at the kick-off meetings held for the County and the 11 partnering local governments.

Kick-Off Meetings

A Countywide comprehensive planning kick-off meeting was conducted on December 7, 2005, and attended by over 70 participants. Kick-off meetings were also held at each of the 11 partnering local governments in the spring of 2006. Over 400 participants attended these local kick-off meetings. The meetings typically began with a short presentation by County staff that outlined comprehensive planning requirements, the County multi-jurisdictional planning process, and public participation opportunities. Following the presentation, participants shared their opinions during a strengths, weaknesses, opportunities, and threats (SWOT) workshop facilitated by UW-Extension staff.

Committee SWOT Analysis

In addition to the SWOT analysis conducted as part of the kickoff meetings, a SWOT analysis for Washington County

was conducted with the MJAC, ANCR Workgroup, LUT Workgroup and HUED Workgroup members in October and November 2005. The results of these exercises helped identify community concerns and guide preparation of the goals and objectives.

Interactive Visioning Workshops

Washington County hosted a countywide Comprehensive Plan Interactive Visioning Workshop on July 20, 2006. Visioning workshops were also held at each of the 11 partnering local governments during the months of August and September 2006. A total of 329 participants attended twelve visioning workshops. In addition, one visioning workshop was also held to obtain opinions from the youth of the County. There were a total of six stations where participants had an opportunity to learn about the comprehensive plan and to participate in hands-on visioning activities including:

Station 1: Comprehensive Plan Information and Presentation

This station provided information on the planning process and summaries of the first six inventory chapters of the plan report. There was a presentation by SEWRPC staff.

Station 2: Mapping Future Growth

This station involved the use of a 42-inch touch screen computer display and Geographic Information System (GIS) technology where participants had an opportunity to produce a map displaying where the County's residential growth would be preferred.

Station 3: Interactive Land Use Preference Slideshow

Participants evaluated various pictures of land uses and shared their opinions as to why an illustrated land use was either appropriate or not appropriate for the County.

Station 4: Community Goals...Still on Target?

Participants had an opportunity to view goals in existing County plans and evaluate whether those goals were still appropriate.

Station 5: Build a Vision for the Future of Your Community

This station provided an opportunity for participants to write a vision statement describing how they view the future of Washington County.

Station 6: Parting Words

This station provided an opportunity for participants to write comments regarding any issue of importance that the County should address as related to the nine planning elements.



A Countywide visioning workshop and eleven workshops held for partnering communities gave participants an opportunity to learn about the comprehensive plan and participate in six hands-on visioning activities. Over 300 participants attended the workshops.

Public comment from the County Interactive Visioning Workshop was used in the preparation of the goals and objectives. A report detailing the results of the countywide interactive visioning workshop is included in Appendix J.

Intergovernmental Cooperation Workshops

In an effort to engage all local governments in and adjoining Washington County throughout the planning process, the County conducted a series of Intergovernmental Cooperation Workshops. The first workshop was held on July 27, 2006, and provided participants with information on the inventory chapters of the plan. The second Intergovernmental Cooperation Workshop was held on October 9, 2007, in which examples were presented of successful intergovernmental cooperation efforts including boundary agreements, revenue sharing, and shared services. Staff from the Wisconsin Department of Administration (DOA) made a presentation on statutory provisions and examples of intergovernmental agreements for shared services and boundary agreements at the workshop. Although the workshop was primarily intended for County and local officials and staff, it was widely advertised and open to the public. A total of 56 participants attended these workshops.



In an effort to engage all local governments in and adjoining Washington County throughout the planning process, the County conducted a series of Intergovernmental Cooperation Workshops.

Implementation Workshop

In partnership with Ozaukee County, SEWRPC, and UW-Extension, Washington County co-hosted an Implementation Workshop on December 6, 2007. The workshop provided guidance for the implementation of County and local comprehensive plans, including presentations on consistency requirements, extraterritorial authorities, and cost of community



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services analyses by representatives from UW-Extension's Center for Land Use Education. Although the workshop was primarily intended for County and local officials and staff, it was widely advertised and open to the public. A total of 34 participants attended this workshop.

Washington County Fair

A comprehensive planning booth was on display at the Washington County Fair in 2005, 2006, and 2007. The booth included information on comprehensive planning requirements, inventory data maps, fact sheets of draft plan chapters, and upcoming public participation opportunities. Staff was present to explain the information and answer questions.

Plan Review and Adoption

The plan review and adoption process took place in March and April of 2008. The Comprehensive Plan was presented to the Washington County Board of Supervisors on March 11, 2008. An open house and informational workshop on the plan was conducted at Moraine Park Technical College (MPTC) on March 13, 2008. Citizen comments were invited following a presentation on the plan. The Washington County Planning, Conservation, and Parks Committee (PCPC) conducted a public hearing on March 31, 2008 at the Washington County Fair Park Pavilion. The PCPC conducted a meeting on April 2, 2008 to consider public comments. The PCPC approved the Comprehensive Plan at that meeting and forwarded it to the County Board for adoption, with recommended changes. The Washington County Board of Supervisors adopted the plan by ordinance on April 15, 2008. The adopting resolution and ordinance are in Appendix R and Appendix S, respectively.

Times and locations of the public meetings and hearings were:

- **March 11, 2008:** Presentation of Comprehensive Plan to the Washington County Board of Supervisors, Washington County Government Center in West Bend, Room 1019, 9:00 a.m.
- **March 13, 2008:** Public Open House and Informational Workshop, Moraine Park Technical College in West Bend, 5:00 to 8:00 p.m.
- **March 19, 2008:** MJAC meeting to approve Comprehensive Plan, Washington County Highway Shop, 900 Lang Street in West Bend, 6:15 p.m.
- **March 31, 2008:** Public hearing conducted by the PCPC, Washington County Fair Park Pavilion, 7:00 p.m.
- **April 2, 2008:** PCPC meeting to approve the plan and recommend its adoption to the County Board, Washington County Public Agency Center in West Bend, Rooms 1113A/B, 1:00 p.m.
- **April 15, 2008:** Washington County Board of Supervisors adopts plan by ordinance, Washington County Government Center in West Bend, Room 1019, 9:00 a.m.

INVENTORY INFORMATION

The introduction and inventory chapters of the County comprehensive plan were prepared in 2006. Inventory chapters include Chapter II, Population, Household, and Employment Trends and Projections; Chapter III, Inventory of Agricultural, Natural, and Cultural Resources; Chapter IV, Inventory of Existing Land Uses and Transportation Facilities and Services; Chapter V, Inventory of Existing Utilities and Community Facilities; and Chapter VI, Existing Plans and Ordinances: 2006. A PowerPoint summary of each chapter is available on the comprehensive planning website (www.co.washington.wi.us/smartgrowth).

PLAN ELEMENTS

The comprehensive planning law requires the County and each local plan to include the following nine elements:

- Issues and Opportunities
- Agricultural, Natural, and Cultural Resources

- Land Use
- Housing
- Transportation
- Utilities and Community Facilities
- Economic Development
- Intergovernmental Cooperation
- Implementation

COUNTY AND LOCAL LAND USE PLAN MAPS

The adopted land use plan map for Washington County for the year 2035 is presented on Map 84 in Chapter IX. Table 108 and Figure 12 set forth the number of acres and percent of the County in each land use category. 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 land use plan map is a compilation of the land use plan maps prepared by each of the cities, towns, and villages in the county (city and village plans were included for the areas within city or village boundaries, and did not include extraterritorial areas for which the city or village may have planned). Land use plan categories shown on each local land use plan map were standardized to the categories shown on Map 84. Appendix Q lists the categories shown on each city, town, and village land use plan map and the corresponding category on the County land use plan map.

The Washington County land use plan map included 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 exception of the Village of Germantown plan.¹ This practice is consistent with good land use planning, because cities and villages typically annex land as they grow to accommodate population growth and associated land uses. Annexations and the exercise of city and village extraterritorial authorities, however, often lead to conflicts between cities and villages and adjacent towns.

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 creation of a town island.

Many of these conflicts could be resolved through the development of cooperative or boundary agreements between cities and villages and adjacent towns. Opportunities to develop coordinated land use plan maps for the extraterritorial areas of cities and villages during this multi-jurisdictional planning process were limited due to the fact that only one village, the Village of Kewaskum, chose to join the process. The County encourages cities and villages and adjacent towns to continue or to initiate cooperative planning following adoption of a comprehensive plan by each local government. The inventory information and recommendations developed as part of the multi-jurisdictional comprehensive plan should provide a good basis for the development of boundary agreements and other joint planning activities.

As of 2008, there were 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). Until additional boundary 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 annexation and extraterritorial authorities in adjacent towns.

¹*The Village of Richfield comprehensive plan, which was adopted before the town incorporated as a village, does not include any areas outside Village limits.*

Maps 98 through 114 in the Intergovernmental Cooperation Element (Chapter XIV) depict the land use map developed by each city, village, and town in the County. The maps include the full planning area where a city or village has planned for areas outside current corporate limits. Map 115 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.

DISPUTE RESOLUTION

Section 66.1001(2)(g) of the *Wisconsin Statutes* requires that the Intergovernmental Cooperation Element identify existing or potential conflicts between the County and other governmental units, including school districts, and describe processes to resolve such conflicts. Although Washington County encourages towns, villages, and cities to coordinate with each other and the County on planning efforts, conflicts will continue to occur at the local and county levels.

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 comprehensive plans. 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.

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 intergovernmental agreement to voluntarily participate in this dispute resolution process.

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. The members of the subcommittee are listed in Figure 2 in Chapter I. 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.

ISSUES AND OPPORTUNITIES ELEMENT

The Issues and Opportunities Element (Chapter VII) includes the following overall statement of objectives which describes key characteristics and expectations for the future desired by Washington County:

Washington County offers safe and affordable housing options, a range of transportation choices, and sufficient public services for all residents. Sustainable residential and business development is accomplished with the balanced allocation of land uses that meet the social, physical, and economic needs of County residents. Agricultural and natural resource protection is important, including the preservation of rural and small town character. While being responsive to the changing needs of its citizens, the County supports intergovernmental cooperation and recognizes the comprehensive plan as a "living document."

The Element sets forth goals and objectives for the County through the plan design year 2035.

Along with the public comments received as part of the public participation events already identified, the goals and objectives presented in this chapter are also based on the goals and objectives from adopted County plans, data collected and mapped during the inventory phase of the plan, and consideration of the nine elements of the comprehensive plan.

Overall goals and objectives are designed to define a desired future for Washington County and guide the development and redevelopment of the County through 2035. The overall goals and objectives provided the framework for the development of specific goals and objectives for each of the other plan elements. In addition to more specific goals and objectives, each element also includes a set of recommended policies and programs to achieve the goals and objectives.

The overall comprehensive planning goals are:

- Preserve and enhance Washington County’s natural resources, including open space and agricultural land.
- Preserve and enhance the rural and small town character of Washington County.
- Promote a range of safe and affordable housing choices for all income levels and age groups in the County.
- Improve transportation infrastructure and land use design to support a range of transportation choices for all citizens.
- Support and encourage sustainable energy options in public and private development.
- Maintain, enhance or expand the existing level of public services in Washington County while being responsive to the changing needs of its citizens.
- Encourage sustainable development of land for business and residential use.
- Encourage a balanced and sustainable allocation of space between various types of land uses to meet the social, physical, and economic needs of County residents.
- Identify and encourage desirable and sustainable businesses and job development.
- Encourage intergovernmental coordination and cooperation.
- Ensure the Washington County Multi-Jurisdictional Comprehensive Plan is a “living document”.

Population, Household, and Employment Projections

- The projected population for the planning area² in 2035 under the regional land use plan is 157,265 persons. This is a projected increase of 36,769 persons, or about 34 percent, over the existing 2000 population of 117,496. The number of households for the planning area projected under the regional land use plan for 2035 is 62,849. This is a projected increase of 19,006 households, or about 43 percent, over the 43,843 households in 2000. In 2000, there were 61,691 jobs located in the planning area. A total of 78,861 jobs are projected for the planning area in 2035 by the regional land use plan. This is a projected increase of 17,170 jobs or about 28 percent.



The number of households for the planning area projected under the regional land use plan for 2035 is 62,849.

²The planning area includes all of Washington County and those portions of the City of Hartford and Village of Newburg that extend outside Washington County.

- Local governments in Washington County have developed future population projections for use in local comprehensive plans. The cumulative result of these projections for Washington County and those portions of the City of Hartford and Village of Newburg extending outside the County is 184,512 persons, which is greater than the regional land use plan intermediate growth scenario population projection of 157,515 and greater than the high growth scenario population projection of 176,740. The projected number of households in 2035, based on the population projections selected by local governments, is 74,587 which is about 19 percent higher than the number projected under the regional plan.

OTHER ELEMENTS

Each of the other seven elements, with the exception of the Issues and Opportunities and Implementation Elements, includes specific goals and objectives focused on the resources or facilities required to be addressed in the element by the Wisconsin comprehensive planning law. Each element also includes a set of recommended policies and programs to achieve the goals and objectives. Goals, objectives, policies, and programs are organized around issues of concern identified through the public opinion survey, public workshops, advisory committee and element workgroup meetings, and other public participation forums. The terms are defined as follows:

- **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 goals developed for the seven elements are listed below. The programs in each element selected by the Washington County Technical Advisory Committee as having the highest priority for implementation are also listed. The programs are listed in priority order, but the goals were not prioritized. Additional programs recommended for implementation are included in Chapter XV (see Tables 172 through 178).

Agricultural, Natural, and Cultural Resources Element

Land Evaluation and Site Assessment

The ANCR Workgroup formed a subcommittee to develop a Land Evaluation and Site Assessment (LESA) process to determine parcels in Washington County that are most suitable for long-term agricultural use. The results of the analysis are intended for County and local government use to help identify areas that should be designated for farmland protection. The LESA process is an analytical tool designed to provide a systematic and objective procedure for rating and ranking the agricultural importance of a parcel.

The Land Evaluation (LE) component of the LESA process 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 the following classifications: 1) agricultural productivity; 2) development pressures impacting a site's continued agricultural use; and 3) other public values of a site supporting retention in agriculture.

The results of the LESA analysis are shown on Map 76 in Chapter VIII, the Agricultural, Natural, and Cultural Resources Element. The LESA subcommittee defined lands scoring 6.8 or higher as Tier I farmlands, which are the best suited for long-term protection. Lands scoring below 6.8 were defined as Tier II farmlands, which are areas that should be considered for long-term protection by County and local officials on a case-by-case basis. The subcommittee agreed that setting the benchmark at 6.8 left adequate amounts of acreage for development over the next 30 years, yet also protected a suitable amount of land for future agricultural production.



It is a goal of Washington County to protect farms and farming in Washington County.



Wetlands in Washington County should be protected from destruction and degradation.

The ANCR Workgroup recommended that each municipality use the final LESA map as a guide to help identify farmland protection areas that best reflect their local agricultural resource goals.

Agricultural Resources Goals:

- Preserve a sufficient amount of agricultural land to ensure farming remains viable in Washington County.
- Identify productive farmlands in Washington County and support their protection and management as an important economic resource.
- Preserve soils suitable for agricultural production in Washington County.
- Protect farms and farming in Washington County.

Natural Resources Goals:

- Ensure the protection, sound use, and enhancement of the natural resource base in Washington County.
- Preserve primary environmental corridors, secondary environmental corridors, and isolated natural resource areas in Washington County.
- Preserve natural areas in Washington County.
- Preserve critical species habitat sites and critical aquatic sites located outside of natural areas in Washington County.
- Preserve habitat for endangered species not identified in the regional natural areas plan in accordance with State and Federal requirements.
- Preserve habitat for native plants and wildlife by protecting environmental corridors and wetlands and surface waters outside such corridors.
- Preserve significant geological areas in the County.
- Protect Washington County's naturally occurring plant biodiversity.
- Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.
- Protect floodplains from incompatible land uses.
- Protect wetlands from destruction and degradation.

- Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.
- Protect and enhance surface water quality in Washington County.
- Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.
- Protect, conserve, and enhance groundwater quality and quantity in Washington County.
- Reduce the risk of disease, injury or premature death of citizens of Washington County associated with or caused by hazardous environmental factors where they live, work, and play.
- Reduce the human and environmental risks posed by animal waste.
- Reduce the human and environmental risks posed by hazardous waste.
- Ensure an adequate supply of nonmetallic minerals (sand, gravel, and crushed limestone) at a reasonable cost for new construction and maintenance of existing infrastructure.
- Preserve and enhance the system of parks and open space within Washington County.
- Preserve and enhance Washington County’s natural resources.
- Preserve rural character and vistas outside planned sewer service areas.

Cultural Resources Goals:

- Preserve historical resources that contribute to Washington County’s rural and small town character.
- Preserve historical resources that contribute to Washington County’s heritage.
- Promote cultural resource and heritage related tourism in the County.
- Preserve archaeological resources that contribute to Washington County’s heritage.
- Support the efforts of County and local historical societies to provide a greater understanding of Washington County’s history and heritage to the public.
- Support a wide range of artistic performances, art exhibits and fairs, displays, and educational programs in Washington County.
- Support a wide range of entertainment and recreational opportunities in Washington County.

Top Programs for Implementing the Agricultural, Natural, and Cultural Resources Element:

- Assist local communities in developing “Wellhead Protection Plans” for public wells to protect drinking water sources.
- Continue to apply for grants to conduct household and agricultural chemical hazardous waste Clean Sweep programs.
- Continue to conduct a Countywide Clean Sweep program periodically and incorporate other recycling efforts and awareness into the program.
- Continue to identify unused wells through farmstead inventories and subdivision reviews and promote proper abandonment of wells.
- Review the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance to ensure it is consistent with Map 84 (Land Use Plan map).
- Continue to administer and enforce the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance in accordance with State and Federal requirements.

- Develop model ordinances for local government use that provide for protection of the natural resource areas shown on Map 77.
- Incorporate the updated floodplain mapping from the Washington County floodplain map modernization program into the County shoreland and floodplain zoning maps following approval of the maps by the DNR and FEMA.
- Include floodplains on Map 84 (Land Use Plan map).
- Continue to enforce compliance with the Animal Waste Storage Facility Code, Chapter 16, of the Washington County Code of Ordinances.
- Support and, where applicable, implement the objectives, principles, and standards recommended by the regional water supply plan.
- Continue to promote and provide assistance for proper well abandonment.
- Increase awareness and promote action for proper groundwater protection practices.
- Continue to provide written orders to abate human health hazards or nuisances when appropriate.
- Continue to provide follow-up evaluation and clearance orders as indicated.
- Continue to promote timely investigations of communicable diseases associated with licensed facilities.
- Continue to maximize use of recycled asphalt and other building materials in County projects in order to conserve limited nonmetallic mineral resources. Encourage public and local use of recycled asphalt and other building materials.



The County should continue to enforce compliance with the Animal Waste Storage Facility Code, Chapter 16, of the Washington County Code of Ordinances.

Land Use Element

Goals:

- Encourage an appropriate allocation of land to various types of land uses to meet the social, physical, and economic needs of County residents, workers, and property and business owners.
- Accommodate the projected growth in Washington County's population, households, and employment through the comprehensive plan design year 2035.
- Preserve and enhance the scenic beauty of Washington County.
- Preserve and enhance agricultural lands that are best suited for agricultural use.
- Encourage the protection, preservation, and appropriate use of the natural resource base.
- Promote the addition of an adequate number of housing units to the current housing stock and allocate sufficient land area for housing demands to accommodate current and future populations.
- Provide and support a range of transportation opportunities that will effectively serve the existing and proposed County land use pattern through its location, capacity, and design.
- Provide utilities and community facilities to adequately serve County residents, workers, and businesses.



The County should provide and support a range of transportation opportunities that will effectively serve the existing and proposed County land use pattern through its location, capacity, and design.

- Provide for diversified, balanced, environmentally compatible business development that will offer a variety of goods and services through conveniently located, well-designed business clusters while providing needed services for County residents.
- Promote an adequate number of sites for business creation, retention, and expansion.

Top Programs for Implementing the Land Use Element:

- Incorporate city and village land use plans into the County land use plan for the area within their corporate boundaries, as required by the *Wisconsin Statutes*. Incorporate town land use plan maps into the County plan if the plans are determined to be in substantial agreement with the regional land use plan, as provided in County Board Resolution 2004-35.
- Encourage the use of conservation subdivision design concepts in rural and suburban density residential development to the extent practicable.
- Continue to administer and enforce the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance in accordance with State and Federal requirements and the land use plan map (Map 84).
- Encourage a full range of housing structure types and sizes, including single-family, two-family, and multi-family dwelling units, in sewer service areas to provide affordable housing options for households of all income levels, ages, and special needs projected for Washington County in 2035.
- Incorporate parcels designated for agricultural use by local government comprehensive plans on the County Land Use Plan Map (Map 84).
- Work with local governments, if requested, to design a local land use plan that accommodates anticipated increases in population, households, and employment in the local government and County by 2035.
- Continue to promote model conservation subdivision ordinances, such as the Rural Cluster Development Guide, to local governments. Assist local governments in interpreting and implementing conservation subdivision ordinances on request.
- Incorporate the updated floodplain mapping from the Washington County floodplain map modernization program into the County shoreland and floodplain zoning maps following approval of the maps by the DNR and FEMA.
- Continue to administer and enforce the Washington County Shoreland, Wetland, and Floodplain Zoning Ordinance.
- Implement the recommendations of the Regional Transportation System Plan and Washington County Jurisdictional Highway System Plan that relate to Washington County facilities over time, as funding becomes available.
- Designate all existing and proposed business parks in the County for business or industrial use on the Land Use Plan Map.

Housing Element

Goals:

- Promote a range of safe and affordable housing choices for all income levels and age groups in the County.
- Promote the addition of an adequate number of housing units to the current housing stock to meet housing demand through 2035.
- Allocate sufficient land for housing development and to accommodate current and future populations.
- Promote adequate housing choices.
- Encourage the development of “life-cycle” housing.
- Provide safe and decent housing for all County residents.

- Promote a range of affordable housing choices for persons of all income levels.
- Promote the conservation of the existing housing stock as one source of affordable housing.
- Promote a range of housing choices for Washington County's aging and disabled population.
- Promote housing options that allow elderly and disabled persons to remain in their homes.
- Support a range of housing types to meet the housing needs and preferences of Washington County residents.
- Promote the distribution of a variety of housing structure types and sizes including single-family, two-family, and multi-family homes across Washington County for all income and age groups.
- Promote fair housing practices in Washington County.

Top Programs for Implementing the Housing Element:

- Continue cooperative efforts between the Washington County Health Department and local governments to enforce State public health Statutes and County ordinances concerning dilapidated, unsafe, or unsanitary housing that poses a human health hazard.
- Continue to enforce requirements in the County Land Division Ordinance (Chapter 24 of the County Code of Ordinances) relating to adequate wastewater disposal for new homes.
- Continue to enforce requirements relating to development of private onsite waste treatment systems (POWTS) through administration of the County Sanitary Ordinance (Chapter 25 of the County Code of Ordinances).
- Utilize the County website as a clearinghouse for housing information by providing information on the housing programs outlined in Part 2 of this chapter (Chapter X), contact information and links to appropriate agency websites including contact information for agencies that deal with landlord-tenant issues.
- Design the County land use plan to encourage residential development in suitable areas.
- Continue the home delivered meals program and the congregate meals program offered by the Aging and Disability Resource Center.
- Work with existing housing agencies to identify programs and potential funding sources for new programs to assist homeowners with making needed repairs, including improvements to meet State and Federal lead-safe standards.
- Continue to enforce requirements relating to land suitability and design through administration of the County Land Division Ordinance.
- Continue to provide a continuum of care, including housing, through the Washington County Aging and Disability Resource Center, which provides services to elderly and physically disabled residents, and the Family Care Program, which will be implemented in Washington County beginning in 2008.
- Recommend that the HOME Consortium or other appropriate agency give annual reports to the County Board regarding the challenges facing Washington County with respect to affordable housing, including specific issues of low income housing, local communities' policies for allowing low income housing, and issues facing the aging population. The HOME Consortium or other appropriate agency should identify ways in which the County Board can address these issues.
- Continue active representation on the HOME Consortium Board, which receives an annual funding allocation from HUD to advance homeownership opportunities and programs for households earning 80 percent or less of the Milwaukee-Waukesha MSA median family income.
- Continue to provide information, referrals, and assistance through the Washington County Aging and Disability Resource Center.

- Develop and distribute educational materials regarding the various Federal, State, and County programs available to Washington County residents for funding to adapt homes to the needs of disabled and elderly people, such as the WisLoan program.

Transportation Element

Goals:

- Improve transportation infrastructure and land use design to support a range of transportation choices for all citizens.
- Provide an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependant residents, persons with disabilities, and the elderly.
- Maintain a street and highway system that efficiently serves the anticipated land use development pattern set forth on Map 84, Washington County Planned Land Use Map: 2035, in the Land Use Element (Chapter IX).
- Provide for a public transportation system in Washington County that efficiently serves County residents and the anticipated land use development pattern set forth on Map 84 in the Land Use Element, where economically feasible.
- Provide for bicycle and pedestrian facilities in Washington County that efficiently serve the anticipated land use development pattern set forth on Map 84 in the Land Use Element.
- Provide options for bicycle and pedestrian travel as an alternative to motor vehicle travel.
- Provide and maintain a safe air transportation system to meet the travel and freight service needs of County residents and businesses.
- Provide region-, nation-, and world-wide transportation access to Washington County for passengers and freight.

Top Programs for Implementing the Transportation Element:

- Continue operation of the Washington County Commuter Express Bus System.
- Continue to promote interconnection between all transportation modes and systems available within the County and the Region.
- Continue the annual bridge inspection program and replace or rehabilitate bridges as necessary to ensure highway safety.
- Continue to work with WisDOT to develop an inventory of hazardous intersections and street segments, based on crash records, and to undertake improvements to eliminate hazardous conditions.
- Review the transit service improvements in Washington County recommended in the 2035 Regional Transportation System Plan and implement desired recommendations. Formally request and work with SEWRPC to update the Washington County Transit Development Plan (TDP) to incorporate recommendations to be implemented in the next five years, with an emphasis on regional connections and coordination. Continue to update the County TDP periodically.
- Educate the public on the proper use of roundabouts.
- Provide adequate warnings in hazardous areas, such as railroad crossings and in areas with limited sight distance.



The County should continue operation of the Washington County Commuter Express Bus System.

- Expand the Washington County Commuter Express Bus System in accordance with the recommendations of the Regional Transportation System Plan.
- Continue to improve public transportation for persons with disabilities to increase access to jobs and community activities.
- Conduct a feasibility study for a new express bus route along USH 41 and the development of park-ride lots at USH 41 interchanges.
- Continue to work with WisDOT to relocate or expand park-ride lots to properly accommodate buses and an adequate number of parking spaces.
- Actively seek State and Federal grant funds for bicycle and pedestrian improvements, and assist local governments in identifying and applying for State and Federal grants for the development of bicycle and pedestrian facilities. Grant programs include the Congestion Mitigation and Air Quality Improvement (CMAQ), Local Transportation Enhancements (TE) and the Bicycle and Pedestrian Facilities programs administered by WisDOT.

Utilities and Community Facilities Element

Goals:

- Maintain, enhance or expand the existing level of public services in Washington County while being responsive to the changing needs of its citizens.
- Support and encourage sustainable energy options in public and private development.
- Encourage intergovernmental coordination and cooperation.
- Preserve and enhance Washington County’s natural resources, including open space lands.
- Continue County services to maintain the high level of environmental quality in the County.
- Provide a safe and healthful environment for County residents.
- Provide opportunities for residents to enjoy outdoor recreational activities.
- Develop and implement programs and services that will contribute to the physical, psychological, and emotional well-being of County residents.
- Provide a safe and secure environment for County residents.
- Provide all County residents with cost-effective, prompt, and high quality County services.
- To cooperate with other units and agencies of government, where appropriate, to provide cost-effective government services.
- To promote better understanding among all levels of government on the roles and responsibilities of each.
- Ensure the public services offered in Washington County meet the needs of all County residents.



Washington County should continue to provide opportunities for residents to enjoy outdoor recreational activities.

Top Programs for Implementing the Utilities and Community Facilities Element:

- Continue to apply for grants to conduct household and agricultural chemical hazardous waste Clean Sweep programs. Partner with local communities during implementation of the programs.
- Continue to administer Chapter 8, Human Health Hazards of the Washington County Code of Ordinances.
- Establish a cooperative process with DNR, SEWRPC, and local governments to develop a framework for coordinated planning of land use, sewage treatment and disposal, stormwater management, and water supply facilities and services.

- Continue to support and, where applicable, implement the recommendations of the Land and Water Resource Management Plan to improve water quality.
- Support and, where appropriate, implement the recommendations of the regional water supply plan to help ensure an adequate supply of safe water for County residents and businesses.
- Continue to support and, where applicable, implement the recommendations of the regional water quality management plan update to improve water quality in the County.
- Continue to enforce the County Erosion Control and Stormwater Management Ordinance (Chapter 17 of the Washington County Code of Ordinances).
- Continue to encourage local governments to develop stormwater management plans and ordinances and joint agreements to provide shared stormwater management facilities.
- Continue to work with MMSD to implement a household pharmaceutical collection program for County residents.
- Continue to support managed care programs in the County that serve people with mental illnesses, development disabilities, and juvenile offenders such as Community Aids and Youth Aids.
- Continue to provide police protection to Washington County residents through the Washington County Sheriff's Department.
- Continue to provide Emergency Management Services and coordinate with local governments and state agencies in disaster recovery.
- Continue the annual County budget process to help ensure County departments and agencies have the personnel and resources required to perform the public services offered by Washington County.
- Continue to provide public health protection to Washington County residents through the Washington County Health Department.



The County should continue to provide police protection to Washington County residents through the Washington County Sheriff's Department.

Economic Development Element

Goals:

- Identify and encourage desirable and sustainable businesses and job development.
- Promote a range of safe and affordable housing choices for all income levels and age groups in the County.
- Promote an adequate supply of workers to meet the employment needs of businesses located in the County through the plan design year 2035.
- Promote an adequate number of jobs accessible to Washington County residents to serve the County's projected 2035 population of 157,265 persons.
- Create, attract, and retain desirable businesses and industries.
- Promote tourism in the County by capitalizing on tourism amenities, including historic, cultural, recreational, and natural resources.

Top Programs for Implementing the Economic Development Element:

- Continue operation of the Washington County Commuter Express (WCCE) bus system.
- Continue operation of the Washington County Shared-Ride Taxi.

- Continue to maintain the road network within the County.
- Continue to study altering or expanding various service components of the Washington County Shared-Ride Taxi System, focusing on providing transit service within the County.
- Work with appropriate organizations to study the development of employer healthcare purchasing pools in Washington County.
- Support the EDWC in promoting Washington County to businesses considering expanding or relocating to Washington County from outside the Southeastern Wisconsin Region.
- Work with appropriate partners to explore telecommunications and technology strategies for the County to ensure access to wireless voice and data communications networks for County businesses and residents, including residents who telecommute or operate a home-based business.
- Encourage local governments and business organizations to work with utility companies to ensure that new industrial parks/buildings can provide adequate electrical power to operate the equipment required by those industries identified as desired in Washington County.
- Continue to study altering or expanding various service components of the WCCE, focusing on providing service between Washington County and adjacent counties and expanding park and ride lots.
- Work with EDWC to explore opportunities to encourage business attraction that provides jobs that pay wages sufficient to meet the cost of living in Washington County.
- Support local chambers of commerce in their efforts to promote Washington County to businesses considering expansion or relocation from outside the Southeastern Wisconsin Region.
- Support EDWC programs that examine healthcare and its issues related to the business community.
- Support EDWC programs that develop telecommunications and technology strategies for the County.
- Encourage the EDWC Agribusiness Committee to develop a method to market and link Washington County agricultural products, including organic products, to restaurants and grocery stores in Washington County and surrounding areas.



The County should work with appropriate partners to explore telecommunications and technology strategies for the County.

Intergovernmental Cooperation Element

Goals:

- Encourage intergovernmental coordination and cooperation.
- Encourage shared services and facilities between units and levels of government.
- To promote better understanding among all levels of government on the roles and responsibilities of each.
- To coordinate with school districts as they plan and locate school facilities, as appropriate.

Top Programs for Implementing the Intergovernmental Cooperation Element:

- Continue to apply for grants to conduct household and agricultural chemical hazardous waste Clean Sweep programs. Partner with local communities during implementation of the programs.
- Work with pharmacies, medical centers, health care providers, hospice providers, and veterinarians in Washington County to develop a Countywide recycling program for unused pharmaceuticals.

- Continue to incorporate the Mutual Aid Box Alert System (MABAS) into fire dispatching.
- Continue to study the feasibility of providing permanent household hazardous waste drop-off sites in the County for use by all County residents.
- Explore regional partnership options for recycling programs and facilities.
- Develop methods to study possible cost savings and service efficiencies of shared police and fire and rescue services between cities, towns, villages, and the County Sheriff's Department.
- Continue the countywide bridge inspection program in cooperation with local governments.



The County should continue to study the feasibility of providing permanent household hazardous waste drop-off sites in the County for use by all County residents.

- Work with DNR and SEWRPC to establish a cooperative process, involving local governments as appropriate, to develop a framework for coordinated planning of land use, sewage treatment and disposal, and water supply facilities and services.
- Continue working with SEWRPC to prepare new and updated elements of the regional plan, such as the regional water quality, water supply, natural areas, and telecommunications plans.
- Continue to promote shared services and equipment between the Washington County Sheriff's Department and city, town, and village police departments.
- Continue to maintain the County website to provide information to the public and other units and agencies of government.
- Continue working with SEWRPC to update Washington County transportation plans, such as the jurisdictional highway plan and the transit development plan.
- Continue to involve local governments when County land use ordinances are comprehensively updated.
- Continue to provide information to local governments on the general requirements of the County sanitary ordinance.

Implementation Element

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*.

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*. The Implementation Element (Chapter XV) identifies certain programs that will likely require amendments to the

ordinances in order to achieve consistency between this plan and the County ordinances. Programs that recommend continued enforcement of existing county ordinances, where no changes are needed to existing ordinances, are also identified in Chapter XV.

LOCAL GOVERNMENT PLANS AND RECOMMENDATIONS

As part of the multi-jurisdictional planning process, comprehensive plans were prepared for Washington County and for each of the 11 participating local governments.³ A separate plan report is being prepared for adoption by each local government, other than the Town of Germantown, that focuses on the inventory information, land use plan map, and other plan elements and recommendations developed by town plan commissions and boards or the Village of Kewaskum Plan Commission and Board. Data and recommendations developed as part of the multi-jurisdictional plan were provided to each local government for consideration. Washington County and SEWRPC staff provided technical and professional assistance during a series of joint meetings with each partnering local government Board and Plan Commission held between May and July 2007. Using GIS and Smartboard technology, local officials determined natural limitations to development and created local 2035 land use plan maps. In addition, a series of meetings were held with each local government partner to prepare a vision statement, review existing goals, and develop recommendations for their comprehensive plans. Staff from Washington County, UW-Extension, and SEWRPC provided professional assistance during these meetings.

PLAN 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. All of these procedural requirements have been met, and are summarized earlier in this chapter.

PLAN UPDATES AND AMENDMENTS

The comprehensive planning law requires that adopted comprehensive plans be reviewed and updated at least once every 10 years. County and local governments may choose to update the plan more frequently. While there is no limit on the number or frequency of amendments that may be made to a comprehensive plan, the public participation, plan review, and plan adoption procedures required for a full comprehensive plan also apply to plan amendments. The Implementation Element (Chapter XV) recommends a procedure to be used for amending the plan.

³*The Town of Germantown intends to adopt the Washington County Multi-jurisdictional Comprehensive Plan as the Town comprehensive plan. Information on the Town of Germantown plan is included in Appendix K.*