

Comprehensive Plan 2035



Prepared for the
Village of Mukwonago

October 2009

**VILLAGE OF MUKWONAGO
COMPREHENSIVE PLAN 2035**

VILLAGE OF MUKWONAGO
WAUKESHA COUNTY, WISCONSIN

AUGUST/2009

ADOPTED OCTOBER 6, 2009

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MUNICIPAL ECONOMICS & PLANNING
A Division of Ruekert/Mielke
W233 N2080 Ridgeview Parkway
Waukesha, Wisconsin 53188

COMPREHENSIVE PLAN 2035

VILLAGE OF MUKWONAGO
WAUKESHA & WALWORTH COUNTIES, WISCONSIN

Adopted October 6, 2009

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Dale Fennel
Arnold Fickau
Darlene Johnson
Dennis O'Bryan

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Rick Debe
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Joseph Hankovich
Thomas Loew
Jaime Vega

Prior Members

Sarah Hawks
Ruth Townsend

Village Staff

Paul Moderacki, Village Administrator/Clerk/Treasurer
Joseph Hankovich, Supervisor of Inspections/Zoning Administrator
Steven Braatz, Jr., Deputy Clerk
Shawn Reilly, Village Attorney
Bruce Kaniewski, AICP, Village Planner, Municipal Economics & Planning
Aaron Fahl, AICP, Assistant Village Planner, Municipal Economics & Planning
Kurt Peot, P.E., Village Engineer, Ruekert/Mielke
Bernard Kahl, former Village Clerk/Treasurer

State of Wisconsin

Village of Mukwonago

Waukesha County
Walworth County

**PLAN COMMISSION
RESOLUTION 2009-01**

RECOMMENDING COMPREHENSIVE PLAN TO VILLAGE BOARD

WHEREAS, the Plan Commission began reconsideration of the Village's 1999 Comprehensive Plan in 2005, and,

WHEREAS, the Plan Commission conducted a comprehensive Village-wide survey to encourage interest and participation and receive input from residents and business owners, and,

WHEREAS, the Plan reflects the feedback received from survey results, and,

WHEREAS, the Village posted the draft of the proposed Comprehensive Plan on its website for public review and comment, and,

WHEREAS, the Plan Commission thoroughly reviewed the contents of each chapter of the proposed Comprehensive Plan over the course of several meetings this year, and,

WHEREAS, the Village posted the final draft of the proposed Comprehensive Plan on its website for public review and comment that reflected the Plan Commission's discussions and review, and,

WHEREAS, the Village hosted a Public Information meeting on July 16, 2009 to present the final draft to Village residents and business owners, and,

WHEREAS, the comments and recommendations from the Public Information meeting were reported to the Plan Commission on July 20, 2009 for its consideration and inclusion in the final draft,

NOW, THEREFORE, BE IT RESOLVED, the Plan Commission of the Village of Mukwonago hereby approves the final draft of the Village's proposed Comprehensive Plan to the Village Board for its consideration and adoption following a public hearing pursuant to Wisconsin State Statute.

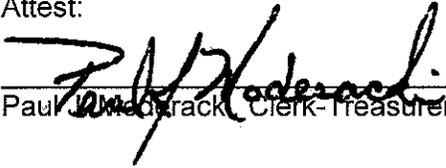
Adopted this 20th day of July 2009.

Village of Mukwonago



Jim Wagner, Chairman

Attest:



Paul Wedraski, Clerk-Treasurer

ORDINANCE NO. 824

AN ORDINANCE TO REPEAL AND RECREATE THE COMPREHENSIVE PLAN FOR THE VILLAGE OF MUKWONAGO

WHEREAS, the Village of Mukwonago has by ordinance established a Plan Commission for the Village of Mukwonago empowered to make and adopt a Master Plan for the physical development of the Village pursuant to Wisconsin Statutes Section 62.23 (2) and (3); and

WHEREAS, the Village of Mukwonago adopted a Comprehensive / Master Plan for the Village of Mukwonago via resolution on April 3, 2000 and subsequently amended on several occasions to meet the particular needs of the Village; and

WHEREAS, Municipal Economics & Planning, a division of Ruckert/Mielke, Inc. has prepared a new Comprehensive Plan 2035 compliant with Wisconsin Statutes Section 66.1001 with the assistance of the Planning Commission for the Village's consideration; and

WHEREAS, the Village surveyed all residents and property owners, held regular public discussions before the Planning Commission, posted draft text on the Village's website, and hosted a Public Informational Meeting on July 16, 2009 to gather citizen input; and

WHEREAS, the Planning Commission on July 20, 2009 reviewed comments received at the July 26, 2009 Public Informational Meeting and recommended to the Village Board the Acceptance of Comprehensive Plan 2035 via Resolution 2009-01 approved unanimously; and

WHEREAS, the Village Board hosted a Public Hearing October 6, 2009 for additional citizen comment in accordance with Wisconsin Statutes Section 66.1001 (4) (d).

NOW THEREFORE, the Village Board of the Village of Mukwonago do hereby ordain as follows:

SECTION 1. Pursuant to section 62.23(2) and (3) of the Wisconsin Statutes, the Village of Mukwonago, is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Village Board of the Village of Mukwonago, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

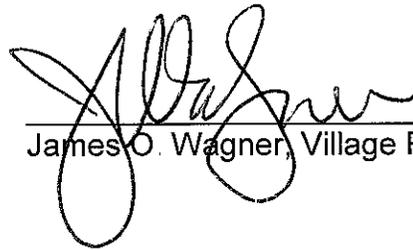
SECTION 3. The Plan Commission of the Village of Mukwonago, by a majority vote of the entire commission recorded in its official minutes, has adopted a Resolution recommending to the Village Board the adoption of the document entitled "Comprehensive Plan 2035" which contains all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Village has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 5. The Village Board of the Village of Mukwonago, Wisconsin, does, by enactment of this ordinance, formally adopt the document (attached hereto) entitled, "Comprehensive Plan 2035," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication as provided by law.

Adopted this 6th day of October, 2009 by a vote of ___ ayes and ___ naves.



James O. Wagner, Village President

Attest: 

Paul J. Moderacki, Village Clerk

Date Adopted: October 6, 2009
Date Published: October 14, 2009
Date Effective: October 15, 2009

TABLE OF CONTENTS

CHAPTER 1: INTRODUCTION TO COMPREHENSIVE PLANNING 1
CHAPTER 2: ISSUES AND OPPORTUNITIES "LET'S TALK ABOUT MUKWONAGO" 12
CHAPTER 3: "INTERGOVERNMENTAL COOPERATION ELEMENT" 24
CHAPTER 4: "HOUSING ELEMENT" 32
CHAPTER 5: "AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES" 42
CHAPTER 6: "TRANSPORTATION ELEMENT" 50
CHAPTER 7: "UTILITIES AND COMMUNITY FACILITIES ELEMENT" 57
CHAPTER 8: "ECONOMIC DEVELOPMENT ELEMENT" 73
CHAPTER 9: "LAND USE ELEMENT" 86
CHAPTER 10: "DOWNTOWN LAND USE" 105
CHAPTER 11: "IMPLEMENTATION ELEMENT" 114
APPENDICES..... 119



CHAPTER 1: INTRODUCTION TO COMPREHENSIVE PLANNING

The Village of Mukwonago is a dynamic community that has grown from a trading center to a thriving Village in Southwestern Waukesha County. Analyses and evaluations of data specific to the Village and surrounding areas within each of the Comprehensive Plan Elements will make continued sustainable growth possible.

This Comprehensive Plan balances the needs and concerns of the Village residents with the benefits of the natural environment to accomplish a product that will serve as a guide for future development that preserves the amenities desired by the existing population within the Village as well as future residents of the Village.

Elements to a Comprehensive (Smart Growth) Plan include:

- Issues and Opportunities
- Intergovernmental Cooperation
- Housing
- Agricultural, Natural, and Cultural Resources
- Transportation
- Utilities and Community Facilities
- Economic Development
- Land Use
- Implementation

Village of Mukwonago Comprehensive Plan

The Village of Mukwonago is a community at entire Southeastern Wisconsin and with continual development come the continually increasing costs of providing municipal services to residents and property owners within the Village. This plan is intended to provide a Plan from which Village Officials will guide future development and services.

PURPOSE

This Village of Mukwonago Comprehensive Plan was prepared pursuant to Section 66.1001 of the Wisconsin Statutes, which requires all Wisconsin municipalities to adopt a comprehensive plan or Smart Growth Plan by 2010. The law requires that the following nine elements be addressed in a comprehensive plan: issues and opportunities; housing; transportation; utilities and community facilities; agricultural, natural, and cultural resources; economic development; intergovernmental cooperation; land use; and implementation.

Prior to the development of this plan, the Village adopted two previous comprehensive plans titled “Vision 2000: Gateway to the Best of Wisconsin” (1992) and “Designing Mukwonago” (2000). The purpose of this comprehensive plan is to enhance previous planning efforts and to provide the Village and environs with a strategic long-range vision and objectives, policies, goals, and programs to guide the Village’s growth and development through the year 2025.

LOCATION

The Village of Mukwonago covers slightly more than 5150 acres, or 8.1 square miles, in southwest Waukesha County and a small portion of Walworth County as shown on Map 1-1. The Village is home to several distinctive natural features and settings including Phantom Lake, the Fox River, the Mukwonago River, and the Vernon Marsh. It includes two major transportation corridors, I-43 and STH 83 and the historical crossroads of STH 83 and CTH ES, which

intersect in the Village’s Downtown. The Village is located approximately 30 miles southwest of Milwaukee, 70 miles southeast of Madison, and 95 miles northwest of Chicago, Illinois. Immediately surrounding the Village are the communities of the Town of Mukwonago the Town of East Troy, the Town of Vernon, the Town of Waterford, and Racine County.

The Village was originally a rural settlement, but has transitioned over the past 10 years into a more suburban development pattern. It’s in close proximity to Milwaukee, Madison, and Chicago and natural environment make the Village attractive to families and businesses. For these reasons, the Village experienced tremendous population growth through the late 1990’s, a trend which is expected to continue through future annexation and development.

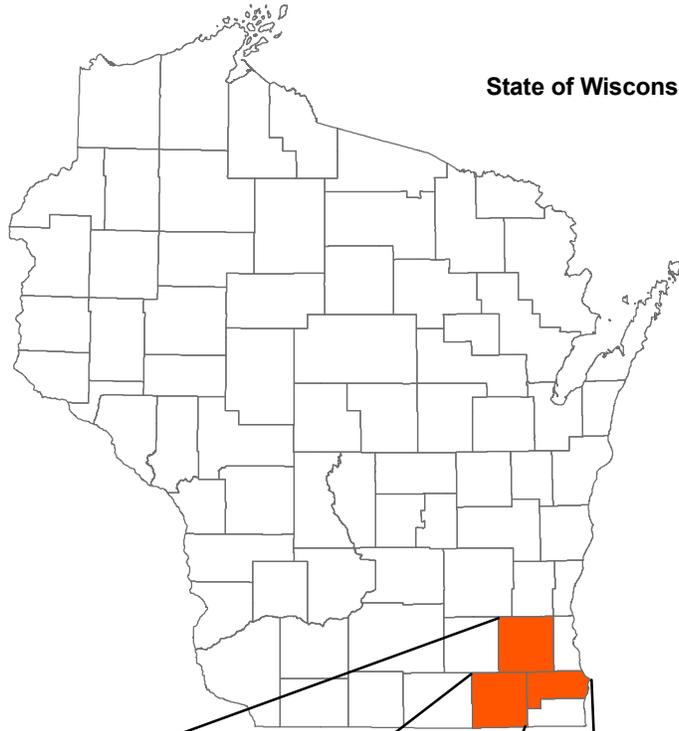
COMPREHENSIVE PLAN AREA

The geographic extent of the planning area must be determined prior to preparing a Comprehensive Plan. There are several scenarios that could be used to determine the extent of the Comprehensive Plan as illustrated on Map 1-2 including:

1. The land within the current Village limits;
2. The land within the Village limits and the land that could be attached to the Village based on the existing Boundary Agreements reached with the Town of Mukwonago and the Town of East Troy;
3. The land within the current Village limits and all lands within current extraterritorial review jurisdiction extending 1.5 miles from the Village limits into each of the neighboring townships.

Map 1-1: Location Map

State of Wisconsin



Waukesha County

Village of
Mukwonago



Racine County

Walworth County

**Waukesha, Walworth,
and Racine Counties**

December 2008

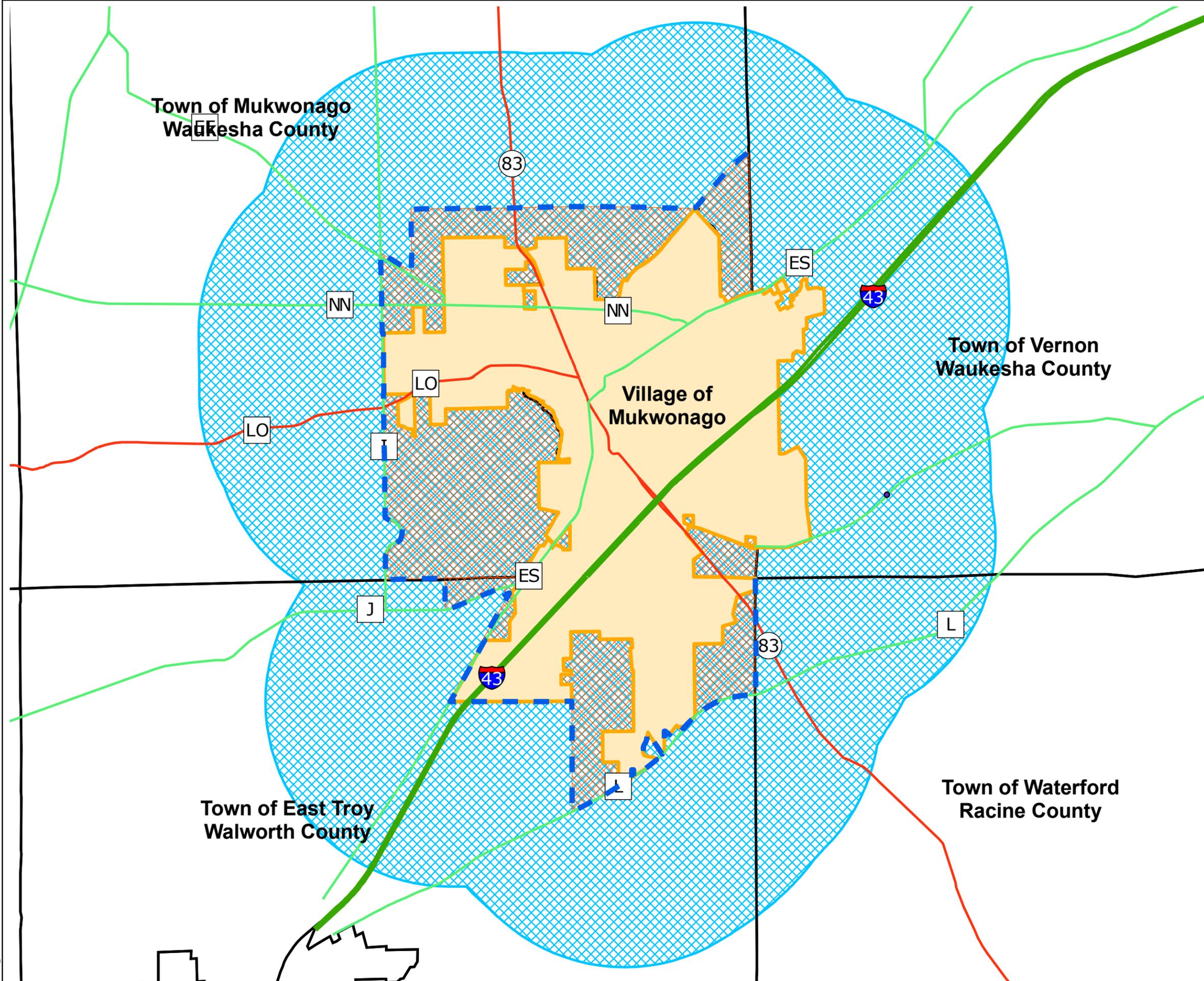
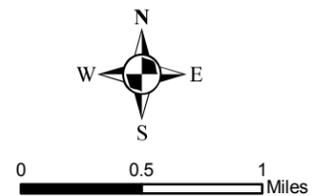
Map 1-2 Planning Area

Village of Mukwonago
Waukesha County, Walworth County

Legend

- Ultimate Village Boundaries pursuant to Boundary Agreements reached with the Town of Mukwonago and the Town of East Troy
- Interstate 43
- County Highway
- State Highway
- A. Current Village Limits
- B. Boundary Agreement Limits
- C. Extraterritorial Plat Review Jurisdiction

NOTE: Planning Area based on 1.5 mile extraterritorial planning jurisdiction in the surrounding Townships



IACAD_DWG1/202154

SOURCE:

December 2008

Village of Mukwonago Comprehensive Plan

The Village determined that based on the development patterns and the regional nature of the Comprehensive Plan, that all lands within the extraterritorial review jurisdiction are included in the Planning Area to coordinate future growth patterns with the neighboring townships.

VILLAGE HISTORY

The Village of Mukwonago was first settled by the Potawatomi Indians in the 1700's. The Potawatomi's settled along the Fox River where the Village is now located and called it Mukwonago or "Place of the Bear". In the spring of 1836, Sewall Andrews and Henry H. Camp built their homes just northwest of the Indian Village, which was the Village's first plat. Soon afterward, more residents began developing homesteads and businesses in the area. The Andrew's house still stands today and is now home to the Mukwonago Museum.

"The Village was founded as a meeting place, residential center in a farming community! This ambiance has brought most people to this place."
~anonymous, survey response

For the duration of the 19th Century, Mukwonago grew as a farming community. In 1885, construction of the Wisconsin Central Railroad, which runs through the Village, provided farmers with transportation and distribution of their crops. During this period, milk processing was the main economic activity.

In the early 1900's, the character of Waukesha County began changing from an agricultural-only region, to include resort and tourist activities. Travelers from Milwaukee, Chicago, and all over the country came to enjoy the fresh water springs located throughout the Town of Mukwonago. The Village of Mukwonago was incorporated and separated from the Town of Mukwonago in 1905.

Throughout the 1970's and 1980's, an influx of new homes began to encompass the Village. Construction of Interstate 43 (the Rock Freeway) from Milwaukee passing through Mukwonago toward Beloit, aided this influx of new residents. In the mid-1980's, the Village of Mukwonago made the commitment to invest in industrial development. The Mukwonago Industrial Park (176 acres) was established in 1986 and sold its last available lot in 1999.

In the 1990's, two major retailers anchored the Village—Wal-Mart Discount Retailer to the south and Pick 'N Save Grocery to the north. Many smaller strip mall developments were constructed on the south end of the Village, which cluster around Wal-Mart. A renewed interest in residential development also marked the late 1990's. Two large single-family subdivisions, Meadow View Estates and Two Rivers, were constructed. Meadow View Estates now sits on what was the Small Farm near Downtown Mukwonago. Two Rivers is located on the east side of the Village and is bordered by the Fox River.

Today, similar to all of Southeastern Wisconsin especially Waukesha County, the Village of Mukwonago is experiencing tremendous residential and non-residential development pressures. The Village annexed land from the Town of Mukwonago, Town of Vernon, and the Town of East Troy (Walworth County) and expanded its borders in all directions. Boundary agreements are in effect with the Town of Mukwonago and the Town of East Troy, which provide direction and limit the Village's future land annexations. Several new subdivisions have developed or are in the process of being developed including: Fairwinds, the Orchards, Minor's Homestead, Minor's Homestead II, and Fox River View Estates. Reflecting nationwide trends, new condominium development is also on the rise in the Village. The Village approved construction of a few major condominium developments such as Hawks Ridge and Edgewood Meadows. Rental

and apartment construction slowed considerably since the 1990's.

"Have lived in the Village 3 years and so far have come to appreciate the charm, rustic appearance, the quietness & peacefulness – compared to the larger city, it's absolutely priceless."
~anonymous, survey response

The Village continues to attract interest in commercial and industrial development. In 2003, the Village approved the creation of Tax Increment District (TID) #3, which encompasses the northeast area of the I-43

and STH 83 corridor. TID #3, also known as the "Gateway District", is a mix of commercial, industrial, and office space and has two main tenants—Home Depot and Super Wal-Mart. On the north end of the Village, commercial development continues to extend north along STH 83. Downtown Mukwonago saw the construction of a new Walgreen's in 2004, but continues to mainly attract small, locally owned retailers. Main Street or CTH ES, which extends south toward East Troy, provides opportunity for both infill and redevelopment opportunities.

Village of Mukwonago Comprehensive Plan

Historical Growth of Village

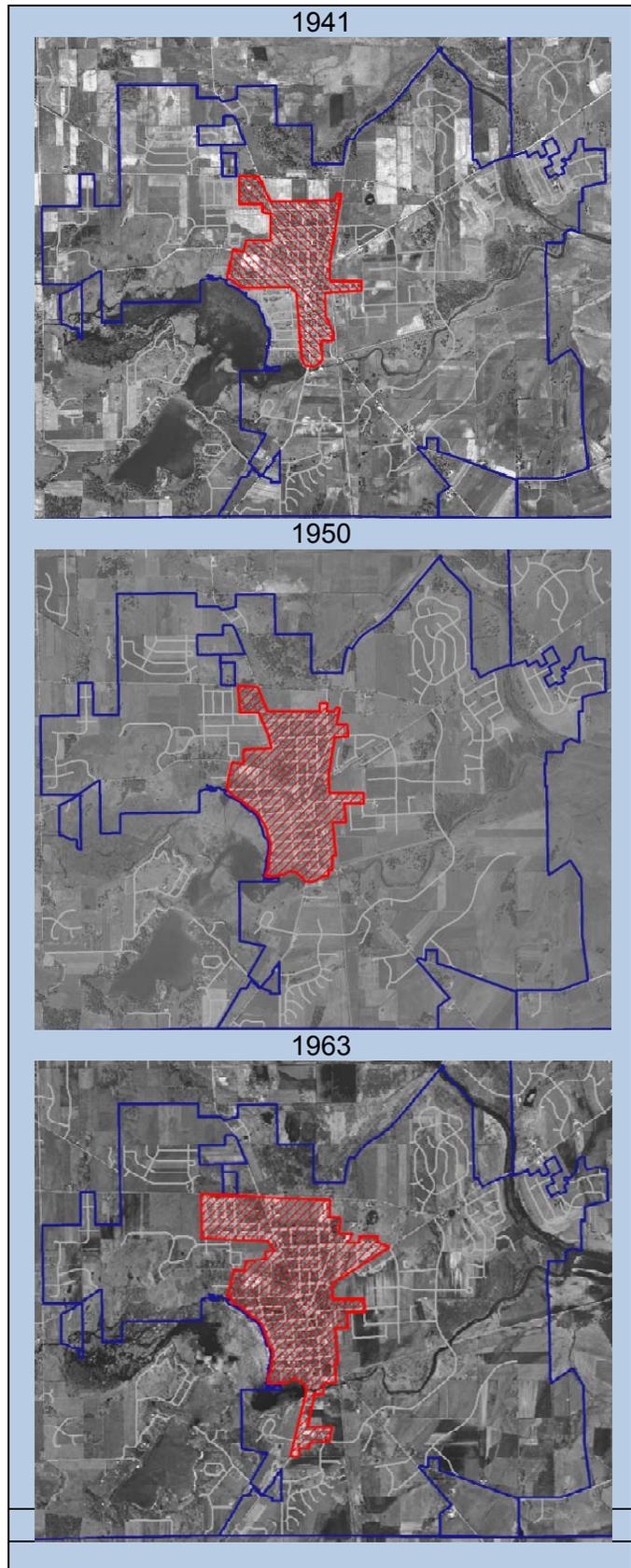
The Potawatomi Indians first settled the Village in the 1700's. Other pioneers soon began settling in the area utilizing the rich soils creating a farming community. The Village continued to grow with businesses, establishments, and residential neighborhoods in a centralized area adjacent to the railroad.

An analysis of the aerial photography provides a clear perspective of development in a time series. The following photos of the Village illustrate the current Village Boundaries in blue, right-of-ways, and the developed area within the Village depicted in red. The aerial photographs of the Village have been collected by Waukesha County.

The aerial photograph of the Village in 1941 illustrates a small area of development adjacent to the railroad and at the crossroads of the current State Highway 83 and County Trunk Highway ES. Very distinctive in the photograph is the vast amount of farmland surrounding the developed area of the Village.

The following picture illustrates the Village in 1950. In the nine previous years development had extended from the core of the Village to Upper Phantom Lake. Currently the area mostly classified as residential land uses, which is likely how the neighborhood was initially developed.

In the years leading to 1963 development continued to expand the Village south along what is now known as Main Street in the Village. Residential neighborhood development extended the northern portions of the developed areas.

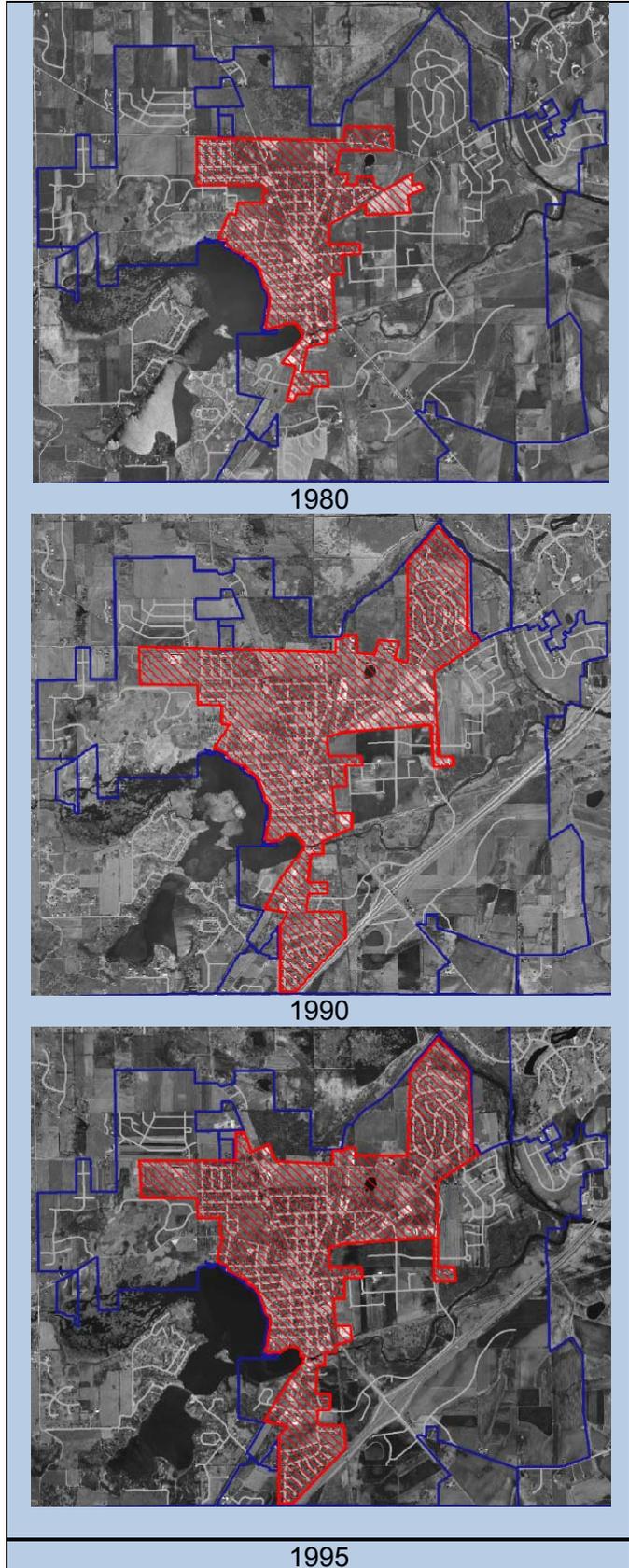


1970 brought additional development in areas now occupied with uses classified as industrial and institutional in the northeast portion of the Village along what is now known as CTH ES. The remainder of the land surrounding the Village remains as agricultural land uses as shown in the photograph.

During the 1970's the Village experienced significant development progress in many facets including transportation uses, residential, and institutional uses. Interstate 43 was extended along the southern portion of the Village allowing direct access from the Milwaukee area to the Beloit area as shown in the 1980 photograph. In addition to the Interstate, large residential developments to the north and south of the center of the Village have been developed. The southern residential development extends to the Interstate, while the northern subdivision is adjacent to the current Village limits. The northwest portion of the Village shows development of the high school.

The 1980's are identifiable by many as a period with a national recession and extremely high interest rates. The population of the Village grew only 11 percent during the 1980's down from almost 70 percent during the 1970's. The aerial photograph of 1990 shows very little expansion and development from 1980

The Village experienced the first real development of the area around the interchange. Development included the business and multi-family uses on the western side of STH 83 near the interchange; the Whispering Bay Condominiums began construction; and additional development slowly extending toward the north along STH 83 expanding the Village.

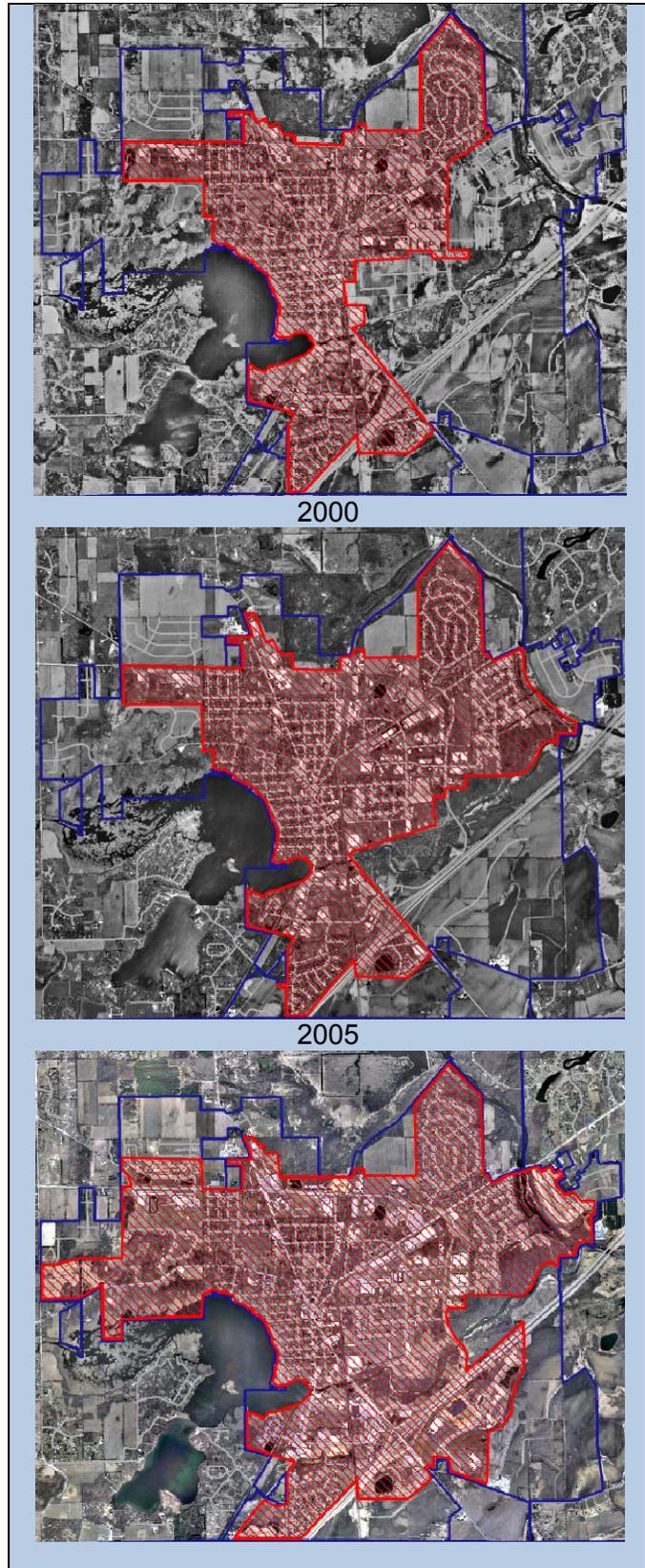


Village of Mukwonago Comprehensive Plan

During the later 1990's the Village investment in industrial development is clearly illustrated in the aerial photograph of the year 2000. The area west of the center of the Village is shown with significant development in the Mukwonago Industrial Park. Significant residential development included the Two Rivers subdivision where the Fox River and Mukwonago River meet.

Early development in the 2000's included the introduction of the Tax Incremental Financing District Number 3 (TID #3) south of Interstate 43. Major residential development included the Fox River View subdivision and the Minor's Homestead Subdivision.

The Village began as a compact settlement of the Potawatomi Indians and continued the trend of a compact Village when incorporated in 1905 near the intersection of trade routes and the railroad. As illustrated from 1941 through 2005 the Village continues to be a compact Village expanding outward from the center to ensure that Village services are available and affordable for all residents. One desirable outcome of the Comprehensive Plan is through implementation, the Village will continue to expand in a logical and economically feasible fashion with the residents best interests in the forefront.



GOALS

In order to effectively plan for the future of the Village, goals, objectives, and policies must be prepared that will ultimately guide the planning process and land use decisions in the future in accordance with the vision of the Village. These goals, objectives, and policies will ensure that all future development decisions reflect the collective interests, or vision, of the Village. During the planning process it is important to understand the meaning of the goals, objectives, and policies. For this Plan, a *goal* is the desired outcome of the planning process. *Objectives* represent general justification toward the need to meet the stated goal. Finally, the *policies* are specific actions that will assist in the Village accomplishing individual benchmarks that when attained jointly, result in the complete success of the goal.

Goals, objectives, and strategies were an integral part of land use planning in the Village in the “Designing Mukwonago” Plan from 2000. These goals, objectives, and strategies were formulated to guide future development and redevelopment toward the vision of the Village. Similarly, goals, objectives and policies from this plan will guide development into the future.

The Village of Mukwonago identified an overall goal to guide the planning process and future development. In addition to the overall goal of the Comprehensive Plan, specific goals, objectives, and policies are identified within each of the components of the Comprehensive Plan.

The overall goal of the Village of Mukwonago comprehensive planning process is:

To develop a long-range Comprehensive Plan that identifies the potential opportunities and challenges facing the Village of Mukwonago and serves as a guide for sound development and community planning.

To achieve the overall goal, the Comprehensive Plan should meet the following basic goals:

1. To preserve and enhance the Village’s quality of life including its historical identity, its small town atmosphere, its community events, and its traditional downtown.
2. To protect and preserve the Village’s sensitive ecosystems and cooperatively support environmental quality of the surrounding region.
3. To provide outdoor recreational opportunities for Village residents of all ages through the development and maintenance of Village parks, recreational areas, trails, and open space.
4. To provide health and recreational programming for youth and adults and encourage private facilities to provide such programming.
5. To maintain the accepted levels of public services for residents and business owners in a fiscally conservative manner being able to withstand the ever-fluctuating economic marketplace.
6. To develop a land use plan that provides ample new development opportunities and identifies redevelopment opportunities.

7. To provide a variety of housing options in the Village that are affordable for residents of various socioeconomic income levels including first-time homebuyers and public servants.
8. To attract and retain high quality development that enhances and diversifies the Village's economic base.
9. To support the long-term economic vitality and viability of the Village's downtown.
10. To promote and provide multi-modal transportation including public transportation throughout the Village and its neighboring communities.
11. To promote a sustainable downtown that balances the need for public investment and a revitalized atmosphere of economic development taking advantage of opportunities to attract new businesses to underutilized storefronts.
12. To track desirable development throughout the Village with a focus on the Gateway District and beyond.
13. To maintain and improve intergovernmental cooperation efforts with neighboring municipalities to provide efficient and cost-effective community services, infrastructure, and facilities.

PROCESS

The Village began updating its Comprehensive Plan in August 2005. A broad range of public participation and input was sought during the process of updating the Comprehensive Plan including general guidance comments during the Plan Commission meetings and surveys.

The Plan Commission spearheaded the update to the Comprehensive Plan in the Village of Mukwonago. Each of the elements, or chapters, were discussed at length during Plan Commission meetings. The public had an opportunity to impart comments and valuable information at each of the Plan Commission meetings.

Surveys are a way to gather input from everyone in the Village regardless of the participant's preference or inability to attend Plan Commission meetings. A survey was mailed to each address in the Village on April 12, 2007. Two separate surveys were conducted in updating the Comprehensive Plan. One survey was created to gather responses from residents of the Village, while a separate survey was designed to gather input from the businesses within the Village. Table 1-1 shows the level of input gathered from the surveys.

"Please send out more surveys such as this one. It makes us feel like our opinions are being heard & matter. Thank you!"

~anonymous, survey response

The number of surveys completed and returned indicates that residents and business owners have a reasonably strong preference and interest in the outcome of the Comprehensive Planning process. Although there was not a 100 percent response rate, 609 survey responses allows the Village to have a 95 percent confidence level in the responses to the survey questions. Therefore, the Village is able to refer to the survey results for assistance with planning for future land use patterns. Tabulated results from the resident and business surveys are found in Appendix A.

Table 1-1: Survey Responses

	Number of Surveys Mailed	Undeliverable for several reasons	Returned and Completed
Business Survey	370	79	73
<i>Percentage</i>			25.1%
Residential	2,512	182	536
<i>Percentage</i>			23.0%
Total	2,882	261	609
<i>Percentage</i>			23.2%



**CHAPTER 2:
ISSUES AND OPPORTUNITIES
"LET'S TALK ABOUT MUKWONAGO"**

The advancement of the Village is directly related to the progression of the residents of the Village. The issues and opportunities chapter of the Comprehensive Plan focuses directly on the characteristics of Village residents and are more aptly named "Let's Talk About Mukwonago."

"Let's Talk About Mukwonago" delves into historical data of the Village including population, housing and employment while also considering trends from those statistics to gain an understanding of what the needs of the residents will be in the future.

Comprehensive Plan Elements

- **Issues and Opportunities**
- Intergovernmental Cooperation
- Housing
- Agricultural, Natural, and Cultural Resources
- Transportation
- Utilities and Community Facilities
- Economic Development
- Land Use
- Implementation

PURPOSE

“Let’s Talk About Mukwonago” serves as the issues and opportunities element of the Village’s Comprehensive Plan. The purpose of this chapter is to provide background information on the Village of Mukwonago and a statement of overall objectives, policies, goals, and programs to guide the Village through future development and redevelopment through the year 2025. This chapter includes information on the following demographic trends and characteristics of the Village:

- Population Projections
- Household Projections
- Employment Projections
- Demographic Trends
- Age Distribution
- Educational Levels
- Income Levels
- Employment Characteristics

LET’S TALK ABOUT MUKWONAGO

Demographic data provides a snapshot in time of the population, housing, employment, etc. By utilizing historic demographic data projections are possible. These projections enable general trends or projections to be established related to the residents of the Village. When planning for the future of the Village projections are utilized to ensure sufficient land is planned for residential and nonresidential land uses.

The provision of Village services is also dependent upon planning into the future. Since the majority of the Village area and population are within Waukesha County, comparisons of the Village trends mostly relate to that of Waukesha County rather than Walworth County.

POPULATION GROWTH TRENDS AND POPULATION PROJECTIONS

Since 1970, the Village of Mukwonago population has grown at a faster rate than that of Waukesha County as shown on Table 2-1. Between 1970 and 2000, the Village growth rate was 160 percent compared to Waukesha County’s growth rate of 56 percent. The rapid growth of the Village continued between 1990 and 2000 with the Village population increasing by 38 percent compared to Waukesha County at 18 percent. In years past, the Village’s growth rate not only exceeded that of Waukesha County, but also exceeded those of its neighboring communities. With the exception of the Town of Mukwonago, the Village’s population increased at a faster rate than the Village of East Troy, the Town of East Troy, and the Town of Vernon until 2000. In 2000, the Village’s population was 6,162 and as of January 1, 2008 the population was estimated to be 6,953.

Table 2-1: Historical Population Trends

Year	Population				Percentage Growth	
	1970	1980	1990	2000	1970 - 2000	1990 - 2000
Village of Mukwonago	2,367	4,014	4,464	6,162	160%	38%
Town of Mukwonago	1,930	4,979	5,967	6,868	256%	15%
Village of East Troy	1,711	2,385	2,664	3,564	108%	34%
Town of East Troy	2,743	3,583	3,687	3,830	40%	4%
Town of Vernon	2,857	6,372	7,549	7,227	153%	-4%
Walworth County	63,444	71,507	75,000	92,013	45%	23%
Waukesha County	231,335	280,203	304,715	360,767	56%	18%

Source: US Census Bureau

Note: Includes population in Waukesha and Walworth Counties.

The Wisconsin Department of Administration estimates the population of all municipalities yearly. Historically the estimated population has been fairly accurate pending special circumstances. Circumstances that cause drastically inaccurate population estimates include unforeseen annexations, building moratoriums, or very large developments in smaller communities. The most current estimates indicate that the Village exceeded the population projected by the Wisconsin Department of Administration for the year 2010. The Town of East Troy is also growing faster than anticipated as shown in Table 2-2. Table 2-2 shows the estimated population and the percentage of the estimated 2008 population in relation to the 2010 projected population. Therefore, a

community would likely have 80 percent of the 2010 projected population by 2008 to maintain a pace to experience 100 percent of the projected growth by 2010.

The Town of Vernon and Village of East Troy are growing at a pace to meet the projected 2010 population, while the Town of Mukwonago, Walworth County, and Waukesha County are growing a little slower than the 2010 projected population.

Looking ahead to the year 2030, it is expected that the Village population will continue to increase but at a slower rate than its growth between 1970 and 2000 as identified on Table 2-3. By 2030, the Village population is expected to grow to 8,544 or a 39 percent increase. Although, based on

Table 2-2: Current Population Estimates

Year	Population			
	Census 2000	Estimate 2008	Projection 2010	Percentage ⁽¹⁾
Village of Mukwonago	6,162	6,953	6,952	100.1%
Town of Mukwonago	6,868	7,558	7,930	65.0%
Village of East Troy	3,564	4,172	4,217	93.1%
Town of East Troy	3,830	3,953	3,949	103.4%
Town of Vernon	7,227	7,450	7,464	94.1%
Walworth County	92,013	101,315	104,544	74.2%
Waukesha County	360,767	382,697	392,198	69.8%

⁽¹⁾ Estimated population growth based on the change from 2000 to 2010 projected population
January 1, 2008 Estimated Population as a Percentage of 2010 Projected Population
Source: US Census Bureau & Wisconsin Department of Administration
Note: Includes population in Waukesha and Walworth Counties.

Table 2-3: Population Projections 2000 - 2030

Year	Population							Percentage Growth 2000 - 2030
	2000	2005 (est)	2010	2015	2020	2025	2030	
Village of Mukwonago	6,162	6,562	6,952	7,383	7,803	8,194	8,544	39%
Town of Mukwonago	6,868	7,490	7,930	8,348	8,756	9,134	9,466	38%
Village of East Troy	3,564	3,908	4,217	4,565	4,911	5,233	5,519	55%
Town of East Troy	3,830	3,908	3,949	4,016	4,081	4,128	4,150	8%
Town of Vernon	7,227	7,452	7,464	7,479	7,496	7,494	7,465	3%
Walworth County	92,013	98,809	104,544	111,086	117,606	123,544	128,664	40%
Waukesha County	360,767	377,905	392,198	407,003	421,489	434,657	445,784	24%

Source: US Census Bureau & Wisconsin Department of Administration
Note: Includes population in Waukesha and Walworth Counties.

Village of Mukwonago Comprehensive Plan

the projected population experienced between 2000 and 2008, the population of the Village may exceed the projected 2030 prior to the year 2030. Of the Village's neighboring communities, the Village of East Troy population is expected to grow the most at 55 percent while population in Walworth County is expected to grow by 40 percent by 2030.

As land continues to be developed in southwestern Waukesha County, it is natural that new development will push further south into Walworth County. With the exception of the Town of Mukwonago, which is expected to increase by 38 percent by 2030, the Towns of East Troy and Vernon are expected to essentially maintain their 2000 populations with very small projected increases of eight and three percent. The lower population growth rates in these Towns may be attributed to land being annexed into neighboring Villages.

Household Projections

The 2000 to 2030 household projections mirror the 2000 to 2030 population projections for the surrounding municipalities. The number of households in the Village and Town of Mukwonago are expected to grow by 46 percent, slower than the Village of East Troy at 67 percent and Walworth County at 61 percent. Household projections through 2030 are found on Table 2-4. The total number of households in Waukesha County is expected to grow by

31 percent by 2030.

DEMOGRAPHIC TRENDS: AGE DISTRIBUTION, EDUCATIONAL LEVEL, AND INCOME LEVEL

Age Distribution

The Village of Mukwonago consists of a relatively young population, however the median age of its residents increased over the years, Table 2-5. Between 1980 and 2000, the median age increased from 27.1 years in 1980, 31.4 years in 1990, and 33.9 years in 2000. While the median age increased, the Village's population is still younger than the Waukesha County median age of 38.1 years. The Village's female population tends to be slightly younger than its male population with a median age of 32.7 compared to 35.4 for males. The age of a population often is important for implications on the services a municipality offers its residents. For example, a younger population requires more services and amenities geared towards youth such as schools and parks and outdoor recreation space.

Figure 1 illustrates the age distribution of the Village graphically. The 1990 Village population is illustrated on the right side (red) with the 2000 population on the left (green). The major shifts in the makeup of the population are with the 20 to 24, 50 to 54, and the senior age brackets.

Table 2-4: Household Projections 2000 - 2030

Year	Households							Percentage Growth 2000 - 2030
	2000	2005	2010	2015	2020	2025	2030	
Village of Mukwonago	2,392	2,567	2,755	2,964	3,159	3,340	3,495	46%
Town of Mukwonago	2,184	2,410	2,584	2,755	2,913	3,058	3,180	46%
Village of East Troy	1,350	1,506	1,649	1,808	1,969	2,114	2,251	67%
Town of East Troy	1,427	1,483	1,521	1,566	1,610	1,641	1,666	17%
Town of Vernon	2,380	2,488	2,523	2,561	2,588	2,604	2,602	9%
Walworth County	34,505	37,822	40,614	43,690	46,802	49,548	52,098	51%
Waukesha County	135,229	143,485	150,802	158,529	165,520	171,774	176,772	31%

Source: US Census Bureau & Wisconsin Department of Administration

Note: Includes households in Waukesha and Walworth Counties.

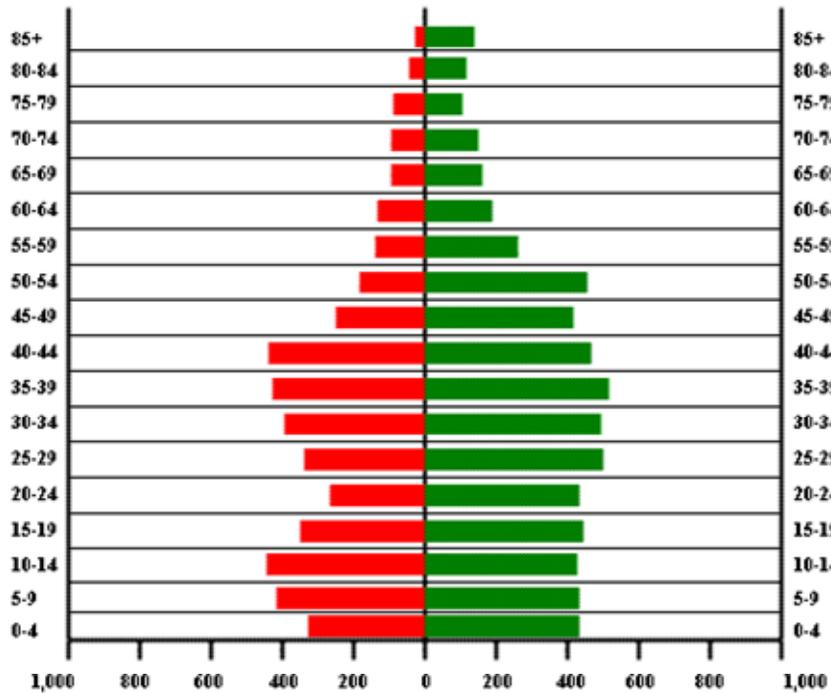
Table 2-5: Population by Age

Age Group	Village of Mukwonago		Waukesha County	
	2000	Percent	2000	Percent
Under 5 years	434	7.00	23,096	6.40
5 to 9 years	435	7.10	26,175	7.30
10 to 14 years	429	7.00	28,630	7.90
15 to 19 years	447	7.30	25,361	7.00
20 to 24 years	435	7.10	16,226	4.50
25 to 34 years	995	16.10	42,266	11.70
35 to 44 years	985	16.00	65,173	18.10
45 to 54 years	876	14.20	56,475	15.70
55 to 59 years	262	4.30	19,511	5.40
60 to 64 years	190	3.10	14,420	4.00
65 to 74 years	308	5.00	23,454	6.50
75 to 84 years	227	3.70	14,533	4.00
85 years and over	139	2.30	5,447	1.50
Median Age	33.9	n/a	38.1	n/a

Source: US Census Bureau

Figure 1:

1990-2000 Population Pyramid



Village of Mukwonago Comprehensive Plan

Typically, the 15 to 19 and 20 to 24 year old age brackets represent the population that is finishing high school and entering college. With many college students moving out of their parents' homes, these population cohorts typically show a decline. In 2000, there was not a major decline, which may be attributed to more college students commuting to school. The 50 to 54 year old age cohort has a significant spike, which may infer that the Village has suitable housing for empty-nesters seeking a smaller community. The senior age brackets in 2000 are considerably higher than 1990. This increase can be attributed to health care and people living longer as well as suitable housing in the Village for seniors.

As the Village of Mukwonago grows, it is also becoming a slightly more diverse population. Table 2-6 shows the race/ethnic composition of the residents in the Village. In 1990, the Village racial and ethnic make up of the Village was 99.4 percent White or Non-Hispanic compared to 98.2 percent in 2000. During this time, the Village increased in the number of Black or African American, American Indian and Alaska Native, Asian, and Hispanic or Latino residents.

Educational Attainment

Educational attainment of Village residents is slightly lower than that of Waukesha County as a whole. In 2000, the percent of the Village population with a high school diploma or higher was 88.7 percent compared to 92 percent for Waukesha County as shown on Table 2-7. The percent of the Village population with a bachelor's degree or higher was also lower at 24.2 percent compared to 34.1 percent for Waukesha County.

Table 2-8 shows the levels of secondary education of residents in the Village and surrounding communities. The Village of Mukwonago and its neighboring communities vary slightly in the percent of the population with high school degrees or higher and range from 86 percent to 93 percent. There is more variation among Village of Mukwonago and its neighboring communities regarding the percent of the population with a bachelor's degree or higher. The Village of Mukwonago falls in the middle with 24.3 percent, but the neighboring communities range from a high of 30.9 percent in the Town of Mukwonago to a low of 17.4 percent in the Village of East Troy. The entire area is lower than the Waukesha County average of 34.0 percent.

Table 2-6: Population by Race/Ethnicity

Variables	1990	2000	Percent of Population 1990	Percent of Population 2000	Percent Change 1990 - 2000
Total Population	4,457	6,162			38.25%
Race and Ethnicity					
White Alone	4,431	6,052	99.4%	98.2%	36.6%
White (multiracial)	*	41	N/A	0.7%	N/A
Black Alone	3	12	0.1%	0.2%	300.0%
Black (multiracial)	*	13	N/A	0.2%	N/A
American Indian Alone	6	15	0.1%	0.2%	150.0%
American Indian (multiracial)	*	22	N/A	0.4%	N/A
Asian Alone	10	22	0.2%	0.4%	120.0%
Asian (multiracial)	*	4	N/A	0.1%	N/A
Pacific Islander Alone	**	0	N/A	0.0%	N/A
Pacific Islander (multiracial)	*	1	N/A	0.0%	N/A
Other Race Alone	7	18	0.2%	0.3%	157.1%
Other Race (multiracial)	*	8	N/A	0.1%	N/A
No. reporting one race	*	6,119	N/A	99.3%	N/A
No. reporting more than one race	*	43	N/A	0.7%	N/A

Source: UW-Extension WisStatistics

Table 2-7: Educational Attainment

Educational Attainment	Village of Mukwonago		Waukesha County		Walworth County	
	Number	Percent	Number	Percent	Number	Percent
Less than 9th grade	122	3.0	5,537	2.3	3,049	5.2
9th to 12th grade, no diploma	339	8.3	13,873	5.7	6,155	10.6
High school graduate (includes equivalency)	1,187	29.2	66,651	27.6	19,459	33.5
Some college, no degree	1,041	25.6	54,483	22.6	12,857	22.1
Associate degree	395	9.7	18,492	7.7	3,961	6.8
Bachelor's degree	768	18.9	57,050	23.6	8,694	15.0
Graduate or professional degree	218	5.4	25,213	10.4	3,978	6.8
Percent high school graduate or higher	88.7	(X)	92	(X)	84.2	(X)
Percent bachelor's degree or higher	24.2	(X)	34.1	(X)	21.8	(X)

Source: UW-Extension WisStatistics

Table 2-8: Educational Attainment by Municipality

Municipality	Percent High School Degree or Higher	Percent Bachelor's Degree or Higher
Village of Mukwonago	88.7	24.3
Town of Mukwonago	92.6	30.9
Village of East Troy	86.1	17.4
Town of East Troy	89.7	22.8
Town of Vernon	93.1	21.0
Walworth County	84.2	21.8
Waukesha County	92.0	34.0

Source: US Census Bureau

Village of Mukwonago Comprehensive Plan

Income Levels

Income levels often indicate the expendable income of residents. Table 2-9 compares the income and wages of residents of the Village and Waukesha County as a whole. The median household income for Village residents in 2000 was \$56,250, which is lower than the Waukesha County median household income of \$62,839. As shown on Table 2-10, the percent of persons below the poverty level in the Village is also slightly higher than Waukesha County with

the Village at 3.1 percent compared to 2.7 percent for the County.

There is also significant variation in household median income among the Village of Mukwonago and its neighboring communities. Again, the Village of Mukwonago falls in the middle with a median income of \$56,250 compared to a high of \$75,067 in the Town of Mukwonago and a low of \$48,397 in the Village of East Troy.

Table 2-9: Income and Wages

Income	Village of Mukwonago	Waukesha County
Individual Median Income (\$)	\$28,935	\$31,372
Household Median Income (\$)	\$56,250	\$62,839
Households by Income Types:	2,462	135,450
Wage or salary	2,115	113,325
Self-employment	164	15,218
Interest, dividends, or net rent	1,208	79,088
Social security	510	32,452
Supplemental Security	48	2,609
Public assistance	9	956
Retirement	419	22,525
Other	393	16,792
Poverty Status		
Total families:	1,777	101,008
Income below poverty level	47	1,674
Total persons for whom poverty status is determined:	6,296	355,102
Total persons with income below poverty level	193	9,635
Percent of persons below poverty level	3.07%	2.71%
Total households:	2,462	135,450
Income below poverty level	86	3,962

Source: UW-Extension WisStatistics

Table 2-10: Median Household Income

Municipality	Median Household Income	Percent of Persons Below Poverty Level
Village of Mukwonago	\$56,250	3.1
Town of Mukwonago	\$75,067	1.3
Village of East Troy	\$48,397	2.3
Town of East Troy	\$61,486	2.9
Town of Vernon	\$71,366	1.7
Walworth County	\$46,274	8.4
Waukesha County	\$62,839	2.7

Source: US Census Bureau

Poverty levels in the area are generally low, with the lowest percentage of people below poverty level in the Town of Mukwonago of 1.3 percent. In 2000, the percentage of people below poverty level was 8.4 percent. The Town and Village of East Troy both had less than three percent of residents below poverty level.

EMPLOYMENT CHARACTERISTICS

This section will discuss employment characteristics in the Village of Mukwonago. In 2000, approximately 77.9 percent of the Village population 16 years and older were in the labor force. Of these, approximately 75.6 percent were employed and 2.3 percent were unemployed as shown on Table 2-11. The percent of the Village population of 77.9 percent is slightly higher than Waukesha County with 72.5 percent of the population in the labor force. Village

residents are also slightly more successful than Waukesha County residents as a whole to be employed. Over three quarters of Village residents reported being employed versus 70.4 percent of Waukesha County residents. Unemployment rates for both the Village and the County were similar at 2.3 and 2.1 respectively.

Approximately 80 percent of Village residents worked in 1999. According to the University of Wisconsin-Extension WisStatistics, on Table 2-12, 77 percent worked 35 hours or more per week, 18 percent worked 15 to 34 hours per week, and 5 percent worked 1 to 14 hours per week. Over half or 52 percent of Village residents 16 years and older reported working full-time, year-round in 1999. The remaining 48 percent reported working hours other than full-time, year round.

Table 2-11: Employment Characteristics

Employment Status	Village of Mukwonago		Waukesha County		Walworth County	
	Number	Percent	Number	Percent	Number	Percent
Population 16 years and over	4,857	100	277,331	100	73,753	100
In labor force	3,784	77.9	201,060	72.5	51,922	70.4
Civilian labor force	3,784	77.9	200,991	72.5	51,861	70.3
Employed	3,672	75.6	195,290	70.4	49,128	66.6
Unemployed	112	2.3	5,701	2.1	2,733	3.7
Percent of civilian labor force	3	(X)	2.8	(X)	5.3	(X)
Armed Forces	0	0	69	0	61	0
Not in labor force	1,073	22.1	76,271	27.5	21,831	29.6

Source: US Census Bureau

Table 2-12: Usual Hours Worked per Week (Village)

Usual Hours Worked Per Week	Amount	Percent
Total:	4,857	100%
Worked in 1999:	3,892	80%
Usually worked 35 or more hours per week:	3,013	77%
Usually worked 15 to 34 hours per week:	690	18%
Usually worked 1 to 14 hours per week:	189	5%
Did not work in 1999	965	20%
Work Experience		
Total:	4,962	100%
Worked full-time, year-round in 1999:	2,559	52%
Other:	2,403	48%

Source: UW-Extension WisStatistics

Village of Mukwonago Comprehensive Plan

In 2000, the Village of Mukwonago, Waukesha County, and Walworth County all demonstrated similar levels of employment by occupational category. By comparison on Table 2-13 each had the highest level of employment in management, professional, and related occupations. However,

Waukesha County as a whole had 40.4 percent employed in this category compared to the Village with 31.7 percent and Walworth County of 28.6 percent. The Village had higher percentage of employment in the construction, extraction, and maintenance and production, transportation, and material moving

occupations than Waukesha and Walworth Counties.

Between 1990 and 2000, Village experienced significant increases in all occupational categories except for farming, fishing, and forestry occupation, which dropped by 76 percent as shown on Table 2-14. The largest increases in employment occurred in the management, professional, and related occupations category, which increased by more than 139 percent followed by 102.2 percent growth in production, transportation, and material moving occupations, and 98 percent in service occupations.

Table 2-13: Occupations

Occupation	Village of Mukwonago		Waukesha County		Walworth County	
	Number	Percent	Number	Percent	Number	Percent
Management, professional, and related occupations	1,165	31.7	78,848	40.4	14,072	28.6
Service occupations	396	10.8	19,485	10.0	7,596	15.5
Sales and office occupations	938	25.5	55,471	28.4	11,841	24.1
Farming, fishing, and forestry occupations	11	0.3	268	0.1	470	1.0
Construction, extraction, and maintenance occupations	440	12.0	15,365	7.9	4,699	9.6
Production, transportation, and material moving occupations	722	19.7	25,853	13.2	10,450	21.3
Total	3,672	100	195,290	100	49,128	100

Source: US Census Bureau

Table 2-14: Village Occupational Comparison

Occupation	1990	2000	Percent Change
Total:	2,408	3,672	52.5
Management, professional, and related occupations:	487	1,165	139.2
Service occupations:	200	396	98.0
Sales and office occupations:	895	938	4.8
Farming, fishing, and forestry occupations	46	11	-76.1
Construction, extraction, and maintenance occupations:	423	440	4.0
Production, transportation, and material moving occupations:	357	722	102.2

Source: US Census Bureau

Source: UW-Extension WisStatistics

Figure 2: Village of Mukwonago Occupations (2000)

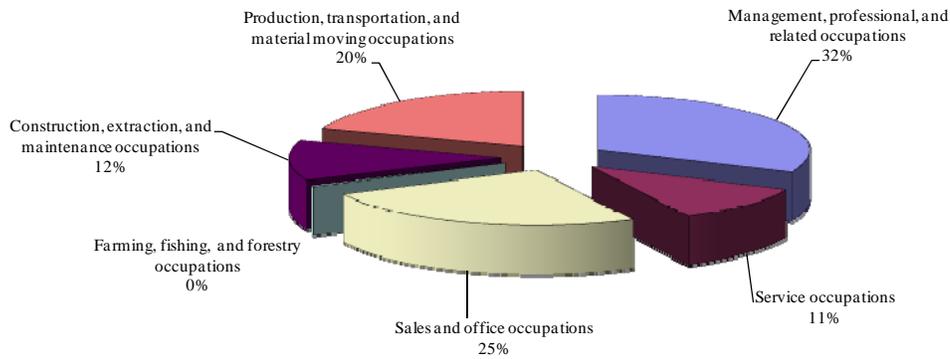


Figure 3: Waukesha County Occupations (2000)

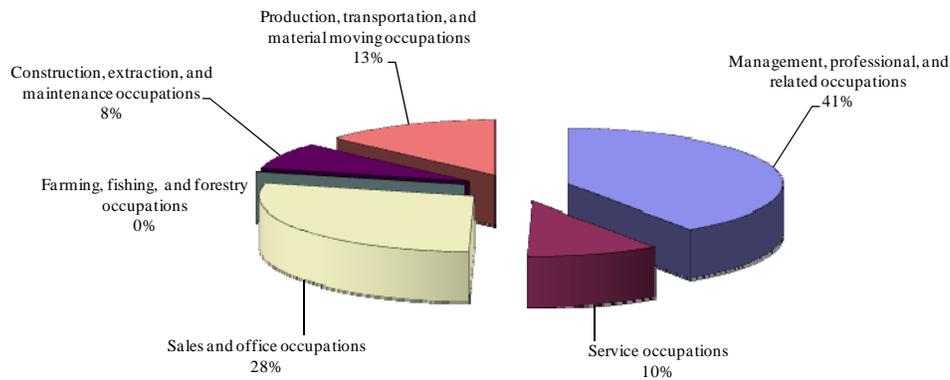
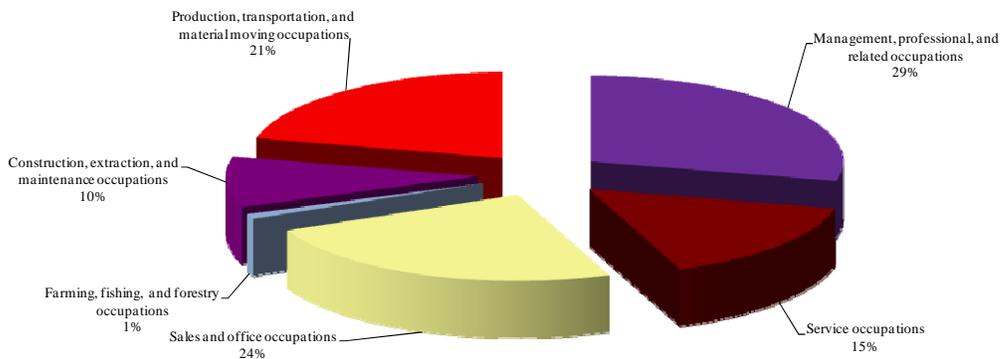


Figure 4: Walworth County Occupations (2000)



**Village of Mukwonago
Comprehensive Plan**

Industry of employment was also similar for the Village of Mukwonago, Waukesha County, and Walworth County. All three reported the highest employment levels in the industries of manufacturing with approximately one-quarter of all employment followed by educational, health, and social services at approximately 19 percent, and retail trade with approximately 12 percent.

The lowest percentage of employees is the agriculture, forestry, fishing and hunting and mining industry in both the

Village of Mukwonago and Waukesha County. The number and acreage of productive farmland throughout Waukesha County has declined for years. However, in Walworth County the lowest percentage of employees are in the information industry. Future development in Walworth County will impact the number of employees in the agriculture, forestry, fishing and hunting and mining industries.

Table 2-15: Employment by Industry

Industry	Village of Mukwonago		Waukesha County		Walworth County	
	Number	Percent	Number	Percent	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	18	0.5	867	0.4	1,218	2.5
Construction	325	8.8	12,236	6.3	3,562	7.3
Manufacturing	931	25.4	41,374	21.2	12,304	25.0
Wholesale trade	130	3.5	9,495	4.9	1,445	2.9
Retail trade	470	12.8	22,844	11.7	5,482	11.2
Transportation and warehousing, and utilities	192	5.2	7,965	4.1	2,176	4.4
Information	90	2.5	5,982	3.0	898	1.8
Finance, insurance, real estate, and rental and leasing	201	5.5	15,378	7.9	1,960	4.0
Professional, scientific, management, administrative, and waste management services	219	6.0	18,345	9.4	3,069	6.2
Educational, health and social services	731	19.9	38,621	19.8	9,202	18.7
Arts, entertainment, recreation, accommodation and food services	163	4.4	10,414	5.3	5,002	10.2
Other services (except public administration)	130	3.5	7,590	3.9	1,554	3.2
Public administration	72	2.0	4,179	2.1	1,256	2.6
Total	3,672	100	195,290	100	49,128	100

Source: US Census Bureau



CHAPTER 3: "INTERGOVERNMENTAL COOPERATION ELEMENT"

Intergovernmental cooperation includes agreements or arrangements between governmental and quasi-governmental agencies where coordination and cooperation offer economically feasible solutions to many issues. Agreements and arrangements between entities include school districts, State agencies, and special governing districts. This is an essential element for the Village of Mukwonago as there are many separate levels of government abutting the Village and portions of the Village are in both Waukesha and Walworth Counties. Services shared across municipal limits can provide opportunities to offer additional or enhanced services that the Village would otherwise not be able to provide.

Comprehensive Plan Elements

- Issues and Opportunities
- **Intergovernmental Cooperation**
- Housing
- Agricultural, Natural, and Cultural Resources
- Transportation
- Utilities and Community Facilities
- Economic Development
- Land Use
- Implementation

PURPOSE

The Intergovernmental Cooperation chapter is a required element to satisfy the Smart Growth Law. This Chapter satisfies the Intergovernmental Cooperation Element of State Statutes Section 66.1001. This Chapter will address:

- Adopted Village Plans
- Shared Service agreements with adjacent communities
- Agreements with governmental and quasi-governmental agencies
- Existing or potential conflicts between governmental agencies
- Comprehensive Plan Survey Results
- Goals, objectives, policies

Intergovernmental cooperation was clearly displayed during the writing of this Plan. During the summer of 2008 a significant rain event caused flooding throughout Southeastern Wisconsin. The floodwaters filled all surface water in the area and pressured the dam at the eastern end of Lower Phantom Lake until it nearly toppled. Protecting the health, safety, and welfare of the residents throughout the area continues to be of utmost importance to the Village staff, Wisconsin Department of Natural Resources staff, and Town of Mukwonago staff; all of which assisted in taking precautions during the storm event..

Although the dam is in the Village of Mukwonago, ramifications from the dam toppling would have negative impacts on numerous communities. For example, the majority of the Phantom Lakes shorelines are in the Town of Mukwonago and downstream from the dam is the Town of Vernon. The intergovernmental cooperation of the

communities could have potentially preserved lives and property from severe damage from the floodwaters had the dam been overcome with floodwaters.

ADOPTED VILLAGE PLANS

“Designing Mukwonago” is a Comprehensive / Master Plan for the Village of Mukwonago adopted in April, 2000. The Plan is intended to guide future development and redevelopment within the Village. Strategies related to transportation; overall growth residential, commercial, and industrial development; parks and recreation; and beautifying the Village are included to guide the Village into the future. Four separate amendments were adopted to the “Designing Mukwonago” Plan for separate areas of the Village. The amendments enabled the Village to study specific areas of the Plan or Village to expand or enhance the original plan.

1. In 2002 a plan was created for the area known as the Gateway District. The Gateway District is located south of Interstate 43 and was created to analyze the feasibility of creating a Tax Incremental Financing district.
2. Residential densities of the original “Designing Mukwonago” plan were more clearly identified in an amendment in 2003. The amendment categorized the future residential development into small, medium and large lot single family; historical residential; multi-family residential; and transitional residential.
3. In 2004, an amendment to the “Designing Mukwonago: plan offered land uses and road

- connectivity illustrations to effectively guide future development along the STH 83 corridor north of County Trunk Highway NN. The 2004 amendment included residential, commercial, and public land development.
4. The northeastern portion of the Village was specifically planned as an amendment to the “Designing Mukwonago” plan including the Edgewood Planning Area. Located south of CTH ES along Edgewood Avenue a range of residential densities were planned while preserving a natural drainageway through the site. The drainageway was planned as a natural buffer between future residential densities.

Through the amendments to the “Designing Mukwonago” Plan, the Village was able to continue to plan for, and adjust to, changing conditions within the Village and land adjacent to the Village. The lands adjacent to the Village could be attached or annexed to the Village in the future.

Storm Water Management Plan

The Village received grant funding to assist with the creation of a storm water management plan consistent with the Wisconsin Department of Natural Resources Standard 216 (NR 216). The storm water management plan will develop implementation strategies relating to the quality and quantity of the storm water throughout the Village.

Tax Incremental District No. 3

In January 2003 the Village adopted a Tax Incremental District (TID) of Interstate Highway 43 along STH 83, known as the Gateway District. The TID allows the Village to become a partner in the future development through the provision of funding and ultimately a portion of the infrastructure improvements necessary for future development including road improvements, extension of utilities, and storm water management facilities. After the infrastructure improvements, the Village was able to provide competitively priced industrial and retail sites with utilities available.

SHARED SERVICE AGREEMENTS

Due to the relative size of the communities in rural communities in southeastern Wisconsin, the ability for each municipality to provide essential services for residents can be a daunting task in the current economical environment. Many municipalities reached agreements or are in the process of reaching an agreement to assist, or receive assistance from a neighboring community with the provision of services ranging from sanitary sewer and water to fire and rescue services. The Village of Mukwonago reached agreements to provide, receive, and share services with several surrounding communities.

Mukwonago Fire Department

The Mukwonago Fire Department was established in 1913. The Village and Town of Mukwonago share fire department responsibilities of protecting, serving, and educating the public. Sharing fire department responsibilities and services allows for each municipality to have quality fire protection while eliminating the need for each municipality to own and operate separate fire stations, trucks, etc. There are two fire stations for the department

to staff with one station located in each community.

Mukwonago Community Library

The Mukwonago Community Library is owned by the Village and is part of the Waukesha County Federated Library System. Residents of surrounding communities are able to utilize the Mukwonago Community Library with a fee on their taxes based on use. By hosting a library within the Village and allowing residents of surrounding communities to utilize the resources, those communities do not necessarily need their own library.

Intermunicipal Agreement between the Village of Mukwonago and Town of East Troy

The Village of Mukwonago and Town of East Troy entered into an agreement on May 22, 2006 that provides for the sharing of municipal water between the two municipalities in the event one of the municipalities is in need of additional municipal water. The agreement identifies how the water will be transferred between communities and how the community needing the water will be billed for the water. A stipulation in the Intermunicipal Agreement states that the agreement shall end after a period of one year unless extended for one-year periods.

**AGREEMENTS WITH
GOVERNMENTAL AND QUASI-
GOVERNMENTAL AGENCIES**

Boundary Agreements with neighboring governments serve many purposes. The most widely known purpose of a Boundary Agreement is for Townships to protect land within the Town from annexation into a Village or City. Boundary Agreements also allow for Village's and City's to plan for adequate and logical growth and to plan for future municipal needs and services.

Four separate Townships within three separate counties surround the Village of Mukwonago. By current State Law, the Village cannot expand its boundaries into another county. Therefore, the Village cannot annex any land in the Town of Waterford since the Town is in Racine County. Subsequently there is currently not a need to establish a Boundary Agreement with the Town of Waterford.

Boundary Agreements

The Village of Mukwonago formally adopted Boundary Agreements with the Town of Mukwonago in Waukesha County and the Town of East Troy in Walworth County. The extent of the Village Boundaries and lands that could be attached to the Village in the future is illustrated on Map 3-1.

Town of Mukwonago

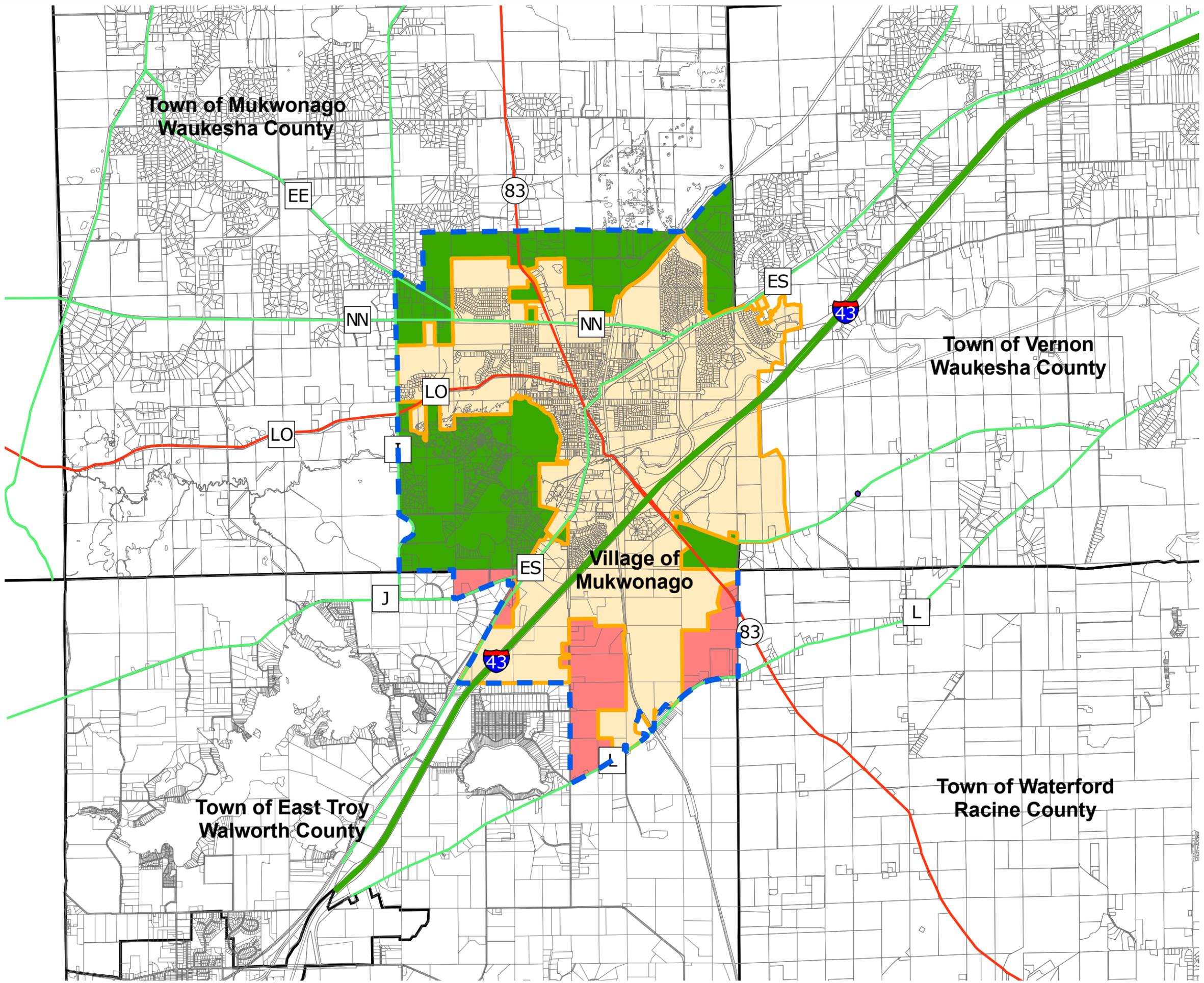
The Village and Town of Mukwonago entered into a Municipal Boundary Agreement on April 28, 2000 to satisfy an annexation dispute between the two municipalities. Through the Boundary Agreement, the governmental agencies agreed upon a maximum external boundary for the Village of Mukwonago. The Boundary Agreement also identifies a process for landowners to petition the communities to detach from the Town and be attached to the Village.

Town of East Troy

A Boundary Agreement was reached between the Village of Mukwonago and the Town of East Troy in 2005. The Boundary Agreement formally created a maximum external boundary of the Village in the Town of East Troy. A stipulation in the Boundary Agreement for a particular area north of the development along Miramar Road states that future development must be developed at a residential density of

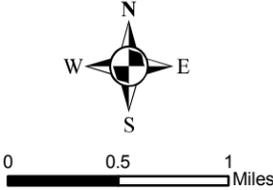
Map 3-1 Boundary Agreements

Village of Mukwonago
Waukesha County, Walworth County



Legend

- Current Village Limits
- East Troy Town
- Mukwonago Town
- Ultimate Village Boundaries
persuant to Boundary Agreements
reached with the Town of Mukwonago
and the Town of East Troy
- Interstate 43
- State Highway
- County Highway



December 2008

IACAD_DWG1/202154

SOURCE:

37,500 square feet per lot to provide a buffer from future development within the Village and the previously developed Miramar Subdivision. The Agreement is intended to be permanent, but will remain effective for not less than 30 years from when approved. The Boundary Agreement also identifies a process for landowners to petition the communities to detach from the Town and be attached to the Village.

Storm Water Utility District in the Tax Incremental Financing District #3

Within the Tax Incremental Financing District (TID), a storm water utility district was created for storm water management including both water quality and quantity. Although created by the Village, the utility district is able to collect revenues from the properties within the district to pay for the creation, operation, and maintenance costs related to the storm water within the district.

Mukwonago Area School District

The Mukwonago Area School District offers public education for all residents within the Village limits as well nine other municipalities. The school district has a student population of roughly 5,000 in six elementary schools, one middle school, and one high school. Clarendon Elementary, Park View Middle School, and Mukwonago High School are all located within the Village limits.

Phantom Lakes Management District (PLMD)

The PLMD is a quasi-governmental agency that conducts several operations to protect the Phantom Lakes. These operations include fish stocking, weed harvesting, and providing information for boating safety. The PLMD also continues to monitor the water quality of the lakes while looking after developments and development

proposals in the vicinity of the lakes to ensure groundwater and surface water remain protected.

Friends of the Mukwonago River

Although the Friends of the Mukwonago River organization is not a governmental agency, they have significant influence within the Village throughout the Mukwonago River watershed. Friends of the Mukwonago River seek to protect one of the remaining pristine waterways in the State. The Village actively seeks input from the Friends of the Mukwonago River regarding future development within the basin to minimize potential conflicts during the latter stages of review. The Village is also actively involved in assisting with the preservation of the river including stabilizing the shorelines.

Southeastern Wisconsin Fox River Commission

Similar to the Friends of the Mukwonago River organization, the Southeastern Wisconsin Fox River Commission is an organization focused on preserving the Fox River Basin. Input from the Southeastern Wisconsin Fox River Commission assist with the Village efforts to preserve the Fox River.

United States Post Office

A Post Office is located within the Village limits. This Post Office serves the residents of the Village as well as the surrounding communities.

EXISTING OR POTENTIAL CONFLICTS BETWEEN GOVERNMENTAL AGENCIES

Conflicts between neighboring communities commonly arise as each of the communities is seeking the most beneficial outcome for their residents. The Village of Mukwonago continues to experience such conflict.

Village of Mukwonago Comprehensive Plan

Mukwonago Fire Department

The Village and Town agreed upon shared services with the community library and fire department. A constant dialogue takes place between the communities related to the levels of funding and services that each of the communities provide and receive to ensure cooperation and to resolve conflicts.

Mukwonago Community Library

The Village allows residents of the surrounding municipalities to utilize its public library with fees attached to tax bills based on usage. The ever-growing concern by most residents of the Town and Village relates to their level of taxation that may be the foundation from which a conflict arises.

Boundary Agreement with the Town of Vernon

The Village has been seeking a Boundary Agreement with the Town of Vernon for more than ten years. One major issue that has not been resolved is the provision of sewer service via gravity flow to portions of the Town.

Extraterritorial Plat Review Jurisdiction

The Village has statutory authority as an approving agency for land divisions within 1.5 miles of the Village boundary in the adjacent Towns. Conflicts between governmental units arising based on the ability to divide land can be contentious. The Village and surrounding Towns should consider developing cooperative agreements that specifically identify future authority of land divisions.

Extraterritorial Zoning

Extraterritorial Zoning is similar to extraterritorial plat review jurisdiction in that the area involved with extraterritorial zoning can extend 1.5 miles into the neighboring Town. When a city or village intends to implement extraterritorial zoning a joint committee

must be formed to make recommendations. The intent of extraterritorial zoning is to eliminate or minimize conflicts between governmental units by utilizing a committee made up of members from each community; however, conflicts may arise through the creation of a joint land use plan and implementing the recommendations from the committee. If the Village intends to utilize extraterritorial zoning, guidelines to eliminate future conflicts must be incorporated into the recommendations from the committee.

Wisconsin Department of Transportation

State Trunk Highway 83 (STH 83) is a main artery through the Village and a central location of many downtown buildings and businesses. Through long-range planning of the transportation routes through Southeastern Wisconsin the Wisconsin Department of Transportation desires an expansion of STH 83 to four lanes. The Village, including many business owners and residents desire that STH 83 remains two lanes to prevent adverse effects including: buildings that may need to be demolished for roadway; increased traffic and traffic speeds; and the overall loss of a pedestrian friendly downtown.

Wisconsin Department of Natural Resources (WDNR)

The Village has been identified as a Phase II Community for the WDNR to administer the Federal Clean Water Act. The conflict continues with the Village supporting growth and development and the WDNR applying policies to preserve the water quality throughout the State. A balance between future developments within the Village, individual's property rights, and the preservation of water quality is necessary to promote a sustainable Village.

Shared Service Agreements

The Village entered into shared service agreements with the surrounding Towns for the provision of several services. Negotiating the existing shared service agreements and potentially additional shared service agreements typically involves conflicts between municipalities. When these conflicts are resolved, shared service agreements can be adopted.

COMPREHENSIVE PLAN SURVEY RESULTS

Several questions from the public participation survey are directly related to intergovernmental cooperation. The results of the survey should serve as guidance to Village officials when considering intergovernmental agreements.

Transportation

A question in the survey asked about the potential expansion of STH 83 through the Village. More than 60 percent of the residential responses do not support STH 83 expansion. The business community had a differing opinion with 55 percent in favor, 34 percent opposed, and approximately ten percent having no opinion for widening STH 83.

Multi-modal transportation is a major issue being pursued by civic leaders throughout southeastern Wisconsin. A majority of survey responses indicate support for multi-modal transportation

such as vehicular (personal automobiles and paratransit) as well as non-vehicular including walking and biking. There were not clear results in support or against public transportation. Each of the modes of transportation requires intergovernmental cooperation in order to travel throughout the region.

Public Services

An extremely high percentage, more than 82 percent, were either very satisfied or satisfied with the fire protection and public library service. The Fire Department and community library are shared with the Town of Mukwonago.

Other services that could be considered for shared service agreements with a high percentage of satisfaction include the police protection, snow removal, garbage service, and recycling service.

The Town of Mukwonago Recreation Program is open to residents of the Village. Responses from the survey do not clearly indicate whether the programs are sufficient for Village residents. Many residents feel that the cost and location to participate in the Park and Recreation Department of the Town is not reasonable based on a shared service agreement. Continued intergovernmental cooperation with the Town will enable Village residents to further participate in the Town of Mukwonago Recreation Program.

GOALS, OBJECTIVES, POLICIES

Goal: The Intergovernmental Cooperation Goal of the Village of Mukwonago is to continually seek opportunities for providing services more efficiently, and to provide a Comprehensive Plan that recognizes the needs of neighboring government jurisdictions.

Objectives:

- Promote an efficient and compact development pattern where municipal services such as sewer and water are available also preserving agricultural land outside of the Village limits where municipal services are not available.
- Continue promoting the expansion of efficient shared services including police, street maintenance, snow plowing, etc. to reduce costs for residents of each community while providing for the safety and wellbeing of all residents.
- Promote an open discussion with neighboring Towns to ensure compatible land uses are planned and located in separate reviewing jurisdictions.

Policies:

- Conduct quarterly meetings with Village and Town staff members to ensure the efficiency and compatibility of the shared services remains.
- Consider extending sewer and water service into portions of the surrounding townships as a potential revenue source for the Village.
- Continue to work with Wisconsin Department of Transportation, Department of Natural Resources, and other sources to take advantage of grant opportunities to continue to provide for the residents of the Village.
- Enhance existing emergency plans with surrounding communities to be able to respond and assist with response for all types of emergencies.



CHAPTER 4: "HOUSING ELEMENT"

The people of Mukwonago have a wide range of ages, incomes, family sizes, and housing preferences. These factors are the major contributors when selecting a home. Therefore, the existing housing stock within the Village is widely diverse to accommodate the residents of the Village. Housing for current and future residents will continue the trend of requiring an even wider range of housing opportunities within the Village.

The Housing Element offers an evaluation of the existing housing stock with an analysis of the amount and type of housing needed in the future taking into consideration the evolving needs of future populations.

Comprehensive Plan Elements

- Issues and Opportunities
- Intergovernmental Cooperation
- **Housing**
- Agricultural, Natural, and Cultural Resources
- Transportation
- Utilities and Community Facilities
- Economic Development
- Land Use
- Implementation

Village of Mukwonago Comprehensive Plan

PURPOSE

Housing is a required element that must be included in a Comprehensive Plan to satisfy the Smart Growth Law. This Chapter satisfies the Housing Element of State Statutes Section 66.1001. The Housing Element examines the current and future housing trends in the Village. This includes not only a description of the age, value, and structure of the existing housing stock, but also evaluates the need for various types of housing within the Village. The housing issues discussed in this chapter include:

- An inventory of existing village housing stock
- Recommended housing stock for 2025
- Housing and special populations
- Comprehensive Plan Survey Results
- Village Ordinances/Policies
- Projected housing needs
- Goals, objectives, and policies

INVENTORY OF EXISTING VILLAGE HOUSING STOCK

The Village of Mukwonago has a fairly diverse housing stock in terms of age,

square footage, and type of housing. Its housing stock ranges from historic 19th Century homes located north of Downtown to new single, duplex, and multi-family residential new construction located in subdivisions along the perimeters of the Village. In the Village, single-family residential includes homes on a lot with one housing unit. Duplexes consist of homes with two units having a shared wall (side-by-side) or ceiling/floor (upper/lower). Apartments, condominiums, and senior living structures with more than two living units within a single building are considered multi-family residential.

New Residential Developments

The Village continues to experience increased development pressure for residential housing. Single-family residences and multi-family condominiums account for a majority of new residential construction. Table 4-1 lists the names of the residential developments and the anticipated number of dwelling units that have been approved by the Village since 1999 totaling 825 single-family, 0 duplexes, and 228 multi-family residential units.

The number of residential units that have gained Village approval for construction

Table 4-1: Approved Residential Development Since 1999

Development Name	Type of Development	Dwelling Units		
		Single-family	Duplex	Multi-family
Two Rivers	Single-Family	193	0	0
Meadow View Estates	Single-Family	167	0	0
Minor's Homestead I and II	Single-Family	120	0	0
Fairwinds	Single-Family	148	0	0
The Orchards	Single-Family	107	0	0
Fox River View Estates	Single-Family	90	0	0
Hawks Ridge	Condominiums	0	0	96
Honey Meadows	Condominiums	0	0	12
Black Bear Condominiums	Condominiums	0	0	54
Edgewood Meadows	Condominiums	0	0	120
Total		825	0	228

does not coincide with the total number of additional dwelling units that exist in the Village resulting in buildable residential lots in the Village. Reviewing the number of building permits since 1999 will indicate additional residential dwelling units that are available in the Village. Table 4-2 lists the number of building permits issued by the Village for residential and non-residential development between 1999 and 2007.

Like the Village, the Town of Mukwonago has also experienced increased development pressure, particularly for residential development, since 1999. As the historical center of the original farm area, the housing stock in the Village has included the older and higher density housing, and the Town has newer and bigger housing on larger lots. To compare recent residential development to a neighboring municipality, Table 4-3 lists the building permits issued between 2000 and 2007 in the Town of Mukwonago.

Type of Dwelling Units

In 2000, the total number of housing units in the Village was 2,569 according to the United States Census. Table 4-4 identifies

the number of dwelling units by each housing type in the Village. A majority of housing units in the Village are single-family, detached homes. Two units or more regardless of ownership constitutes multi-family housing. The most common type of multi-family housing in the Village consisted of 5 to 9 dwelling units, which includes apartments and apartment-style condominiums.

Housing Age

The condition of the existing housing stock can be observed by the age of the homes. The age of the Village's existing housing stock is fairly diverse. During the 1990's the Village experienced the largest decade of residential construction. Approximately 36 percent of homes were constructed since 1990 with 6.7 percent constructed between 1999 and 2000. The Village also experienced significant home construction during the 1970's with 22.1 percent of homes built during this period. With a large percentage of houses considered relatively new, the condition of the existing housing stock would likely be fairly decent. The older homes may be in need of repair or

Table 4-2: Village of Mukwonago Residential Building Permits (1999-2007)

Type of Dwelling	Building Permits Issued (dwelling units)									
	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Residential										
Single-Family	82	43	20	35	31	47	44	66	51	20
Multi-Family		0	0	0	0	0	0	0	0	0
Condominium	10	4	0	24	19	32	16	36	12	0
Total	92	47	20	59	50	79	60	102	63	20

Table 4-3: Town of Mukwonago Building Permits (2000-2007)

Type of Dwelling	Building Permits Issued (dwelling units)								
	2000	2001	2002	2003	2004	2005	2006	2007	2008
Residential									
Single-Family	50	90	82	67	34	26	17	20	8
Total	50	90	82	67	34	26	17	20	8

more intense maintenance.

Housing Value

In 2000, the median value for a Village home was \$143,000. Approximately one-half of all homes were valued between \$100,000 and \$150,000 and 31.8 percent valued between \$150,000 and \$199,000. There are very few homes less than \$50,000 or more than \$300,000. New construction homes tend to have higher values than the existing housing stock. In 2005, lot and home prices for the Fairwinds Subdivision started at \$260,000 and lot prices for the Orchards and Fox River View Estates were approximately \$80,000 for a one-third of an acre lot. Table 4-6 shows

the value of the owner-occupied houses in the Village.

According to the 2000 Census, there were 919 renter-occupied housing units in the Village. Typically the monthly rent paid for the housing unit is directly related to the value of the structure and neighborhood. A large majority of renter-occupied residential units in the Village cost between \$500 and \$749 per month in gross monthly rent. The median rent within the Village was \$669 per month in the year 2000.

Table 4-4 Housing Units in Structure

Units in Structure	Number	Percent
1-unit, detached (single-family)	1,470	57.2
1-unit, attached	149	5.8
2 units	129	5
3 or 4 units	63	2.5
5 to 9 units	419	16.3
10 to 19 units	160	6.2
20 or more units	179	7
Mobile home	0	0
Boat, RV, van, etc.	0	0
Total	2,569	100

SOURCE: U.S. Census

Table 4-5 Construction of Housing by Year

	Number	Percent
1999 to March 2000	172	6.7
1995 to 1998	311	12.1
1990 to 1994	461	17.9
1980 to 1989	250	9.7
1970 to 1979	569	22.1
1960 to 1969	203	7.9
1940 to 1959	257	10
1939 or earlier	346	13.5
Total	2,569	100

SOURCE: U.S. Census

Homeownership

The Village has a lower homeownership rate than the surrounding communities and Waukesha County as a whole. In 2000, approximately 63 percent of dwelling units were owner occupied compared to 76 percent in Waukesha County. The remaining 37 percent of dwelling units in the Village were categorized as renter occupied. The Towns of Vernon and Mukwonago were among the highest in

owner occupied housing with 96 percent and 95 percent respectively. While homeownership is high in Waukesha County overall, older established villages and cities tended to have a more diversified housing stock and therefore, lower percentages of owner occupied housing compared to towns. Table 4-8 compares the amount and percentage of owner and renter-occupied housing in the Village and surrounding communities.

Table 4-6 Housing Value (Owner-Occupied Units*)

	Number	Percent
Less than \$50,000	9	0.6
\$50,000 to \$99,999	136	9.4
\$100,000 to \$149,999	722	49.7
\$150,000 to \$199,999	462	31.8
\$200,000 to \$299,999	108	7.4
\$300,000 to \$499,999	15	1
\$500,000 to \$999,999	0	0
\$1,000,000 or more	0	0
Median Housing Value	\$143,000	--
Total	1,452	100

* excludes mobile homes, mixed-use housing, multi-family housing, or houses on ten or more acres.

SOURCE: U.S. Census

Table 4-7 Gross Monthly Rent (Renter-Occupied Units)

	Number	Percent
Less than \$200	0	0
\$200 to \$299	0	0
\$300 to \$499	50	5.4
\$500 to \$749	681	74.1
\$750 to \$999	158	17.2
\$1,000 to \$1,499	20	2.2
\$1,500 or more	0	0
No cash rent	10	1.1
Median Rent	\$669	--
Total	919	100

SOURCE: U.S. Census

Village of Mukwonago Comprehensive Plan

Vacancy Rate

The vacancy rate is an indicator of the housing supply in a community. Typically a vacancy rate of three percent is desirable for a community to allow for people to move into the Village and to provide an opportunity for current residents to move within the Village. Vacancy rates tend to fluctuate rather frequently. The data provided from the Census Bureau represents the vacancy rate as of the year 2000. Therefore, the current vacancy rate of each municipality has likely changed from the 2000 Census data provided. Table 4-9 shows the vacancy rate of the Village being higher than that of most surrounding communities. The vacancy rate is slightly higher than the desired three percent threshold, meaning there is a surplus of housing opportunities for people who wish to relocate to the Village or move within the Village. The vacancy rate for rental units

within the Village is significantly higher than the overall desirable rate for communities, which means the vacancy rate for homeownership within the Village is likely very low.

RECOMMENDED HOUSING STOCK FOR 2025

Planning for the housing stock in 2025 requires an understanding of the current and anticipated demand for housing for existing and potential residents of the Village. Population projections, characteristics of the future population, and the types of residential housing will all contribute to the anticipated demand and recommended housing stock in the Village in 2025.

Table 4-8 Housing Occupancy

	Owner-Occupied		Renter-Occupied	
	Number	Percent	Number	Percent
Village of Mukwonago	1,516	63.4	876	36.6
Town of Mukwonago	2,075	95	109	5
Village of East Troy	963	71.3	387	28.7
Town of East Troy	1,266	88.7	161	11.3
Town of Vernon	2,287	96.1	93	3.9
Waukesha County	103,373	76.4	31,856	23.6

SOURCE: U.S. Census

Table 4-9 Vacancy Rate

	Vacancy Percentage		Total	Percent
	Homeowner	Rental		
Village of Mukwonago	1.20%	6.20%	110	4.40%
Town of Mukwonago	0.60%	4.40%	57	2.50%
Village of East Troy	1.80%	3.70%	46	3.30%
Town of East Troy	1.50%	2.40%	326	18.60%
Town of Vernon	0.30%	5.10%	25	1.00%
Waukesha County	0.80%	4.90%	5,080	3.60%

SOURCE: U.S. Census

Population Projections

According to the population projections completed by the Wisconsin Department of Administration the Village will likely grow by 27 percent from the year 2000 to 7,798 residents. A 27 percent increase in population equates to an increase of 1,636 residents between the years 2000 and 2025. The number of households in the Village has been projected to increase by 785, or 33 percent during the same time period. The difference between the projected residential and household increase is likely attributed to a national trend of decreasing number of residents per household. The population projections indicate that 785 additional housing units will be needed to accommodate Village residents in 2025.

Future Population Characteristics

The median age of the residents in the Village is relatively low even though a significant amount of residents are aging. Therefore, three distinct populations are present that future housing must be planned including the aging population, the 'baby boomers,' and a younger population who may be seeking rental units or a first house. From the Chapter 2, nearly one-third of the Village population was over 45 years old in 2000. Planning housing options for the next 20 years must reflect the need for these residents in 25 years from the present.

Allocation of Residential Home Types

The Village of Mukwonago has set their desired residential home allocation at 80 percent single-family and 20 percent multi-family. Currently the Village consists of roughly 63 percent single-family residential. In order to achieve the desired ratio of single-family homes, a significant amount of single-family residential development must occur prior to any additional development of multi-family residential. Recently there has been a significant increase in the number of condominium housing units being developed, which are considered single-family residential in the Village.

HOUSING AND SPECIAL POPULATIONS

Aging Population

The aging population of the Village may have specific needs or require special accommodations that will allow these residents to continue living in the Village. From the completed residential surveys a strong perspective of what type of housing development the current residents desire in the Village. The strongest responses indicated that there is a desire and need for senior housing including both independent and assisted living accommodations.

Baby Boomers

Baby boomers include the cohort of people born following World War II between the years 1946 and 1964. The baby boomers are not yet a population requiring specialized accommodations or assisted living housing, but because of the overall number of current Village residents that fall into the baby boomer category, it is an age group that must be accounted for through future land use planning. The increased market for condominiums in the Village may partially be caused by the aging baby boomer generation who are seeking maintenance-free housing opportunities. There appears to be a wide range of feelings in the community from the surveys received regarding the development of additional condominium dwelling units that are typically identified as multi-family residential. Almost half of the survey respondents do not feel that any additional condominiums/townhouses are needed in the Village.

Affordable Housing

Affordable housing is typically defined as housing where costs do not exceed 30 percent of the household income for households earning 50 percent of the median household income. The median income for residents in the Village in 2000 was \$56,250; then 50 percent equates to \$28,125. Thirty percent of the \$28,125 results in approximately \$8,400 for \$700 available for housing costs. Based on Table

4-7, the median rent in the Village in 2000 was \$669 per month, meaning more than half of the rental units in the Village are affordable units. This analysis does not include essential housing costs including heat, electricity, and water costs. Therefore, affordable housing options are very limited in the Village.

In the Village of Mukwonago, affordable housing is defined in the residential survey as housing that is below \$210,000 based on a larger sample of Waukesha County. The median housing value in the Village in 2000 was \$143,000. This would indicate that more than half of the existing housing stock in the Village is considered affordable. Responses from the survey indicated that there are mixed feelings regarding the need for additional affordable housing options in the Village.

COMPREHENSIVE PLAN SURVEY RESULTS

A section of the Comprehensive Plan Survey was directly related to future housing within the Village. The first question in the Housing Section asked respondents to rate whether or not additional housing types are needed in the Village. A second question asked residents their feelings regarding conservation subdivisions and conventional subdivisions.

Nearly one-quarter of all returned surveys indicated the Village does not need any additional housing. The population and housing projections indicate that 785 additional housing units will be needed by 2025 to accommodate the anticipated population growth.

Of the responses indicating which type of housing the Village needs more; owner-occupied single-family housing, senior housing (both independent and assisted living), and affordable housing defined as under \$210,000 received the greatest positive response. Rented single-family

units, apartments, and duplexes received the largest negative responses.

If additional subdivisions are developed, the majority of responses desire conservation subdivisions for future housing. There is no clear preference in regards to conventional subdivisions. Conservation subdivisions are similar to conventional subdivisions in the allowable gross residential density; however some communities offer a residential density bonus, meaning more lots are created throughout the entire development. Housing units on smaller lots are clustered into a portion of the overall development to preserve significant natural resources or common open spaces.

VILLAGE ORDINANCES/POLICIES

There are several ordinances and policies including the Zoning Ordinance, Land Division Ordinance, and other policies that the Village upholds to ensure quality residential development.

- **Zoning Ordinance**
The Village of Mukwonago Zoning Ordinance includes ten separate zoning districts including a Planned Unit Development (PUD) District dedicated to residential land uses. A range of residential lot sizes and housing requirements are permitted in different districts throughout the Village ranging from a district in the center of the Village for existing small lots and dense development to large lots along the perimeter of the Village to transition to the large lot residential uses of the unincorporated townships.
- **Land Division Ordinance**
The Land Division Ordinance (Chapter 45) enables landowners to divide their property through Certified Survey Maps and Platting. Design standards ensure roads, blocks, lots, and easements are properly planned and executed through construction.
- **Local Policies (Additional policies)**

The Village upholds a policy that ensures that all new residential development is connected to municipal sewer and water services.

PROJECTED HOUSING NEEDS

Future population growth in the Village requires additional housing development to accommodate future Village residents. There are many aspects that factor into calculating the projected housing needs of a community that cannot be quantified in a simple calculation. The projected population can be affected by issues that range from national issues such as the housing market to local issues including the ability of the Village to provide sufficient services to the future population base to personal preference including the accessibility that future residents may desire.

The statistic of people per household is also a variable used in the calculation of projected housing needs. National and regional trends show that the number of people per household is decreasing. The trends in number of people per household within the Village may be decidedly different than the national or regional trends.

Housing needs can be projected through the best available information utilizing projected population growth and the number of people in each household. As discussed in Chapter 2, the population of the Village is projected to grow 1,591 residents from 6,953 to 8,544 residents by the year 2030. Within the Village, the U.S. Census estimated that there were 2.54 people per household. By using the figures, the Village will need 627 new housing units to accommodate future population growth.

GOALS, OBJECTIVES, POLICIES

Goal: The Housing Goal of the Village of Mukwonago is to provide opportunities for continued existence of quality and well maintained housing that ranges from the 1800's to the 2000's, and to provide opportunities for new housing that serves the changing needs of current and future citizens.

Objectives:

- Continue to pursue a mixture of housing opportunities to meet the needs of current and future residents regardless of age, income, or disabilities.
- Ensure the maintenance of the existing high-quality housing stock to protect the value of the neighborhoods and Village.
- Continue to ensure high quality construction standards to preserve the Village character.
- Encourage conservation subdivision design where appropriate to preserve the significant natural resources found in the Village such as wetlands, woodlands, and environmental corridors.
- Ensure a desirable and compatible mixture of residential redevelopment without removing structures that are architecturally significant to the history and well being of the Village and remain high in the quality of the history being preserved.
- Continue to encourage the preservation of the architecturally and historically significant homes within the Village that have an identity known by the Village.
- Seek out opportunities for higher density housing in and around the downtown to:
 - provide a diversified housing stock in the Village;

Village of Mukwonago Comprehensive Plan

- meet needs of the Village for lifestyle housing;
- provide the match of denser housing near municipal services; and
- support the retail needs and businesses of the community.

Policies:

- With future housing development applications, encourage developers to provide a portion of the dwelling units at a cost affordable by persons of low to moderate income.
- Expand upon previous inventories of the Downtown Area that identify historically significant structures to create a list of options for redevelopment in the context of retaining the historical nature of the downtown.
- Encourage the owners of the older, historic homes to work directly with the Historic Preservation Commission or Plan Commission to revitalize their property to restore the homes original appearance and significance and retain the aesthetic value of the home and neighborhood.
- Identify potential sites for infill residential development.
- Consider residential redevelopment in the downtown area that will be compatible with the existing residential and business uses in site design, architectural elements, and parking. Consider underground parking if possible.
- With additional housing development, work with the Mukwonago School District to ensure space is available for future students.
- Require connection to multi-use trails with future development within the Village that will create a network of paths that connect older portions of the Village with the new subdivisions.
- Pursue housing to accommodate the aging population in a central location within the Village to ensure a viable walkable community for seniors.
- Continually monitor the quality and maintenance of the existing housing stock and consider creating a housing rehabilitation program to provide assistance to qualified residents.
- Create a Zoning District that enables future residential development as conservation, or cluster, subdivisions to protect wetlands, surface water, steep lands, etc.
- Periodically check the zoning standards to allow property improvements without compromising the existing neighborhood atmosphere.



**CHAPTER 5:
"AGRICULTURAL, NATURAL, AND CULTURAL
RESOURCES"**

While the Village was originally created as an agricultural trading community, times changed and the Village now is the housing and commercial community that seeks to preserve and protect the vast amount of natural and cultural resources found within the Village limits.

Natural Resources include the surface waters, woodlands, wetlands, and groundwater. These resources are used by all residents daily and must be protected for future generations.

Comprehensive Plan Elements

- Issues and Opportunities
- Intergovernmental Cooperation
- Housing
- **Agricultural, Natural, and Cultural Resources**
- Transportation
- Utilities and Community Facilities
- Economic Development
- Land Use
- Implementation

PURPOSE

The Agricultural, Natural, and Cultural Resources chapter fulfills the aforementioned element as required in Wisconsin State Statutes 66.1001. This chapter examines the productive farming, significant natural resources, and landforms, buildings, and historical landmarks that many residents hold dear to their community. The issues discussed in this chapter include:

- Agricultural Resources
- Natural Resources and Environmentally Sensitive Areas
- Cultural and Historic Resources
- Goals, objectives, policies

AGRICULTURAL RESOURCES

Historically, agricultural practices were abundant in western Waukesha County. The Village of Mukwonago however was utilized as a trading post of agricultural goods at the intersection of major transportation routes with limited amounts of land devoted to agricultural uses. Agricultural resources and productive agricultural areas are directly related to a litany of factors that include quality of soils, topography, bedrock, climate, groundwater, etc.

Productive farming practices continue to operate in the outer reaches of the Village and in surrounding communities. The Village desires the protection of productive agricultural areas while continuing to gradually expand the Village limits through orderly and well-planned developments. Planning to gradually expand the Village limits results in desired development where the increased population and businesses can be served by Village services rather than random developments where it is not economically feasible to provide services.

NATURAL RESOURCES AND ENVIRONMENTALLY SENSITIVE AREAS

Groundwater

Groundwater in the Village is located at both shallow and deep levels. Shallow levels of groundwater are plentiful and are continually replenished through large amounts of infiltration in the area. The deep level of groundwater is a largely debated topic throughout western Waukesha County due to high levels of radium in the drinking water being pumped from the deep aquifer. The debate arises because the radium would seemingly be more diluted to acceptable levels if more groundwater existed in the deep aquifer.

Residents in the Village are served by four municipal wells that have been drilled and pump groundwater from both deep and shallow aquifers. The Village completed practices to avert the affects of the radium-contaminated drinking water for its residents. All development within the Village utilizes the municipal water service, unless water service is not yet available. The limited individual private wells within the village and extended planning area not served by municipal water are not affected by the high levels of radium in the water since their wells are likely drilled and water pumped from the shallow groundwater source.

Surface Water

The Village and surrounding areas are inundated with bodies of water ranging from small ponds and creeks to large lakes and flowing rivers. The surface waters range in size, quality, and protections from statewide agencies. Surface waters within the Village limits include the Mukwonago River, Fox River, and Lower Phantom Lake.

- Mukwonago River
The Mukwonago River, between Eagle Spring Lake and the Phantom Lakes, is identified as an exceptional resource water by the State of Wisconsin Department of Natural

Resources due to its cleanliness and ability to support many threatened and endangered species of fish and invertebrates. The exceptional resource water length of the Mukwonago River is largely west of the Village. A second portion of the Mukwonago River flows from Lower Phantom Lake into the Fox River. This segment of the Mukwonago River is not as pristine as the segment that flows into Lower Phantom Lake, but is just as important as the remainder of the Mukwonago River. Fish and mollusk diversity may be greater in the segment below the Phantom Lake dam. The Friends of the Mukwonago River is seeking to have the State reclassify this segment of river to reflect the importance and biological diversity that contribute to the entire system.

A study of the Mukwonago River Watershed Protection Plan is being prepared by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to clarify the interaction of groundwater and surface water within the watershed. The interaction of groundwater and surface water may also affect the drinking water of residents within the watershed.

- **Fox River**
The Fox River begins in northern Waukesha County and continues through the northwest portion of the Village. Like the Mukwonago River, many rivers drain into the Fox River where it eventually joins the Mississippi River in Illinois.
- **Phantom Lakes**
The Phantom Lakes have been divided into the Upper and Lower Phantom Lakes. The Lower Phantom Lake abuts the western

ends of the Village. Both Upper and Lower Phantom Lakes are significant entertainment and recreational areas for residents of the Village for fishing, skiing, ice skating, and other active recreational opportunities.

The abundant surface waters in the vicinity of the Village also have an impact on land uses and environmental protection on the residents of the Village. These bodies of water include Eagle Spring Lake, Mukwonago Park Pond, and Wood Lake that are located west of the Village. In Walworth County, Potters Lake and Lake Beulah are located in close proximity to the Village.

"Anything nature, or natural should be protected"
~anonymous, survey comment

Wetlands

Wetlands are commonly thought of as a hindrance to future development and non-maintained parkland, but wetlands serve many environmental benefits. Most importantly, wetlands slow floodwaters, filter pollutants from surface water, and recharge the groundwater. There are many small pockets of wetlands throughout the Village and three major areas of wetlands that benefit the environment in the Village as shown on Map 5-1.

The Vernon Marsh, located immediately north of the Village, is a large wetland associated with the Fox River. These Fox River wetlands continue through the Village along the riverbanks. West of the Village extending from the banks of the Mukwonago River is another large wetland that protects the pristine segment of the Mukwonago River. The wetlands associated with the Mukwonago River bisect the Village in a west to east direction.

Woodlands

Woodlands were identified sporadically throughout the Village by the Southeastern Wisconsin Regional Planning Commission land use collaboration in 2000. There are not any large wooded areas identified as forests, however the smaller pockets of woodlands provide environmental benefits that residents and visitors to the Village desire. The largest areas of woodlands are located along the edge of surface water and wetlands including the southern edge of the Vernon Marsh, areas surrounding the Phantom Lakes and associated wetlands, and south of the Village near State Trunk Highway 83.

Environmental Corridors

A system devised by the Southeastern Wisconsin Regional Planning Commission identifies areas of natural significance as primary and secondary environmental corridors. Smaller areas of environmental importance are labeled isolated natural resource areas. The Southeastern Wisconsin Regional Planning Commission defines these environmental areas as:

- **Primary Environmental Corridor:** At least 400 acres in size, at least two miles long, and at least 200 feet wide. The primary environmental corridors contain concentrations of the most significant natural resources.
- **Secondary Environmental Corridor:** At least 100 acres in size and at least one mile long, unless serving to link primary environmental corridors. The secondary environmental corridors contain significant but smaller concentrations of natural resources.
- **Isolated Natural Resource Areas:** At least five acres in size and at least 200 feet wide. The isolated natural resource areas contain significant remaining resources apart from environmental corridors.

Primary environmental corridors and isolated natural resource areas located within the Village are illustrated on Map 5-1. The primary environmental corridors in the Village are mainly located in areas with wetlands including the area surrounding the Vernon Marsh and the wetlands associated with the Mukwonago River. Isolated natural resource areas are also found in sporadic locations in the Village consisting of smaller wetlands and the remaining woodlands.

Floodplains

Lands inundated with excess storm water from a 100-year occurrence rain event are generally considered to be floodplains. For most of the year floodplains are mostly dry areas until such rain event occurs. The floodplains store water that overflows the river or stream banks. If possible, the overflow water, or flood waters percolate into the ground until a point where the water recedes back into the river or stream banks.

The Federal Emergency Management Agency (FEMA) is re-evaluating the floodplains throughout the entire country. The State of Wisconsin is in the process and Waukesha County has completed a study to confirm and adjust the 100-year floodplains. The Village of Mukwonago has adopted the new floodplains and the floodplain regulations recommended by FEMA and the Wisconsin Department of Natural Resources. A floodplain study specific to the Gateway area south of Interstate 43 was previously conducted and showed presence of floodplains. These floodplains have not been identified by the FEMA study. Map 5-2 illustrates the presence of floodplains as identified by FEMA in 2008.

The Planning Area covers portions of Walworth County and Racine County. The FEMA floodplain evaluation has not been completed for these counties at this time. The Wisconsin Department of Natural Resources plans to update the floodplain maps for adoption in October 2009 for

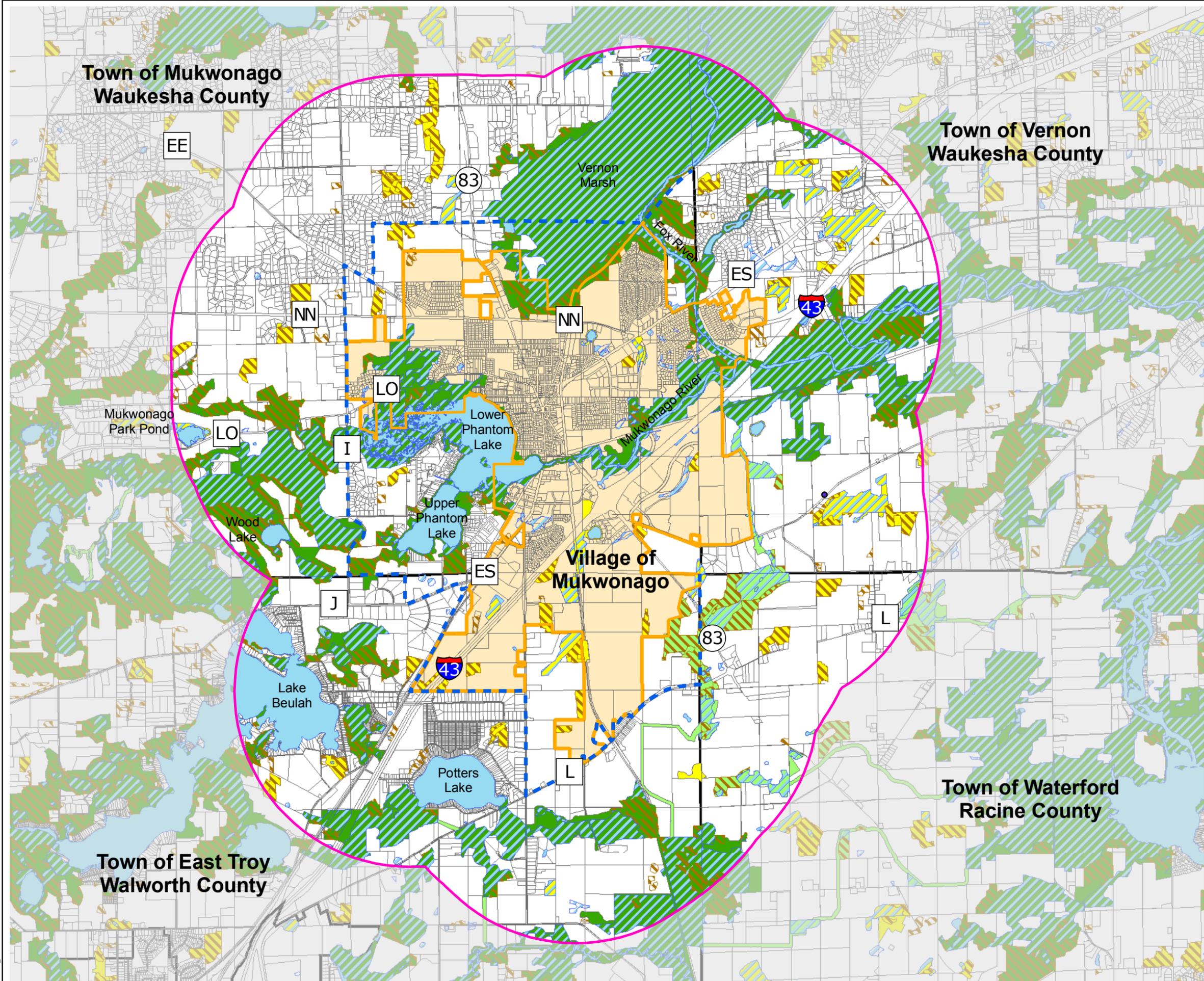
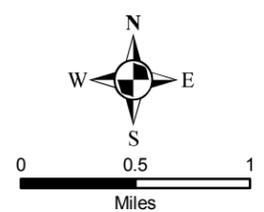
Map 5-1

Environmental Resources

Village of Mukwonago
Waukesha County, Walworth County

Legend

- Current Village Limits
- Planning Area
- Ultimate Village Boundaries pursuant to Boundary Agreements reached with the Town of Mukwonago and the Town of East Troy
- Primary Environmental Corridor
- Secondary Environmental Corridor
- Isolated Natural Resource Area
- Surface Water
- Wetlands
- Woodlands



Town of Mukwonago
Waukesha County

Town of Vernon
Waukesha County

Village of
Mukwonago

Town of Waterford
Racine County

Town of East Troy
Walworth County

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SOURCE:

December 2008

Municipal Economics & Planning
A Division of Buckner-Moyle
Economic, Fiscal & Planning Consultants for Local Governments

Map 5-2

Floodplains

Village of Mukwonago
Waukesha County, Walworth County

Legend

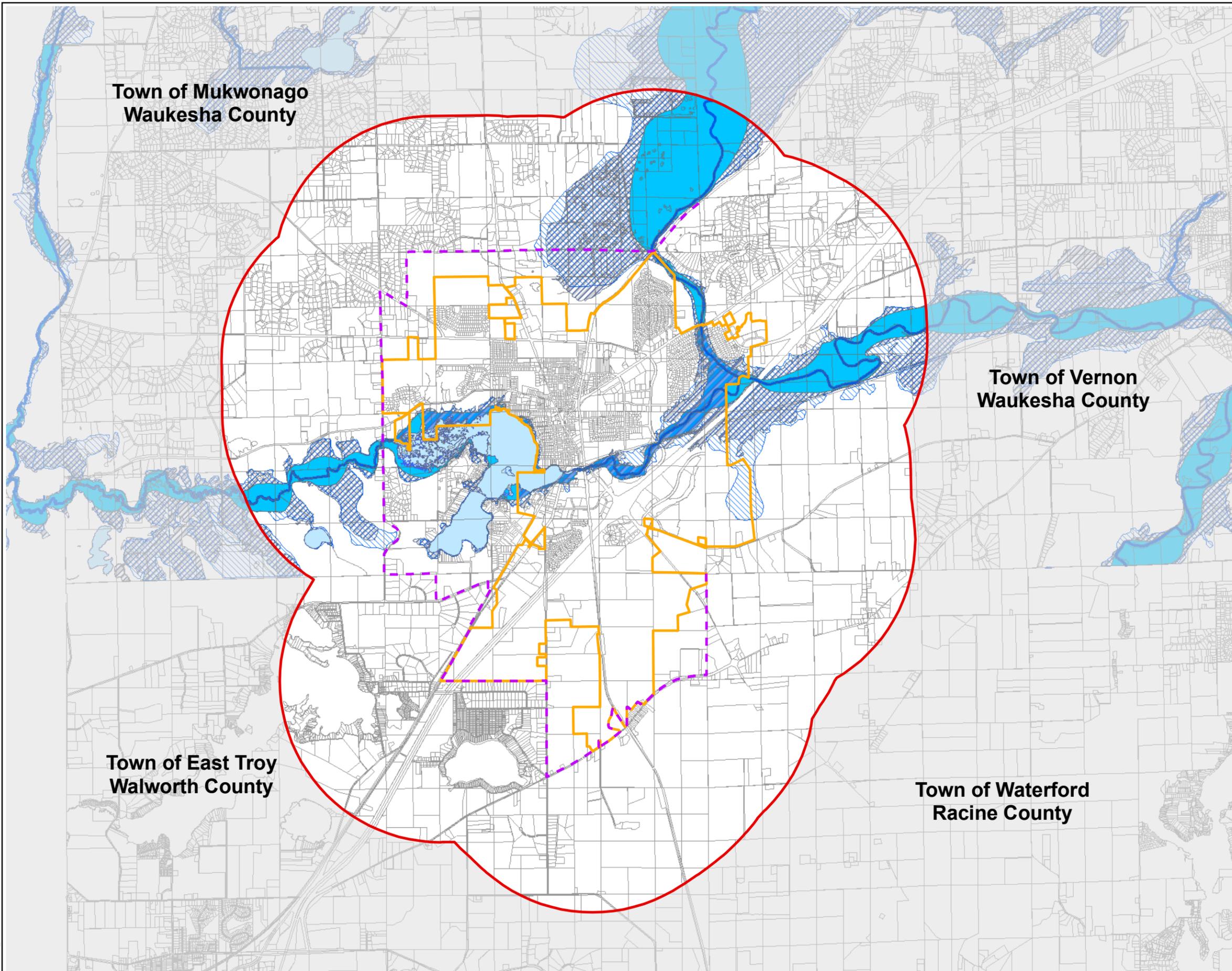
-  Ultimate Village Boundaries
-  Current Village Limits
-  Planning Area
-  Surface Water
-  River/Stream
-  2008 Floodway
- 2008 FEMA Data**
-  Floodway
-  2008 Floodplain
- Previously Delineated**
-  Floodplains
-  100 Year FloodPlain

Note: Floodplains within the Gateway where not identified by the 2008 FEMA study



0 0.5 1 Miles

February 2009



I:\ACAD_DWG\1282154

SOURCE:

Walworth County and 2010 for Racine County.

Metallic/Non-Metallic Mineral Resources

Metallic and non-metallic mining opportunities generate materials that are utilized throughout the region and are present in various locations throughout Waukesha County based on glacial movements and melting patterns. These significant resources have not been discovered within the Village limits. If, in the future, areas of metallic and/or non-metallic mining opportunities are discovered within the Village, the Village must remain acceptable to these uses in proper locations due to the fiscal impact that non-metallic minerals have on local and regional economies.

Soils

Soils within the Village are generally grouped into associations with similar characteristics. Village soils are composed of the Houghton-Palms-Adrian, Fox-Casco, Montgomery-Martinton-Hebron-Saylesville, and Hochheim-Theresa associations. General characteristics and locations of the associations according to the Soil Survey of Milwaukee and Waukesha Counties include:

- Houghton-Palms-Adrian association:
Very poorly drained organic soils in depressions of old lakebeds and on floodplains. These soils are located in the northernmost portion of the Village and include the Vernon Marsh.
- Fox-Casco association:
Well drained soils that have a subsoil of clay loam; moderately deep to shallow over sand and gravel, on outwash plains and stream terraces. The Fox-Casco association soils surround the Phantom Lakes and encompass the downtown area and the majority of the Village.

- Montgomery-Martinton-Hebron-Saylesville association:
Poorly drained to well-drained soils that have a subsoil of clay to clay loam; formed in silty clay or silty clay loam sediments, in old lakebeds. These soils are found along the Mukwonago River east of Lower Phantom Lake.
- Hochheim-Theresa association:
Well drained soils that have a subsoil of clay loam and silty clay loam; formed in thin loess and loam glacial till, on ground moraines. The Hochheim-Theresa association is found in the outer portions of the Village.

Historically Mukwonago was not directly involved in the production of farmed goods. The Village's location at the intersection of two major transportation routes made it a center for trading agriculturally related goods. However, western Waukesha County remains an active region for agricultural practices that are dependent on soil conditions for food production. The Soil Conservation Service separates soils into classes based on the potential for agricultural production with Class I and II soils being the best soils, or prime farmland as shown on Map 5-3. Class III soils are typically known as farmland of statewide significance. Class IV, V, VI, and VII soils are not suited for agricultural purposes. Map 5-3 also illustrates soils that could be Class II or Class III if drained.

Topography

The Village of Mukwonago consists of rolling hills, typical of western Waukesha County. Elevations range from 760 feet to nearly 1000 feet within the Village boundaries. The lowest elevation is found in the Vernon Marsh with the highest elevation in the northwest region of the Village.

CULTURAL AND HISTORIC RESOURCES

The Village of Mukwonago is rich in cultural and historic resources. Since being settled in the 1700's by the Potawatomi Indians there have been many changes to the Village and surrounding areas. The Village and its residents continually put forth effort to preserve all cultural and historic places within the Village through the Plan Commission or the Historic Preservation Commission consisting of a Village Trustee, three residents, a realtor, historian, and architect. These Commission members have a regularly scheduled monthly meeting to discuss, review, and make recommendations to the Plan Commission for proposed modifications to buildings within the Design Sensitivity Areas of the Village. Modifications that must be reviewed by the Historic Preservation Commission or Plan Commission include: exterior alterations; restorations; improvements; fencing; roofing; siding; gutters; windows; trim; painting; etc. The Historic Preservation Commission or Plan Commission serves to safeguard the charm and character and to enhance the architectural history of the Village.

Historic Buildings

The Village of Mukwonago and surrounding area has been evolving while preserving many of the original buildings to be enjoyed by the current residents and community. The local Historical Society occupies the first house constructed with bricks in Waukesha County. Places of historical significance and potential candidates for the register are listed including those that are listed on the National Register of Historic Places and those that may be put on the aforementioned list with additional investigation.

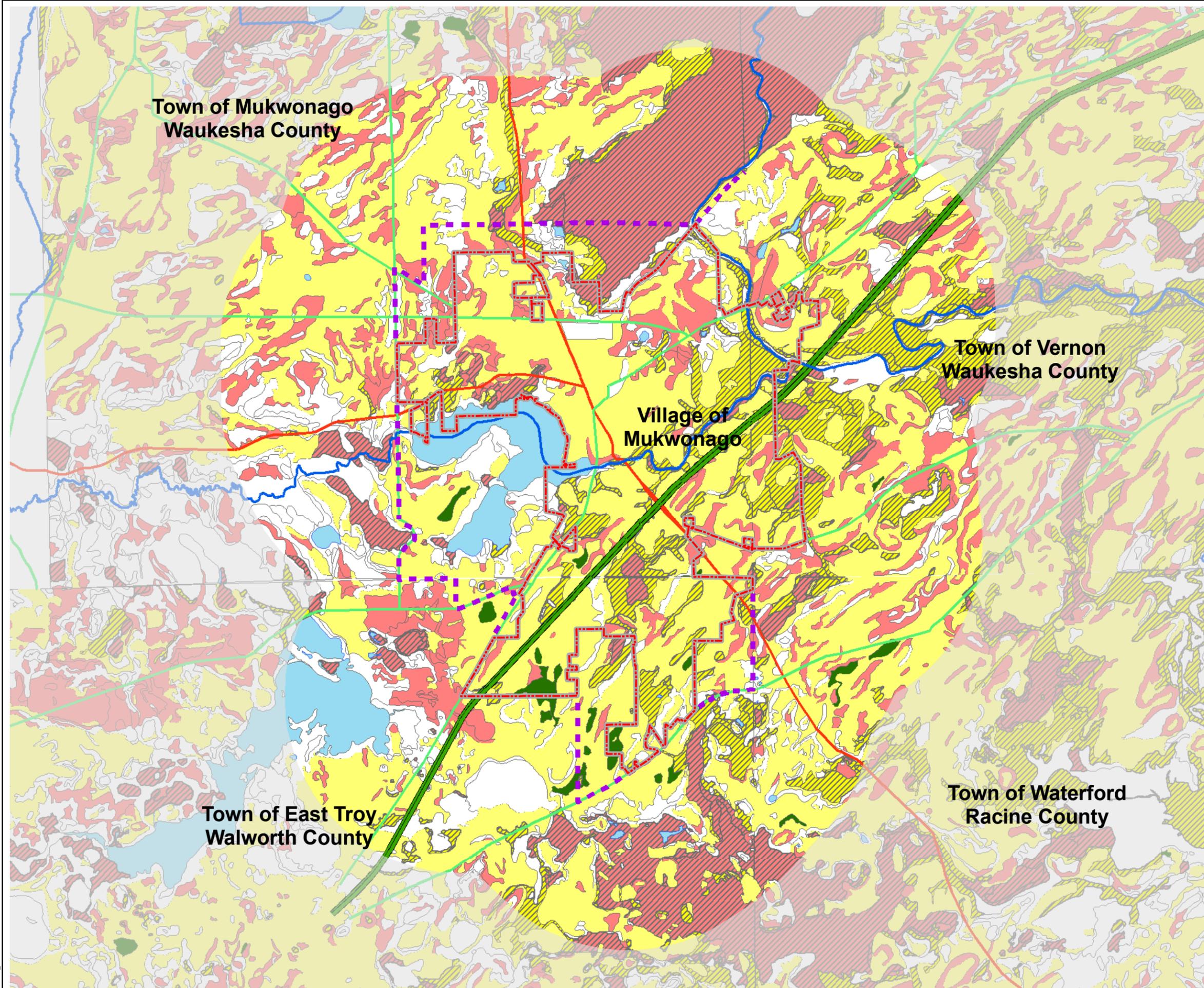
The following sites have been listed on the National Register of Historic Places as of 2005:

- St. James Catholic School, now known as the Mukwonago Areas

- Schools District Office, 423 Division Street
- United Unitarian & Universalist Church, 216 Main Street
- Sewall Andrews House, now known as the Mukwonago Museum, 103 Main Street
- Asa Craig House, now known as Bruce and Sally Migazzi House, 403 Division Street
- Roland L. Porter House, 212 Pearl Avenue
- William Vick residence, now known as Karen and Joseph McAdams House, 200 Pearl Avenue
- Clyde Davis residence, now known as LeBlanc residence, 411 Division Street
- Fred E. Tichenor residence, now known as Schmidt residence, 417 Division Street
- Joseph Clist residence, now known as Maslowski residence, 315 Grand Avenue
- Edward Goodman residence, now known as Brissette residence, 319 Grand Avenue
- Anna Rust residence, now known as Riemann residence, 322 Grand Avenue
- William Hillier residence, now known as Kellner residence, 302 Grand Avenue
- M.L. Davis residence, now known as Goetsch residence, 406 Grand Avenue
- William Rust residence, now known as Perkins residence, 412 Grand Avenue
- Walter Lobdell residence, 206-208 Pearl Avenue
- Earl Bradley residence, 210 Pearl Avenue
- First Congregational Parsonage, 211 Pearl Avenue
- Irish Blarney Castle, 212 Pearl Avenue
- Albert Grutzmacher residence, now known as Perkins residence, 300 Pearl Avenue

Map 5-3 Soil Classification

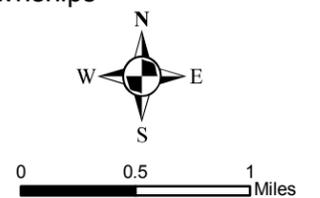
Village of Mukwonago
Waukesha County, Walworth County



Legend

- Village Limits
- Ultimate Village Boundaries
- CLASS I
- CLASS II
- CLASS II IF DRAINED, UNDRAINED
SOILS ARE CLASS V OR VI
- CLASS III
- CLASS III IF DRAINED, UNDRAINED
SOILS ARE CLASS V
- CLASS IV, V, VI AND VII AND
UNCLASSIFIED AREAS
- SURFACE WATER

NOTE: Planning Area based on 1.5 mile extraterritorial planning jurisdiction in the surrounding Townships



June 2009

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SOURCE:

- United Unitarian and Universalist Parsonage 301 Pearl Avenue
- Scott Tomter residence, 306 Pearl Avenue
- William Blott residence, 311 Pleasant Street
- Martin residence, 312 Pleasant Street
- Mrs. John Vass residence, 411 Pleasant Street
- Ed Fardy residence/St. James Rectory, 417 Pleasant Street
- St. James Catholic Church, now known as S. Pius V Catholic Church, 425 Grand Avenue

of vandals disrupting the sites. In order to preserve the original history of the Village and its first settlers, when these sites are discovered in the future proper procedures should be followed to register the sites with the State.

Potentially eligible historic sites needing additional evaluation as of 2005

- Texaco Filling Station, now known as General Store, 401 Main Street
- Wallman, Lotz & Co. Furniture Store, now known as Anich's Liquor Store, 411 Main Street
- Hamilton Lobdell House, CTH NN
- First Congregational Church, 231 Roberts Drive

Archeological Sites

The history of the Village begins in the 1700's with the settlement by Potawatomi Indian Tribe. As the first settlers in Mukwonago and throughout the state, artifacts and significant archeological sites left by the Potawatomi Indian Tribe are considered the sacred history of the Village. Included in the archeological sites are the burial grounds of the Indian settlers that are scattered throughout the Village and surrounding areas. Indian burial grounds are not clearly identified as cemeteries are today and information regarding their exact whereabouts is not disseminated haphazardly. Locations of Indian burial grounds are protected due to the possibility

GOALS, OBJECTIVE, POLICIES

Goal: The Agricultural, Cultural, and Natural Resources goal of the Village of Mukwonago is to provide services for growth within the Village's service delivery area that promotes protection of farming activities beyond the service area, to promote actions and activities that enhances the understanding and knowledge of an identity of where the community has been in the past to properly carry the community into the future, and to protect and utilize the vast abundance of local natural resources to the benefit of future generations.

Objectives:

- Promote the preservation of productive farmland both within the Village and in surrounding communities where municipal water and sewer are not provided.
- Preserve and buffer significant environmental features including wetlands, waterways, and primary and secondary environmental corridors to ensure their viability into the future.
- Preserve and protect surface and groundwater quality.
- Preserve the historic nature of the Village including Indian mounds and other significant historical structures and places.
- Continue pursuing a network of sidewalks and multi-use trails that connect residential neighborhoods, public spaces, and other Village attractions.
- Continue protecting surface waters such as the Phantom Lakes and Mukwonago River from pollutants including storm water runoff, shoreline degradation, and invasive species both flora and fauna.

Policies:

- Require the preservation of wetlands and primary and secondary environmental corridors in all site plans, plats, and Certified Survey Maps.
- Require sufficient buffers surrounding wetlands, drainageways, and surface water.
- Require the protection and/or enhancement of all floodplains to prevent future hazards.
- Require stormwater infiltration policies where soils permit to assist in the countywide groundwater issue.
- Capital Improvement Programs (CIP) enable communities to prioritize community improvement projects with an anticipated timeline to be considered when completing the municipal budget. The Village should create a CIP to implement recommendations of the storm water study conducted to comply with the Wisconsin Department of Natural Resources NR 216 regulations.



CHAPTER 6: "TRANSPORTATION ELEMENT"

Transportation within the Village includes several different modes for moving people and products from one place to another. Modes found within the Village include a streets and highways for vehicles, bicycle trails/lanes and sidewalks/paths for pedestrians, and railways for freight and private interests. Each mode of transportation within the Village offers specific means of transportation, but together make up the transportation system.

The Transportation element offers an analysis of the existing modes of transportation through existing transportation plans and the desires of the residents with goals, objectives, and policies to improve the transportation system.

Comprehensive Plan Elements

- Issues and Opportunities
- Intergovernmental Cooperation
- Housing
- Agricultural, Natural, and Cultural Resources
- **Transportation**
- Utilities and Community Facilities
- Economic Development
- Land Use
- Implementation

PURPOSE

This chapter focuses on transportation characteristics within the Village including transportation routes and separate modes of transportation through the Village. Under the Section 66.1001 of the Smart Growth Law, a transportation element is a required component of a comprehensive plan. Economic development is a broad term that relates the ability of residents to fulfill particular employment positions to potential businesses that may relocate to Mukwonago to desired locations for such businesses to develop.

This chapter will address the following subjects:

- Analysis of the existing transportation modes within the Village
- Assessment of state and regional transportation plans and studies
- Assessment of the public participation survey responses related to transportation
- Goals, objectives, policies

ANALYSIS OF EXISTING TRANSPORTATION MODES

The growth of the Village of Mukwonago has been largely dependent on the construction of different modes of transportation. Historically, transportation within the Village was mostly based on the ability to transport and distribute agricultural goods via railway. During the 1970's Interstate 43 was constructed through the southern portion of the Village that connected Village residents and businesses

"It's a great Village. People try so hard to make it nice. The traffic situation is what makes everything difficult"

~anonymous, survey comment

to larger metropolitan areas via a major highway system. These momentous construction projects greatly contributed to the growth of the Village. Each mode of transportation within the Village is further discussed below.

Sidewalks/Paths

An interconnected network of sidewalks and pedestrian paths are located throughout the Village. Sidewalks are constructed throughout the downtown area for pedestrians wishing to walk and visit the downtown establishments. The Village requires sidewalks along public right-of-ways in all residential neighborhoods to allow residents to walk to neighborhood businesses or simply for recreational purposes. Locations where sidewalks are not required, typically within developments with private roads, the Village has required pedestrian paths in place of sidewalks.

Bicycle Trails/Lanes

The Village is committed to providing opportunities for residents and visitors to utilize bicycles for transportation and recreational purposes. In 2004 the Village adopted a Comprehensive Outdoor Recreation Plan (CORP) that identified the need to develop multi-use trails in Miniwaukan and Minor Park connecting various facilities and natural areas. The CORP also addresses a policy stating that whenever possible, parks and public areas will be linked to neighborhoods and each other by a system of non-motorized trails and path systems. Map 6-1 illustrates the existing and future system of multi-use trails in the Village

Local Streets

Local streets are typically the roadways throughout residential neighborhoods. The local streets offer safe accessibility to local land uses. A large majority of the local streets have been dedicated to the Village, and are maintained by the Village. Very few local streets are privately owned by private developments. The Village attempted to maintain a standard that all new local

streets within developments are to be dedicated to the Village to ensure safe public access for residents and visitors.

County Trunk Highways

County trunk highways (CTH) are typically known as the collector and streets throughout the Village and Waukesha and Walworth Counties. There are numerous county trunk highways in the vicinity of the Village including CTH ES, NN, LO, EE, I, and J.

State Trunk Highways

State trunk highways (STH) are similar to county trunk highways in that they are designed to provide direct vehicular transportation routes. In Mukwonago, STH 83 is a state route that passes through the Village in a north/south direction. The STH 83 interchange with Interstate 43 is a major southern entrance into the Village.

Interstate Highways

Interstate highway 43 was constructed during the 1970's through the southern portion of the Village. Interstate 43 is actually an intrastate highway, meaning that the highway is contained entirely within Wisconsin. Interstate 43 is considered an arterial roadway that connects Mukwonago with the Milwaukee metropolitan area and the City of Beloit in addition to many other communities located along the Interstate 43 corridor.

Railway

There are two separate railways found within the Village. In 1885 the railway now owned by Canadian National was constructed and allowed area residents to distribute their agricultural goods to a regional market outside of the Village limits. The Canadian National railway is used primarily to transport cargo and freight to a market that stretches further than the Village or the region. Cargo and freight transported along the Canadian National railway are distributed to a worldwide market.

The second railway is an 8.375-mile set of tracks owned and operated by the Friends of East Troy Railroad Museum, Inc. that extends from the Village of East Troy to Mukwonago. The East Troy Electric Railroad Museum is the only electric operating freight Railroad running 100 years of non-stop continuous service in the state. This railway was originally constructed for transporting freight. Today, the electric railway is still utilized for transporting freight, but also includes historical passenger rides and dinner trains.

Airport

There is not an airport within the Village limits. However, a smaller municipal airport is within a short distance of the Village in East Troy. Several small airports or airstrips are located a short distance from the Village that are mainly used for private aviation. General Mitchell airport in Milwaukee is the largest airport in the region and is approximately a half hour drive from Mukwonago.

Public Transportation

The Village of Mukwonago is not served by typical public transportation in the form of bus or rapid rail service. The Waukesha County Department of Senior Services does provide several services available to seniors and others individuals in the form of the Redline program and the shared-fare taxi program.

A park-ride lot is located in the northeast corner of the STH 83 and Interstate 43 interchange. This park-ride facility is served by the Wisconsin Coach Lines, Inc. Users of the park-ride facility are able to drive to the park-ride lot and be bused to downtown Milwaukee for a fee.

Water Transportation

Although a large amount of surface water exists in the Village, there is little water transportation that occurs in the Village. The surface water is used mostly for recreational purposes by boaters, cross-country skiers, and anglers.

ASSESSMENT OF STATE AND REGIONAL TRANSPORTATION PLANS

Transportation in southwestern Waukesha County is dependent upon the Village providing local transportation routes within the Village in addition to all of the roadways that are not under the jurisdictional authority of the Village. The State of Wisconsin and Waukesha County have jurisdictional authority and maintenance responsibilities on all Interstate, State, and County roadways. State and regional transportation plans assist the Village by providing recommendations on a larger scale incorporating transportation routes that include communities in the vicinity of the Village and entire region.

Corridors 2020 and Connections 2030

The Corridors 2020 plan was completed by the Wisconsin Department of Transportation (WisDOT) in the 1980's including a system of two-lane and multi-lane highways essential to serve Wisconsin's travel patterns and to support the state's economy. The state's roadways were evaluated as the backbone system and connector system. Many of the recommendations of the Corridors 2020 plan have been completed to date.

The WisDOT is currently updating the Corridors 2020 plan with the Connections 2030 plan. The Connections 2030 plan is to address highways, local roads, air, water, rail, bicycle, pedestrian, and transit modes of transportation and recommend ways to make the individual modes work better as an integrated transportation system. Recommendations from the Corridors 2030 plan will be listed separately based on the anticipated cost of the recommended improvement and the potential funding levels provided by the State.

2035 Regional Transportation System Plan

The 2035 Regional Transportation System Plan is a fifth generation plan created by the Southeastern Wisconsin Regional Planning

Commission (SEWRPC) to replace the latest transportation plan. The new plan includes public transit, systems and demand management, bicycle and pedestrian facilities, and arterial streets and highways needs based on the 2035 Regional Land Use Plan.

Within the Village of Mukwonago, the 2035 Regional Transportation System Plan recommends widening STH 83 to four lanes north of Interstate 43 to provide significant additional capacity. This recommended improvement is directly through the middle of the Village and the downtown.

A review of the jurisdiction of each of the roadways has been completed by the Waukesha County Department of Public Works in 2007. There are not any jurisdictional changes proposed for the roadways in the vicinity of Mukwonago.

The 2035 Regional Transportation System Plan included multiple modes of transportation for consideration in the Plan. The transit system throughout the region is recommended to be expanded, however the park-ride transit program in Mukwonago is planned to remain as a rapid bus route transporting commuters from the park-ride lot in Mukwonago to downtown Milwaukee.

Several locations for off street bicycle and pedestrian paths have been identified in the Village and surrounding areas in the 2035 Regional Transportation System Plan. Future off street bicycle ways were identified along CTH LO west of the Village and along the Mukwonago River east of STH 83. The proposed bicycle ways are identified as being under Waukesha County jurisdiction. SEWRPC recommends individual municipalities prepare community bicycle and pedestrian plans to supplement the regional plan.

ASSESSMENT OF PUBLIC PARTICIPATION SURVEY RESPONSES

Public participation surveys were utilized to gauge residents and business owners' thoughts regarding the current status of traffic flow and existing road conditions, potential roadway projects, and alternate modes of transportation within the Village. The Village is able to evaluate the responses to the surveys for planning long-range projects that will affect everyone in and passing through the Village.

Traffic Flow

Traffic flow is a broad topic subject to the interpretation of the survey respondents. Business owners may prefer that the traffic flow be slower with heavier traffic to allow drivers to notice their business and advertising, whereas residents may prefer traffic flow to be quicker and not congested to allow drivers to arrive at their ultimate destination faster. Results of the survey responses indicate that business owners and residents have the same views toward traffic flow as the responses were very similar. A majority of the residents and business owners were satisfied or very satisfied with the traffic flow in the STH 83 / Interstate 43 area and the area around CTH NN and STH 83. However, a majority of responses indicated that they are dissatisfied or very dissatisfied with the traffic flow on STH 83 through downtown.

Existing Road Conditions

The quality of the roadways may affect someone's decision making when deciding to visit particular areas. If a certain location is near roadways that have been well maintained may be more appealing to travel to as opposed to a location where the roadways are inundated with potholes and poor markings. A majority of business and resident survey responses indicate that they would rate the quality of roads as excellent or good.

Potential Roadway Projects

Many discussions have occurred in Mukwonago regarding the potential for particular roadway projects within the Village. One of the potential roadway projects is to widen STH 83 through the Village as recommended in the 2035 Regional Transportation System Plan created by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Responses from Village residents indicate that a majority of responses (63 percent) do not agree with the potential widening of STH 83. Responses from business owners however, showed that a slight majority of responses (55 percent) support the potential widening of STH 83 through downtown.

Another potential roadway project in the Village is to construct a roundabout at various locations including at the intersection of STH 83 and CTH ES. Responses aimed toward roundabouts in general received little support with more than 60 percent of the responses indicating that roundabouts should not be utilized in Mukwonago. A slight majority of business owners' responses also indicated that roundabouts should not be utilized. Of the responses that approved the use of roundabouts, the intersection of STH 83 and CTH ES and other key intersections

"Mukwonago is an ideal size community to get around on bicycle"
~anonymous, survey comment

received a large approval percentage.

Questions were asked in the surveys regarding traffic calming measures including traffic circles, raised pavement, textured pavement, etc. could slow traffic and create a more pedestrian-friendly Village. Responses from the surveys indicate a mixture of opinions regarding the traffic calming devices.

Alternate Modes of Transportation

Alternative modes of transportation are typically utilized by a wide variety of people for many purposes. These modes of transportation include public transportation (buses, shared ride taxi, paratransit), biking, walking, and the use of the park-ride. Results from the surveys indicate that many people feel that having multiple modes of transportation throughout the Village is important, however public transportation is not the favored option for another mode of transportation. Walking and bicycling is the favored choice of alternative modes of transportation and additional facilities are needed for walking and bicycling. Responses showed mixed opinions of whether the Village is pedestrian friendly, but more than 65 percent of residential and business responses feel that the pedestrian

crossings along STH 83 should be improved.

The park-ride lot serves a region larger than the Village in order to carpool or use the bus system for a ride into Milwaukee. Almost 70 percent of the responses indicated that they never use the park-ride at STH 83 and Interstate 43. Less than three percent of the responses indicated they use the park-ride at least once per week.

The survey responses indicate the desires of the residents and business owners of Mukwonago. The Village uses the survey to assess projects desired by residents and business owners that should be pursued and evaluated with the 2035 Regional Transportation System Plan to ensure that current and future populations are served with proper transportation facilities.

GOALS, OBJECTIVES, AND POLICIES

Goal: The Transportation Goal of the Village is to plan for appropriate and safe facilities for the movement of people and goods within the context of the multiple transportation modes desired by citizens and multiple jurisdictions that provide transportation facilities and services.

Objectives:

- Continue the existing road maintenance program that most residents have approved.
- Continue promoting non-vehicular transportation through the efforts to create an inter-connected multi-use trail network used for both transportation and recreation.
- Continue coordinating land use patterns and transportation networks to create a safe and efficient Village.
- Maintain and enhance the transportation network that allows for an efficient means for delivery of goods and services to businesses.
- Assist in the coordination of the 2035 Regional Transportation System Plan including any potential jurisdictional changes, recommended off-street multi-use trails, and the continued service to the park-ride lot.
- Continue maintaining a Capital Improvements Plan (CIP) for infrastructure improvements and implementing the CIP for the provision of municipal services to residents.

Policies:

- Create an opportunity for residents and professionals to further discuss traffic and ways to ease traffic flow along State Trunk Highway 83 through downtown without expanding STH 83 to four lanes.
- Create an opportunity to discuss traffic calming devices with professionals who seek to safely resolve congestion issues, residents who will be affected daily, and visitors who may be navigating an unknown area.
- East of the Downtown, Plank Road was closed at the railway for safety purposes. The Village should seek a safe pedestrian crossing or walkway to allow for non-vehicular access from the densely developed residential area to downtown. If a pedestrian bridge is required, state and/or federal funding may be available to assist the Village financially.

Programs:

- Consider creating a printable map from the Village website that illustrates where multi-use paths are located to promote the use of non-vehicular modes of transportation.
- Include multi-use trails on the Chamber of Commerce Map.



CHAPTER 7: "UTILITIES AND COMMUNITY FACILITIES ELEMENT"

Utilities and Community Facilities are essential services provided by the Village for residents to enjoy the quality of life in Mukwonago. Utilities include services such as water and sewer alleviating the need for every resident to install and maintain individual systems. A community facility is a broad term that includes facilities such as the library, schools and parks. Other services analyzed in this chapter range from police and fire protection to recycling centers operated by the Village.

Each of the services and facilities are inventoried and assessed in this chapter to guarantee availability of these facilities and services for future development and additional residents.

Comprehensive Plan Elements

- Issues and Opportunities
- Intergovernmental Cooperation
- Housing
- Agricultural, Natural, and Cultural Resources
- Transportation
- **Utilities and Community Facilities**
- Economic Development
- Land Use
- Implementation

PURPOSE

This chapter focuses on the utilities and community facilities that serve the Village of Mukwonago. Under the Section 66.1001 of the Smart Growth Law, a utilities and community facilities element is a required component of a comprehensive plan. It is an essential component that helps provide the infrastructure framework for land use planning that directly impacts the Village's existing and future residential and non-residential development. An inventory and assessment of utilities and community facilities is necessary for a municipality to undertake sewer and water service planning, transportation planning, park and recreation planning, capital improvement program planning, economic development efforts, and public safety planning. All of these components combined protect and preserve the quality of life enjoyed by Village residents.

This chapter includes an inventory and assessment of the following utilities and community facilities:

- Sanitary Sewer Service
- Storm Water Management
- Water Supply
- Solid Waste Disposal
- On-site Wastewater Treatment Technology
- Recycling Facilities
- Telecommunications Facilities
- Power Plants/Transmission Lines
- Parks
- Cemeteries
- Health Care Facilities
- Child Care Facilities
- Police
- Fire
- Rescue
- Libraries
- Schools
- Other Government Facilities
- Food Pantry's

The locations of utilities and community facilities including fire stations, library, police station, Village Hall, and others are illustrated on Map 7-1.

UTILITIES

Sanitary Sewer Service

The Village of Mukwonago owns and operates a Wastewater Treatment Facility and a substantial network of sanitary sewers providing sewer service to all types of development within the existing sanitary sewer service area. The Village's service area is approximately 4.5 square miles of land and served a resident population of 6,570 in 2005. The existing sanitary sewer service system consists of gravity flow sewers, manholes, building service connections, four pumping stations, force mains, and a 1.5 MGD wastewater treatment facility. The Mukwonago Wastewater Treatment Facility located at 1200 Holz Parkway treats all sewerage from the sanitary sewer service area.

Since the "Designing Mukwonago" Master Plan completed in April 2000, the Village has experienced significant growth in land area, resulting in numerous new subdivisions, commercial, and industrial developments. The Village's policy is to require all new development to connect to the sanitary sewer system. This is also true for lands annexed from the surrounding towns.

As a result, the sanitary sewer service area was expanded by about 1.7 square miles over the past five years to include residential areas in the northwest, southwest, and northeast parts of the Village and commercial areas in the southeast parts of the Village. In order to provide sanitary sewer service to the new growth, additional facilities were added to the system. These additions include: extending sanitary sewer south of I-43 to serve the southern portions of the Village including areas within Walworth County;

Map 7-1

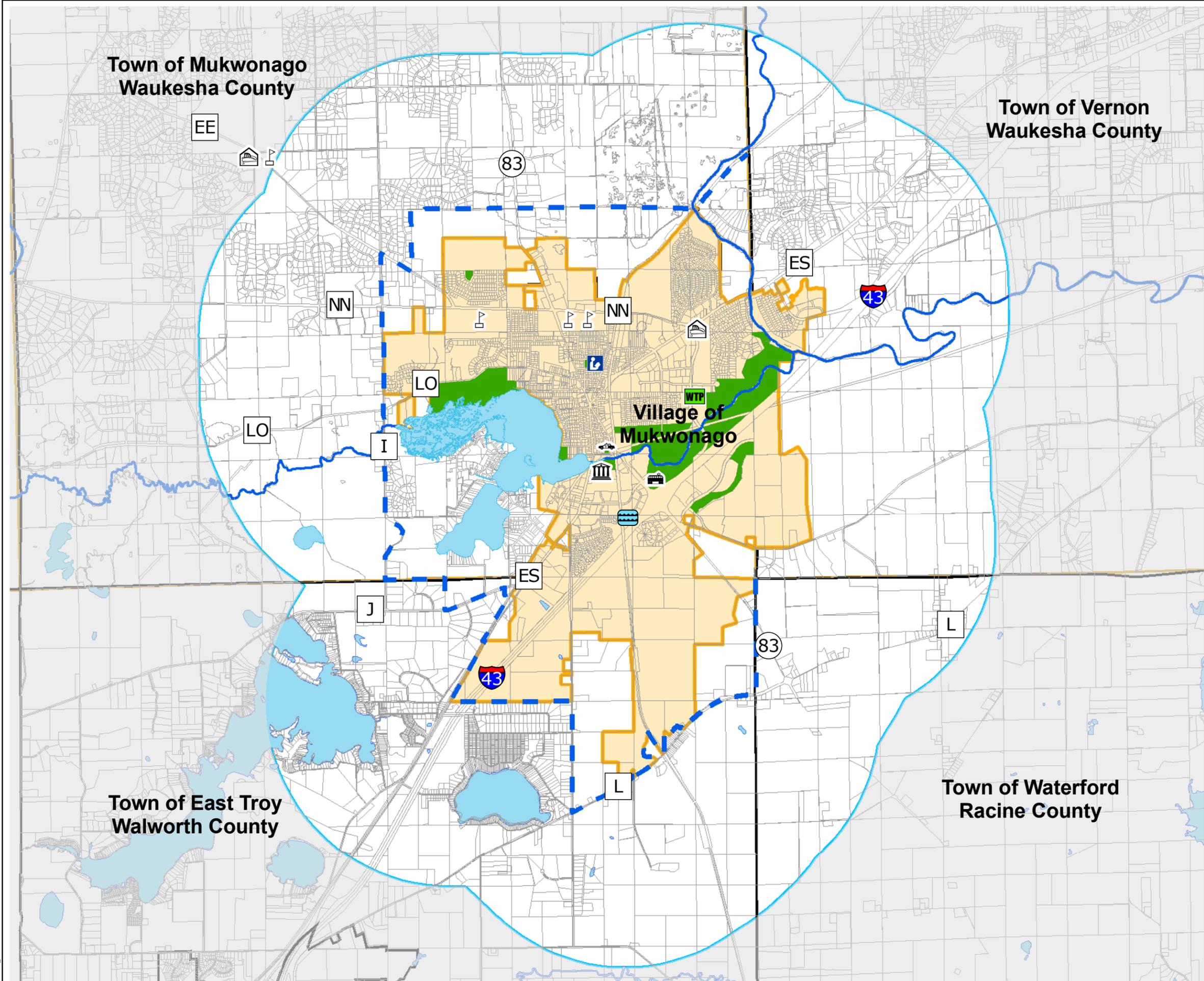
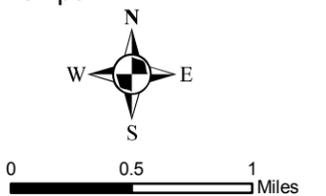
Public Places

Village of Mukwonago
Waukesha County, Walworth County

Legend

-  Current Village Limits
-  Extraterritorial Plat Review Jurisdiction
-  Ultimate Village Boundaries
-  Fire Station
-  Mukwonago Community Library
-  Mukwonago Police Station
-  Park-n-Ride
-  School
-  Village Hall
-  Wastewater Utility
-  Water Utility
-  Surface Water
-  Public Parks

NOTE: Planning Area based on 1.5 mile extraterritorial planning jurisdiction in the surrounding Townships



IACAD_DWG1202154

SOURCE:

December 2008

constructing a lift station east of the Fox River to serve the northeast areas of the Village, formerly in the Town of Vernon; and extending sanitary sewer to the northeastern areas of the Village to serve the Village and lands formerly in the Towns of Vernon and Mukwonago.

The sanitary sewer service area has been amended several times since its original adoption. As recently as 2006, the sanitary sewer service area was amended to extend east from the Village between CTH ES and Interstate 43. The Village is planning to amend the sanitary sewer service area again to eliminate the Rainbow Springs and Mukwonago County Park from the service area and extend the sewer service area further south in Walworth County to accommodate the areas where the Village's municipal limits have been extended.

The Village conducted a study in 2004 to create a recommended sanitary sewerage system planning area into the future. Map 17 from the study illustrates existing and potential facilities and recommended sanitary sewer service areas through 2020, 2050, and the ultimate sanitary sewer service area.

Looking ahead to 2025, the Village anticipates continued expansion into the Town of Vernon since there is no formal boundary agreement. Boundary agreements delineating future land annexation have been established with the Town of Mukwonago to the west and north and the Town of East Troy to the southwest. State legislation prohibits municipalities from annexing lands in counties in which they are not presently located so annexing land in the Town of Waterford (Racine County) is not possible unless the state law is amended.

Storm Water Management

Storm water has been at the forefront of many communities concerns due to the potential hazards that both the quantity and quality could present. The Village of

Mukwonago is proactively working to improve water quality and quantity by implementing storm water management best practices. To reflect the federal storm water regulations adopted in 1999, the State of Wisconsin has adopted NR216 to uphold the federal regulations. Although the Village has not been identified by the State as a municipality that must comply with the NR216 regulations, the Village has been notified that it will be included in the near future, and will be required to meet all NR216 regulations.

Continuing a proactive approach to managing the storm water within the Village, the Village applied for and received an Urban Nonpoint Source and Storm Water Management Planning grant from the Wisconsin Department of Natural Resources to develop a comprehensive storm water management plan in Fall of 2005. The grant provides financial assistance to the Village to develop a plan to implement the storm water strategies that will be required when the State identifies the Village as a municipality that must comply with the NR216 regulations.

The Storm Water Management Plan was recently completed and recommends a series of improvements to improve both the water quality and quantity. The improvements include projects ranging from new infrastructure, regional detention facilities, street sweeping programs, public education, a review of procedures and ordinances, etc. Please review the Storm Water Management Plan for further explanation and analysis of the storm water recommendations.

As part of the Storm Water Management Plan the Village considered a Downtown Flood Control Plan to mitigate potential impacts resulting from a severe rain and flooding event. Recommendations included regional storm water detention facilities to be utilized to convey storm water from the downtown to storage areas. The regional

storm water detention facilities will alleviate the need for individual businesses, or landowners, to create individual detention ponds on each property.

The recommendations formulated through the Storm Water Management Plan have considerable costs. Therefore, the Village is studying the feasibility of creating a storm water utility district covering the entire Village that will charge individual property owners a fee based on the amount of impervious area on the property. The utility will become a dedicated source of revenue to finance the recommendations from the Storm Water Management Plan in addition to the ongoing maintenance costs of the improvements.

The Gateway District, an area south of Interstate 43 included in the Tax Incremental Financing District, has included a regional storm water detention pond to ensure proper treatment of the storm water from the businesses within the Gateway District. A storm water utility was created to continually finance the operating and maintenance costs of the regional storm water detention pond. The storm water utility allows the Village to collect fees from the businesses to fund the routine maintenance duties such as dredging the pond, mowing the ponds banks, clearing debris, etc. Fees collected are based on the impervious surface of each property within the District, since the majority of storm water runoff is generated from impervious areas that do not allow water to infiltrate into the groundwater system.

Water Supply

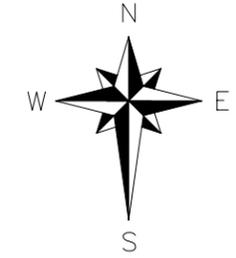
The Village operates and maintains a municipal water system that serves most properties located in the Village. It is the Village's policy that all new development within the study area will also be provided with municipal water. The water facilities are controlled through a computer based Supervisory Control and Data Acquisition system (SCADA), which was installed in 1993.

The issues facing the Village related to the provision of municipal water include regional concerns directly associated with the groundwater of western Waukesha County. Radium has been detected in the drinking water from the deep aquifer wells throughout the region. Mukwonago dilutes water from the deep aquifer wells with shallow aquifer wells to produce safe drinking water that meets quality regulations. Due to the radium issues in the water from the deep aquifer wells, the Village continues to seek a location for another shallow aquifer well that will provide additional quality drinking water for residents of the Village.

The regional water supply in the western portions of Waukesha County is from the groundwater serving individual households and entire communities. Wells from individual homes pump water from the shallow aquifer. More and more communities are searching for locations for shallow aquifer wells to provide drinking water for residents. With additional high capacity wells drawing drinking water for communities from the shallow aquifer, it is conceivable that the drinking water supply in the shallow aquifer will have negative impacts on those individuals with wells serving individual households. Therefore, the Village in conjunction with other communities relying on groundwater must begin to think regionally and analyze future water supply needs to accommodate the existing residents and residents of future developments.

Solid Waste Disposal

The Village of Mukwonago provides garbage and recycling collection to its residents through a competent provider. Garbage collection is provided weekly with bulk collection services provided on the first Wednesday of each month. Recycling collection is provided every other week. All residents are provided with garbage and recycling totes (containers) for all garbage and recycling collection. The Village also



MAP 17

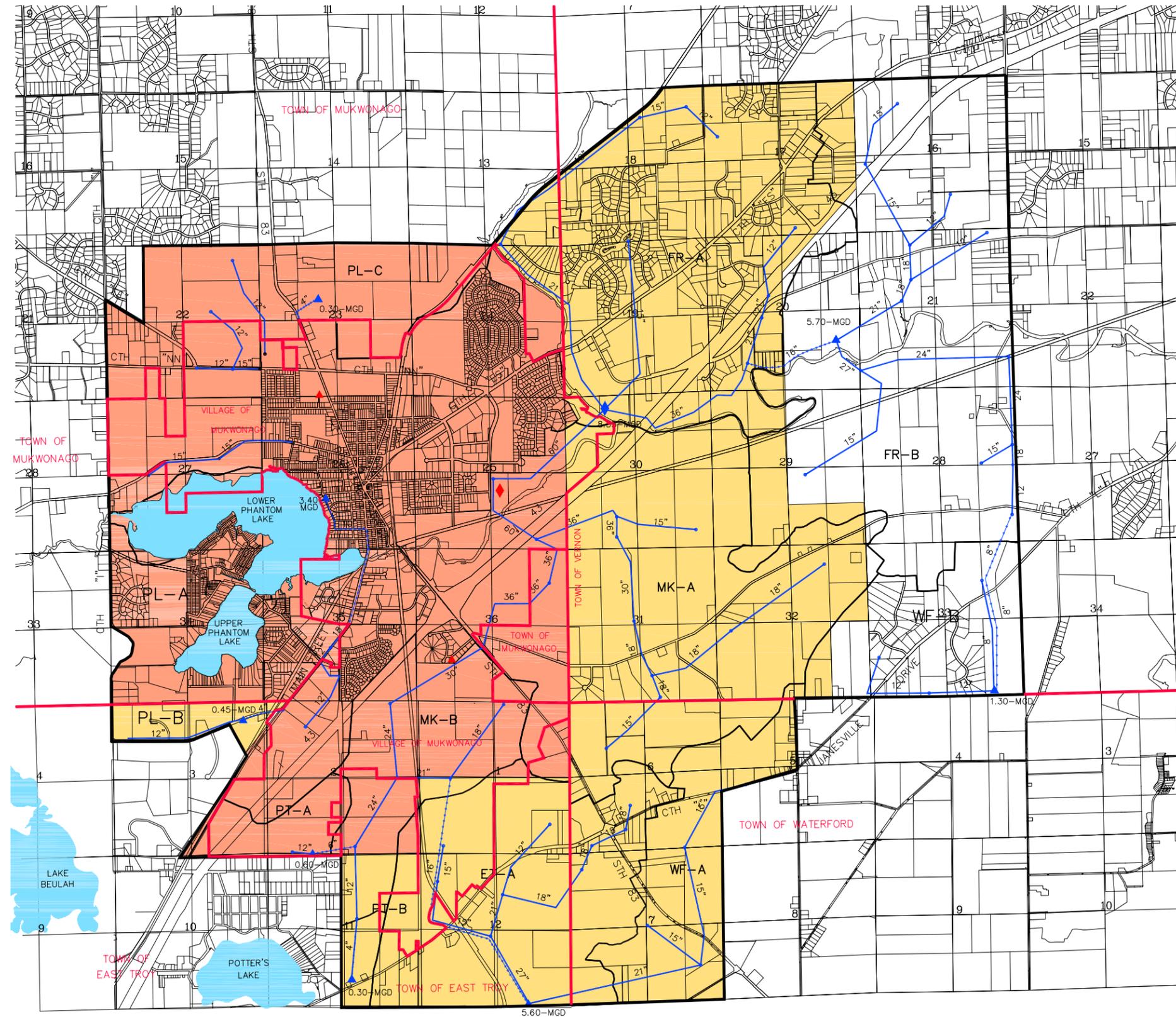
RECOMMENDED PLAN

**VILLAGE OF MUKWONAGO
SANITARY SEWERAGE SYSTEM
PLANNING AREA**

**VILLAGE OF MUKWONAGO,
WAUKESHA COUNTY, WISCONSIN**

LEGEND

- PLANNING AREA BOUNDARY
- POTENTIAL TRUNK SEWERS
- POTENTIAL FORCE MAIN
- EXISTING WASTEWATER TREATMENT FACILITY TO POTENTIALLY BE ABANDONED
- EXISTING PUMPING STATION TO POTENTIALLY BE ABANDONED
- POTENTIAL PUMPING STATIONS
- POTENTIAL WASTEWATER TREATMENT FACILITY
- RECOMMENDED 2020 SANITARY SEWER SERVICE AREA
- RECOMMENDED 2050 SANITARY SEWER SERVICE AREA
- RECOMMENDED ULTIMATE SANITARY SEWER SERVICE AREA



provides brush and leaf collection during the fall months with various collection dates.

On-site Wastewater Treatment Technology

Village policy requires that all new development be connected to the municipal sewerage system to treat wastewater. This policy was enacted to protect the health, safety, and welfare of all residents and visitors to the Village.

Recycling Facilities

Since the Village contracts with an outside provider for recycling collection service, the Village does not own or operate any recycling facilities. Recycling through the provider is encouraged by the Village.

Telecommunications Facilities

Century Tel provides telephone service to the Village. High speed cable internet, DSL, and Voice Over Internet Protocol (VOIP) is also provided by companies such as Time Warner, Vonage, and Century Tel.

Power Plants/Transmission Lines

We Energies produces energy and provides the Village with electricity and natural gas similar to most communities in the area. There are not any plans to alter the provision of electricity and natural gas service in the Village. Transmission lines and right-of-way owned by the electric company are located throughout the Village.

COMMUNITY FACILITIES

Parks and Open Space

The Village of Mukwonago maintains parks and open spaces for the residents to utilize. In 2004, the Village completed a Comprehensive Outdoor Recreation Plan to ensure that there are sufficient recreational opportunities for residents and visitors to enjoy. The Plan contains an inventory of existing park and open space facilities, an outdoor recreation needs assessment, recommended improvements, and potential funding sources. It also sets park and open space standards for the Village as well as goals, objectives, and policies for park and

open space facilities. Map 7-2 shows the locations of public parks and open space facilities within the Village.

From the Comprehensive Outdoor Recreation Plan analysis, parks and both active and passive recreational opportunities are abundant throughout the Village. In 2004, there were nearly four times the acreage of parks and recreational opportunities compared to the nationally recognized standards set by the National Recreation and Park Association. It was also estimated that in the year 2010, the Village would still exceed the upper level of the national standards without any additional parkland.

The Village of Mukwonago currently has 12 public park and open space sites comprised of 562.5 acres of public parkland and special use areas such as public school facilities. The system provides a full range of developed facilities including neighborhood parks, community parks, and special use areas located throughout the Village, as well as, a wealth of preserved environmental corridor and natural area sites.

Natural areas provide access to environmental and natural areas such as Phantom Lake, the Mukwonago River, the Fox River, and the Vernon Marsh State Wildlife Area. Active outdoor recreation facilities include opportunities for soccer, football, baseball, softball, tennis, basketball, and disk golf. Approximately 254.7 acres are a mix of active and passive recreation areas with the remaining 307.8 acres designated as natural areas.

Overall, the 562.5 total acres of parkland exceeds the National Park and Recreation Association (NRPA) recommended standard for the provision of recreational park acreage, based upon the Village's projected 2025 population. Based on 2025 population growth projections, the Village will have a surplus of parkland and facilities

The NRPA standard recommends between 6.25 and 10.5 acres per 1,000 persons, however the Village is projected to have approximately 33 acres per 1,000 persons without acquiring any additional parkland.

The extensive park and open space system identified in the Comprehensive Outdoor Recreation Plan includes the following facilities:

The Village has already developed an extensive multi-use trail system connecting neighborhoods to the Downtown, schools, and parks. Map 7-2 shows the Village's existing and proposed multi-use trail system.

1. Field Park

Location: Southwest corner of STH 83 & CTH NN
Size: 16 acres developed
Park Type: Community Park
Facilities: Open-air shelter w/kitchen facilities and seating, restroom facility, lighted and fenced baseball diamond w/dugouts and bleachers, tennis court, eight horseshoe pits, large playground structure, and 40 picnic tables.
Description: This is the Village's primary community park and is the site of numerous seasonal events every year. These events include a three-day exposition and carnival, four weekend Maxwell Street flea market events, and various other public celebrations. The park building is continuously reserved on weekends from spring through fall for family picnics, social gatherings, and municipal events; and the baseball field is the site of an organized summer league.

2. Minor Park

Location: CTH LO, south of proposed Minor's Homestead Subdivision
Size: 115 acres (approx. 80 acres developed)
Park Type: Community Park
Facilities: Two softball/soccer fields with backstops, dugouts, and bleachers as well as soccer goals, 18 picnic tables, two park benches, three small open-air pavilions, a play structure, nature trails, two gravel parking areas, and three portable restrooms, ADA accessible playground equipment, .five-mile multi-use trail, disc golf course.

Description: This park contains frontage along Lower Phantom Lake and extensive wetlands maintained in their natural state. It is used for both active and passive recreation.

Map 7-2

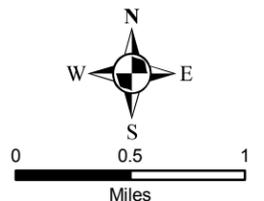
Multi-Use Trail and Sidewalk System

Village of Mukwonago
Waukesha County, Walworth County

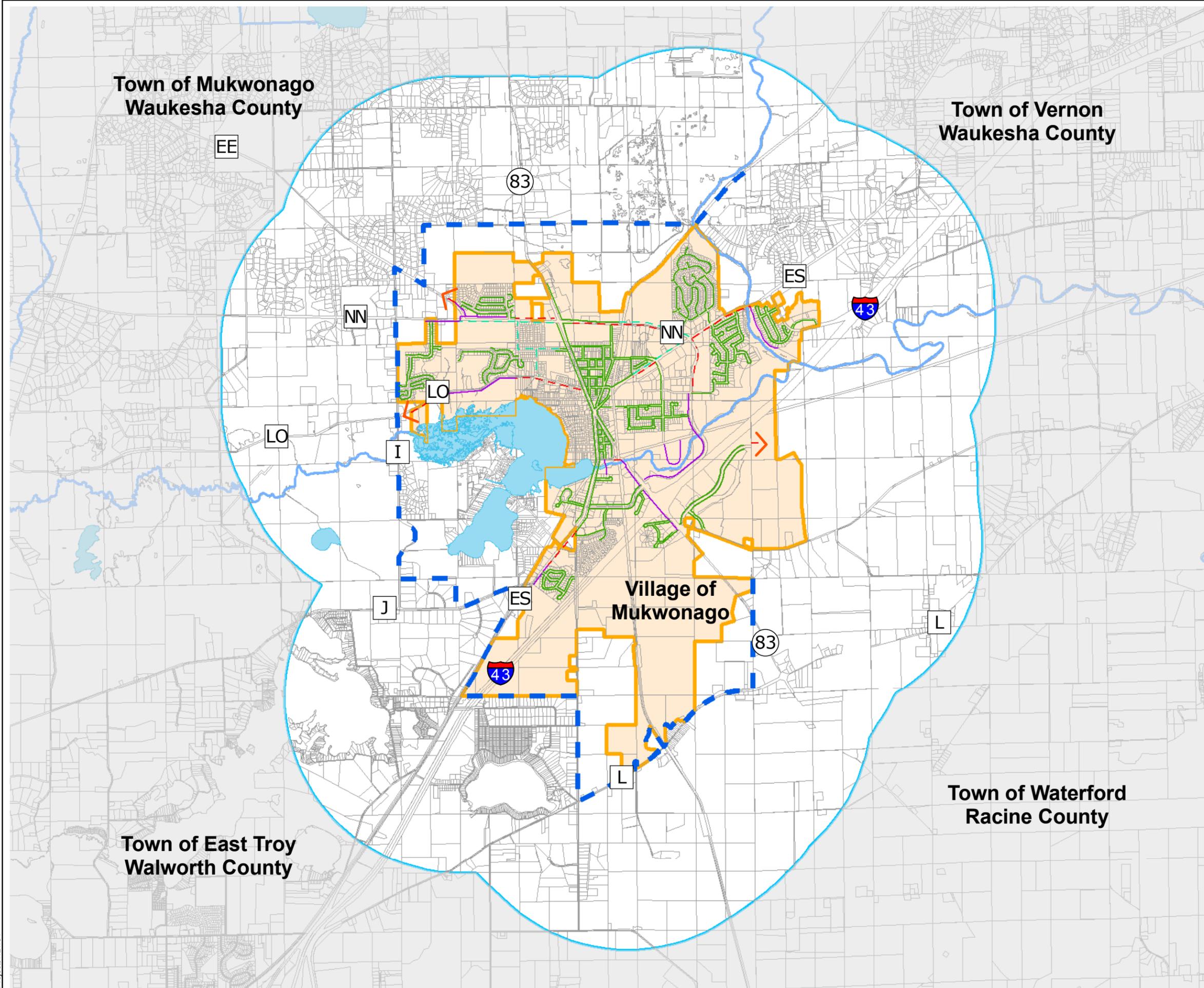
Legend

-  Current Village Limits
-  Extraterritorial Plat Review Jurisdiction
-  Ultimate Village Boundaries
-  Existing Sidewalk
-  Proposed Sidewalk
-  Existing Multi-Use Trail
-  Proposed Multi-Use Trail
-  Surface Water

- NOTES:
- Proposed Sidewalks and Multi-Use Trails identified in the 2004 Comprehensive Outdoor Recreation Plan.
 - Proposed Multi-Use Trail and Sidewalk System will be further analyzed with the next update to the Comprehensive Outdoor Recreation Plan in coordination with the regional, Waukesha County, and Walworth County Bike and Pedestrian Plans.
 - Planning Area based on 1.5 mile extraterritorial planning jurisdiction in the surrounding Townships.



July 2009



3. *Indianhead Park*

Location:	CTH ES, borders Village Hall to the south
Size:	7.2 acres developed
Park Type:	Neighborhood Park
Facilities:	Swimming beach, bathhouse with showers and office space, five picnic tables, open-air picnic shelter, swing set, sand volleyball court, and a footbridge over the river.

Description: This park contains 1,000 feet of frontage along the southern edge of the Mukwonago River and is used for both swimming and shore fishing. A walking path with a footbridge connects the park to the Jefferson Street neighborhood.

4. *Phantom Glen Park*

Location:	Andrews Street, west of CTH ES
Size:	4.5 acres developed
Park Type:	Neighborhood Park
Facilities:	Boat launch, disabled accessible fishing pier, open-air picnic shelter with restroom facilities, 20 picnic tables, three park benches, and separate parking areas for regular vehicles and vehicles with trailers.

Description: This neighborhood park has approximately 880 feet of frontage along Lower Phantom Lake and is used as a boat launch, as well as for fishing and picnicking. It is within easy walking distance of established residential areas.

5. *Miniwaukan Park*

Location:	McKenzie Drive, south of Meadow Park Estates Subdivision
Size:	Approx. 305 acres (approx. 66 acres developed)
Park Type:	Community Park
Facilities:	Six baseball fields with backstops and dugouts, five soccer fields with bleachers, football field with bleachers, restroom and concession building, 120 picnic tables, six park benches, a small play structure, two gravel parking areas, three portable restrooms, and a primitive canoe launch.

Description: The Mukwonago River flows through this park. The developed portion of the site is used heavily for sporting events and the remainder of the site is largely natural, with areas of native upland forest and wetlands. There are extensive opportunities for passive recreation yet to be developed.

6. *Washington Avenue Park*

Location:	Washington Avenue, adjacent to the Village Library
Size:	2 acres developed
Park Type:	Neighborhood Park

Facilities: Little league baseball diamond with benches and backstop, and an outdoor basketball court.

Description: This facility serves adjacent residential areas as a neighborhood park.

7. Clarendon Avenue School

Location: Clarendon Avenue and CTH NN

Size: Less than one acre developed

Park Type: Mini Park

Facilities: Hard surfaced play area with extensive play structures and swings.

Description: This facility is part of the Clarendon School, but is used as a mini park by adjacent residential areas.

8. Parkview Middle School

Location: STH 83 & CTH NN

Size: Approx. 19 acres developed

Park Type: Special Use Area

Facilities: Running track, football field, soccer field, two basketball courts, baseball and softball diamonds.

Description: This property adjoins Parkview Middle School, which used to function as the high school grounds. The site is classified as a special use area because the vast majority of its use is for organized sporting events.

9. Mukwonago High School

Location: CTH NN, south of proposed Fairwinds Subdivision

Size: Approx. 50 acres developed

Park Type: Special Use Area

Facilities: Running track, football stadium, eight tennis courts, soccer field, basketball court, baseball and softball diamonds, and numerous practice fields.

Description: This property adjoins Mukwonago High School, and is classified as a special use area because the vast majority of its use is for organized sporting events.

10. Open Space Adjacent to Police Station

Location: 627 S. Rochester Street, south of Police Station

Size: Approx. 0.5 acres developed

Park Type: Mini Park

Facilities: Three Picnic tables.

Description: This park is an unnamed parcel adjacent to the police station. It contains numerous large trees and is used as a picnic area.

11. Fairwinds Subdivision Park

Location:	Fairwinds subdivision
Size:	2.5 acres
Park Type:	Neighborhood Park
Facilities:	None

Description: This is a property within the currently-under-development Fairwinds subdivision, north of Mukwonago High School. The land has been dedicated to the Village, and will be developed into a neighborhood park, with intended future expansion when the property to the north of the subdivision is subdivided.

12. T.I.D. #3 Conservancy Area

Location:	T.I.D. #3 south of I-43 and east of STH 83
Size:	Approx. 33.8 acres undeveloped
Park Type:	Special Use Area, within a planned commercial/industrial area
Facilities:	None

Description: This area is currently mostly agricultural land, but an underground stream will be daylighted back to its original flow conditions, and adjacent areas will be restored with native wetland and prairie vegetation. It will then be maintained as a regional detention/conservancy area with maintenance to be funded by the stormwater utility.

The Village exceeds the recommended standards for parks and open space within the Village limits. Based on the location of the Village, there are many opportunities for outdoor recreation outside of the Village's borders. Residents are also within 20 miles of the Southern Unit of the Kettle Moraine State Forest, Lapham Peak State Park, the Glacial Drumlin Trail, and numerous lakes, rivers, and golf courses.

Although the Village contains land area surpassing the recommended standards for land area and open space, there are significant areas of improvement that will contribute to parks and open spaces including developing the open areas into usable parkland, connecting the sidewalks and multi-use trails from neighborhoods to parks, and potentially initiating a park and recreation program.

Developing usable parks from open spaces is a very general proposition since residents' opinions of what developed parks

consist of likely varies. Guidelines for improvements within parks is identified and detailed in the Comprehensive Outdoor Recreation Plan.

Multi-use trails and sidewalks allow for both recreational use and transportation uses. A vital component to incorporating trails and sidewalks within the Village is connectivity of the trail or sidewalk with a destination point. Destinations include the downtown area, parks, and other locations of interest. The Village is currently in the process of connecting the multi-use trails and sidewalks throughout the system.

Village residents currently participate in the Park and Recreation Program operated by the Town of Mukwonago. Since the Village lacks authority in determining the Town's available programs and the higher costs that Village residents are subject to, the Village should consider creating a separate or shared Park and Recreation Program. By hosting the Program, the residents of the

Village of Mukwonago Comprehensive Plan

Village will have voice in the programs and activities enabling more residents to become actively involved or participants of the facilities provided by the Village.

Cemeteries

The Village of Mukwonago has one privately owned cemetery, Oak Knoll Cemetery, located in the 500 block of STH 83/North Rochester Street. The cemetery was established in 1837 and is run by the Oak Knoll Cemetery Association located at 626 Oakland Avenue. Oak Knoll Cemetery encompasses approximately 24 acres.

In addition to the cemetery that exists in the Village, the Village was originally founded by the Potowotomi Indian Tribe. Throughout the Village and vicinity, the potential for Indian burial mounds may be found. The Indian burial mounds are protected by the State, and must remain in an uninterrupted state if discovered.

Health Care Facilities

The Village is served by several local health care facilities. These facilities vary from general medical clinics to specialty practices. Opened in 2004, ProHealth Care operates a medical and ambulatory center located at 240 Maple Avenue. The medical center provides care in family medicine, obstetrics, allergy and immunology, and pediatric, adolescent medicine, and certain on-site cancer care. Representatives from ProHealth Care have recently discussed potential expansion plans for the hospital facility to include additional beds, and emergency facility, and other updates.

There are not any hospitals located in the Village, but residents have access to several hospitals within 20 miles. These hospitals include: Waukesha Memorial Hospital, St. Lukes Muskego, Memorial Hospital – Burlington, Elmbrook Memorial Hospital, Oconomowoc Memorial Hospital, the Aurora facility in Oconomowoc, the Wisconsin Heart Hospital – Wauwatosa, and West Allis Memorial Hospital.

Children's Hospital of Wisconsin is also located within 20 miles of the Village.

The Village also has several dental offices including general dentists, orthodontists, and oral surgeons. There are also several chiropractors and massage therapists with offices in the Village.

Child Care Facilities

There are several childcare facilities located in the Village, which does not include private in-home childcare. These facilities serve infants through school age children with some facilities providing on-site pre-school or nursery school classes.

Police

The Mukwonago Police Department provides police protection services to the Village of Mukwonago. The current police station, located at 627 South Rochester Street, is approximately 8,200 square feet and houses administrative and dispatch functions. In addition, the Department has satellite storage facility with 10,000 square feet of space for evidence and impounded vehicles. Based on the Police Department Needs Assessment conducted by Ruekert/Mielke in 2002, the existing police station has adequate space to accommodate both additional personnel and storage space through the year 2020.

Fire and Rescue

The Mukwonago Fire Department provides the Village of Mukwonago and the Town of Mukwonago with 24-hour fire protection and emergency medical services out of two fire stations. The personnel for the Fire Department includes a full-time Fire Chief, full-time and on-call firefighters, paramedics, and medical emergency technicians. The Department also has special teams in hazardous materials cleanup, a rapid intervention team, and a dive team.

The Mukwonago Fire Department serves a 41 square mile area consisting of 32 miles in the Town of Mukwonago and 9 miles in the Village. As its service area population

increases, the Fire Department has seen its emergency medical service (EMS) calls increase steadily, while its fire calls fluctuate from year to year. Table 7-1 shows the change in fire calls and EMS calls from 2000 to 2004.

In 2003, the Mukwonago Fire Department constructed a new fire station at 1111 Fox Street in the Village. The new facility is approximately 13,850 square feet and contains space for storage of apparatus and equipment, office areas for staff, public restrooms, sleeping rooms, shower areas, and a workout and training facility. The new facility was designed to provide adequate staff and storage space for future expansion of the Department. Therefore, it is expected that the existing facility will serve the Village through the year 2025.

Libraries

The Mukwonago Public Library, located at 300 Washington Avenue, serves residents of the Village and surrounding municipalities. Constructed in 1996, the existing library is 12,200 square feet. The Mukwonago Public Library is a part of the Waukesha County Federated Library System (WCFLS), which includes 16 public libraries in Waukesha County. Since the Village of Mukwonago owns a library, it is referred to as a “library municipality.” There

are 18 library municipalities in Waukesha County, which levy their own taxes to fund the 16 public libraries. A county tax is levied on the 19 non-library municipalities to help fund the public libraries. The Waukesha Public Library is the designated resource library of the system.

According to the 2006 Wisconsin Public Library Preliminary Data published by the Wisconsin Department of Instruction, the Mukwonago Public Library serves a municipal population of 6,627 and additional service population of 14,409 for a total service population of 21,036. The Library serves residents in the surrounding area with the largest circulation attributed to the Town of Mukwonago at 34 percent, the Village of Mukwonago at 31 percent, Walworth County municipalities at 12 percent, and the Town of Vernon at 12 percent.

As the surrounding area continues to grow in population, so does the Library’s circulation. Between 2000 and 2006 its circulation increased by 44 percent. Approximately 2,800 patrons visit the Library each week and 125 new cards are issued each month. Table 7-2 shows data on circulation, library visits, and service area population from 2000 to 2006. The existing facility is no longer large enough to hold the

Table 7-1: Fire and EMS Calls

Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Fire Calls	258	285	238	200	230	232	286	285	302	305
EMS Calls	902	992	1,074	1,039	1,011	1,110	1,329	1,361	1,425	1,537
Total	1,160	1,277	1,312	1,239	1,241	1,342	1,615	1,646	1,727	1,842

Table 7-2 Mukwonago Library Statistics

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008
Circulation	218,921	230,344	247,555	268,692	291,908	314,384	315,335	316,333	320,520
Visits	125,112	138,840	139,410	144,940	136,760	153,244	145,288	154,908	156,728
Population	19,313	18,375	18,301	19,059	19,352	20,083	21,036	21,172	X ⁽¹⁾

⁽¹⁾ Circulation Population Statistics not available as of writing

Village of Mukwonago Comprehensive Plan

Library's growing collection and the Library has begun fundraising efforts to construct an addition to the existing building.

The Library addition currently proposed will have 24,624 square feet on two floors at a cost of approximately \$5 million. The Village Board has agreed to consider funding assistance for the construction costs if the Library can raise the first \$1 million to fund furnishings and equipment. Fundraising efforts are currently underway through the Friends of the Library volunteer organization.

Public Schools

The Village of Mukwonago is located primarily in the Mukwonago Area School District with portions of the south side (south of CTH ES and CTH J) of the Village located in the East Troy Community School District. The Mukwonago Area School District covers a 90 square mile area, which includes the Village of Big Bend, Town of Vernon, Village of Mukwonago, Town of Mukwonago, and parts of the Towns of Eagle, East Troy, Genesee, and Ottawa, part of the Village of North Prairie, and part of the City of Muskego. The district employs approximately 339 teachers. A

nine-member school board is elected for three year terms and meets monthly.

The Mukwonago Area School District has six elementary schools, one middle school, and one senior high school. In the 2008 – 2009 school year, the District enrolled 5,010 students from kindergarten through 12th grade. Open district enrollment added an additional 154 students bringing the total District enrollment to 5,164. Clarendon Elementary School is the only elementary school located in the Village boundaries. The other five elementary schools are located throughout the district and include: Section, Rolling Hills, Big Bend, Prairie View, and Eagleville. Both the middle school and high school are located in the Village. Park View Middle School serves approximately 813 7th and 8th grade students and Mukwonago High School has an enrollment of approximately 1,740 students in grades 9 through 12. Table 7-3 shows the student enrollment for each of the schools in the Mukwonago Area School District.

From 2007 through 2009, the Mukwonago School District was the 30th largest school district in the State of Wisconsin with an

Table 7-3: Student Enrollment by School (2000 - 2008)

	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Elementary Schools									
Big Bend	486	456	432	412	451	439	443	421	423
Clarendon	543	541	545	554	553	538	533	514	516
Prairie View	430	431	416	438	450	461	444	434	433
Section	374	371	389	429	381	395	390	429	430
Eagleville Charter	93	110	108	104	96	123	121	112	112
Rolling Hills	516	570	551	553	564	565	571	564	573
Middle School									
Park View	839	801	778	816	803	813	814	786	787
High School									
Mukwonago	1,778	1,786	1,773	1,735	1,758	1,740	1,712	1,727	1,719
Open District									
Special Education	11	13	15	9	9	9	13		17
Open Enrollment	n/a	n/a	n/a	n/a	115	113	151	179 ⁽¹⁾	154
Total	5,070	5,079	5,007	5,050	5,180	5,196	5,192	5,166	5,164

⁽¹⁾ Includes students enrolled in special education and through open enrollment

enrollment over 5,000 students. Mukwonago Area School District projections show student enrollment will be relatively stable with a growth rate of approximately one percent over the next five years as shown on Table 7-4. Given the one percent growth rate, the District has no plans to construct any new facilities or expand any existing facilities at this time. However, based on the student population of the 2007-2008 school year being higher than the projected enrollment of 2010-2011 school year, the District should monitor the facilities and student enrollment to avoid future capacity issues.

Private Schools

There are four private schools located in the Village. St. James Parish School is affiliated with St. James Catholic Church and shares a building located at 830 CTH NN. The school offers K4 through 8th grade education and places emphasis on Catholic values, traditions, and beliefs.

The Mukwonago Baptist Academy, located at 1610 Honeywell Road, was established in 1998. It is affiliated with the Mukwonago Baptist Church. The Mukwonago Baptist Academy has students enrolled in kindergarten through 12th grade. The academy recently underwent a \$500,000 expansion project, which added an additional eight classrooms. With the recent

expansion, the enrollment will continue to increase in the future.

St. John's Lutheran School is located at 410 CTH NN and is affiliated with St. John's Evangelical Lutheran Church. It serves students from pre-kindergarten through 8th grade. The school moved to its present location from Grant Street in 2002 and has room to expand, if needed, in the future.

Nature's Classroom Montessori School is located at W1802 CTH J in the Town of East Troy. Founded in 2002, the school has students in pre-kindergarten through 6th grade. The school is affiliated with and certified through the American Montessori Society. The school recently added the nine year old to 12-year-old age group or the equivalent of fourth, fifth, and sixth grades and anticipates adding additional age groups, which will be the equivalent of middle school and high school (grades 7 through 12). It is expected that the additional age groups will be added after the building expansion at its present location in the Town of East Troy.

Other Government Facilities

The Mukwonago Village Hall, located at 440 River Crest Court, contains the Village's administrative offices, governmental offices and meeting rooms, and a community room. The Village Hall was opened in April 1999

Table 7-4: Enrollment Projections ⁽¹⁾

	Present 2007 - 08	2008 - 09	2009 - 10	2010 - 11	2011-12	2012-13	Growth 5 Years (%)
Grade K - 6	2,456	2,478	2,516	2,530	2,539	2,545	3.6%
Grade K - 6 Special Education	35	35	35	35	35	35	0.0%
Grade 7 - 8	808	786	765	759	771	776	-4.0%
Grade 9 - 12	1,760	1,730	1,772	1,743	1,714	1,684	-4.3%
Special Education Out of District	15	15	15	15	15	15	0.0%
Grand Total ⁽²⁾	5,074	5,044	5,103	5,082	5,074	5,055	-0.4%

⁽¹⁾ Most recent projections created in October 2007

⁽²⁾ Includes 109 open enrollment attending in MASD, does not include 161 open enrollment attending outs

SOURCE: Mukwonago Area School District (MASD)

and is anticipated to meet the needs of the community through the planning period of 2025.

Food Pantry's

Two food pantries are located in the Village of Mukwonago; Mukwonago Food Pantry and Kitchen Kupboard. The Mukwonago Area Food Pantry is located at 325 Eagle Lake Avenue in the Village. Assisting residents since 1989, the Food Pantry moved into its new building in August 2002. The Mukwonago Area Food Pantry service area includes the Villages of Mukwonago, Big Bend, North Prairie, Eagle, and Palmyra and the Towns of Mukwonago, Vernon, and Eagle. Pantry hours are Monday through Wednesday 9:00 a.m. to 12:00 p.m., Thursday 5:00 p.m. to 7:00 p.m., and Saturday from 8:00 a.m. to 12:00 p.m.

In addition its food pantry services, the Mukwonago Area Food Pantry strives to take care of the whole person by serving as a “self help” resource center. This includes providing on-site counseling through the Women’s Center in Waukesha in subjects such as personal finance and literacy. It also provides holiday food baskets, children’s Christmas gifts, a middle school tutoring/mentoring program, clothing, rent assistance, and referrals to dental and nutrition programs. A Community Room is also available for public meetings and gatherings up to 60 people and has complete kitchen facilities.

Kitchen Kupboard is located inside Mt. Olive Lutheran Church at 211 Main Street in Mukwonago. Pantry hours are on Thursday’s from 9:30 a.m. to 11:30 a.m.

GOALS, OBJECTIVES, POLICIES

Goal: The Utilities and Community Facilities Goal of the Village of Mukwonago is to provide infrastructure and public facilities that serves the well-being and meets the needs of current and future citizens.

Objectives:

- Continue providing high quality and cost effective services to current and future residents of the Village.
- Continue to provide premium police and fire protection for residents and business owners to sustain the quality of life that residents and visitors desire.
- Continue maintaining parks and open spaces that meet the needs of current and future residents.
- Coordinate future development and land use planning with future improvements in utilities and community facilities including water, sewer, school, library, recreational facilities, etc.

Policies:

- Continue planning and execution of the plans to meet the NR216 requirements for appropriate storm water quantity and quality.
- Continue the efficient use of the capitol improvements program for necessary maintenance to roads and infrastructure.
- Continue evaluating levels of municipal services with future development and population increases.
- Create a network of safe, efficient, and maintained sidewalks for residents to utilize for non-vehicular transportation.
- Continue advancing the network of multi-use trails.

Sanitary Sewer Service

- The Village should continue to provide sanitary sewer service for all development.
- The Village should provide sanitary sewer service to all properties on Lower and Upper Phantom Lake to protect the water quality.

Water Supply

- The Village should identify and measure the impact new development will have on the demand for water.
- The Village should continue to comply with U.S. Environmental Protection Agency standards for water quality.
- The Village should encourage water conservation and consider a water rate structure that further encourages water conservation.

Solid Waste Disposal

- The Village should continue to provide solid waste disposal services.
- The Village should continue to promote waste reduction through recycling, reuse, and composting.

Parks and Open Spaces

- The Village should update its Comprehensive Outdoor Recreation Plan every five years as the Village grows and develops to remain eligible for grant opportunities through the Wisconsin Department of Natural Resources.

- With an eligible Comprehensive Outdoor Recreation Plan, the Village should pursue grant opportunities to offset a portion of the costs related to developing parks.
- The Village should ensure easy access to parks for residents of all ages through development of neighborhood parks in new subdivisions and use of the multi-use trail system.
- Village should develop parks, where appropriate, for active and passive outdoor recreation opportunities.

Public Schools

- The Village should work with the Mukwonago Area School District and East Troy Community School District on identifying new development and the potential impact on the schools.



CHAPTER 8: "ECONOMIC DEVELOPMENT ELEMENT"

Economic Development is typically associated with non-residential development including commercial, business and industrial land uses. However the goal of the Economic Development Element is to analyze the workforce and business environment within the Village to create a sustainable community where employees can enjoy the live/work interaction in which they reside.

Several areas of the Village have been previously developed with significant non-residential uses including the center of the Village known as downtown, the southern area of the Village near Interstate 43, and the northern portion of the Village near the intersection of STH 83 and CTH NN. Each of the business centers within the Village has different characteristics, which makes them unique.

Comprehensive Plan Elements

- Issues and Opportunities
- Intergovernmental Cooperation
- Housing
- Agricultural, Natural, and Cultural Resources
- Transportation
- Utilities and Community Facilities
- **Economic Development**
- Land Use
- Implementation

Village of Mukwonago Comprehensive Plan

PURPOSE

This chapter focuses on the economic characteristics within the Village. Under the Section 66.1001 of the Smart Growth Law, an economic development element is a required component of a comprehensive plan. Economic development is a broad term that relates the ability of residents to fulfill particular employment positions to potential businesses that may locate in Mukwonago to appropriate locations.

This chapter will address the following subjects:

- Analysis of the Village labor force and economic base
- Assessment of desirable businesses in the Village
- Assessment of the strengths and weaknesses of attracting and retaining businesses
- Identification and evaluation of environmentally contaminated sites
- Identification of programs to promote economic development
- Consideration of goals, objectives, and policies

ANALYSIS OF THE VILLAGE LABOR FORCE AND ECONOMIC BASE

Labor Force

The labor force is defined as the residents within the Village who are at least 16 years old, employed, or actively seeking employment. As shown on table 8-1, according to the 2000 Census 3,784, or 77.9 percent, of the residents in the Village included in the labor force from a total population of 4,857 people. Of the population in the labor force, 112 residents were unemployed for an unemployment rate of 2.3 percent. Since the Village is part of Waukesha and Walworth Counties, comparing the employment data to both counties is necessary. Waukesha County experienced an unemployment rate of 2.1 percent during the year 2000. The unemployment rate in Walworth County was 3.7 percent during the same period. The 2000 Census data shows that the unemployment rate in the Village was lower than both Waukesha and Walworth Counties.

The labor force in the Village is dispersed among a variety of different employment sectors. Table 8-2 separates the number of employees by their occupation. The percentage of employees by sector is similar between Mukwonago and Waukesha and Walworth Counties. As shown on the table, more than 25 percent of the Village residents are employed in the manufacturing industry. Similarly, the percentage of Waukesha and Walworth County residents employed in the

Table 8-1: Labor Force

Employment Status	Village of Mukwonago		Waukesha County		Walworth County	
	Number	Percent	Number	Percent	Number	Percent
Population 16 years and over	4,857	100	277,331	100	73,753	100
In labor force	3,784	77.5	201,060	77.9	51,922	70.4
Civilian labor force	3,784	77.5	200,991	77.9	51,861	70.3
Employed	3,672	70.4	195,290	75.6	49,128	66.6
Unemployed	112	2.1	5,701	2.3	2,733	3.7
Percent of civilian labor force	3	(X)	2.8	(X)	5.3	(X)
Armed Forces	0	0	69	0	61	0.1
Not in labor force	1,073	27.5	76,271	22.1	21,831	29.6

Source: US Census Bureau

manufacturing industry was the strongest of all other employment sectors.

Educational Attainment

Resident’s level of educational attainment is a characteristic to be considered with economic development. According to the 2000 Census, 3,610, or 88.7 percent, of

Village residents have attained at least a high school level of education. Of the residents with a high school level education, 986 have received a bachelors degree or higher. The figures for the residents of Mukwonago are slightly lower than those of all residents of Waukesha County, however higher than residents of Walworth County.

Table 8-2: Employment by Sector

Industry	Village of Mukwonago		Waukesha County		Walworth County	
	Number	Percent	Number	Percent	Number	Percent
Manufacturing	931	21.2	41,374	25.4	12,304	25
Educational, health and social services	731	19.8	38,621	19.9	9,202	18.7
Retail trade	470	11.7	22,844	12.8	5,482	11.2
Construction	325	6.3	12,236	8.9	3,562	7.3
Professional, scientific, management, administrative, and waste management services	219	9.4	18,345	6	3,069	6.2
Finance, insurance, real estate, and rental and leasing	201	7.9	15,378	5.5	1,960	4
Transportation and warehousing, and utilities	192	4.1	7,965	5.2	2,176	4.4
Arts, entertainment, recreation, accommodation and food services	163	5.3	10,414	4.4	5,002	10.2
Wholesale trade	130	4.9	9,495	3.5	1,445	2.9
Other services (except public administration)	130	3.9	7,590	3.5	1,554	3.2
Information	90	3.1	5,982	2.5	898	1.8
Public administration	72	2.1	4,179	2	1,256	2.6
Agriculture, forestry, fishing and hunting, and mining	18	0.4	867	0.5	1,218	2.5
Total	3,672	100%	195,290	100%	49,128	100%

Source: US Census Bureau

Table 8-3: Household Income

Municipality	Median Household Income
Village of Mukwonago	\$56,250
Town of Mukwonago	\$75,067
Village of East Troy	\$48,397
Town of East Troy	\$61,486
Town of Vernon	\$71,366
Town of Waterford	\$66,599
Waukesha County	\$62,839

Source: US Census Bureau

Household Income

The median household income in the Village was \$56,250 according to the 2000 Census. Table 8-3 shows a comparison of the median household income of the Towns surrounding the Village. The unincorporated Townships had a slightly higher median household income, while the Village of East Troy experienced a lower median household income. The median household income in Waukesha County as a whole was more than \$6,000 more than

the Village of Mukwonago.

Economic Base

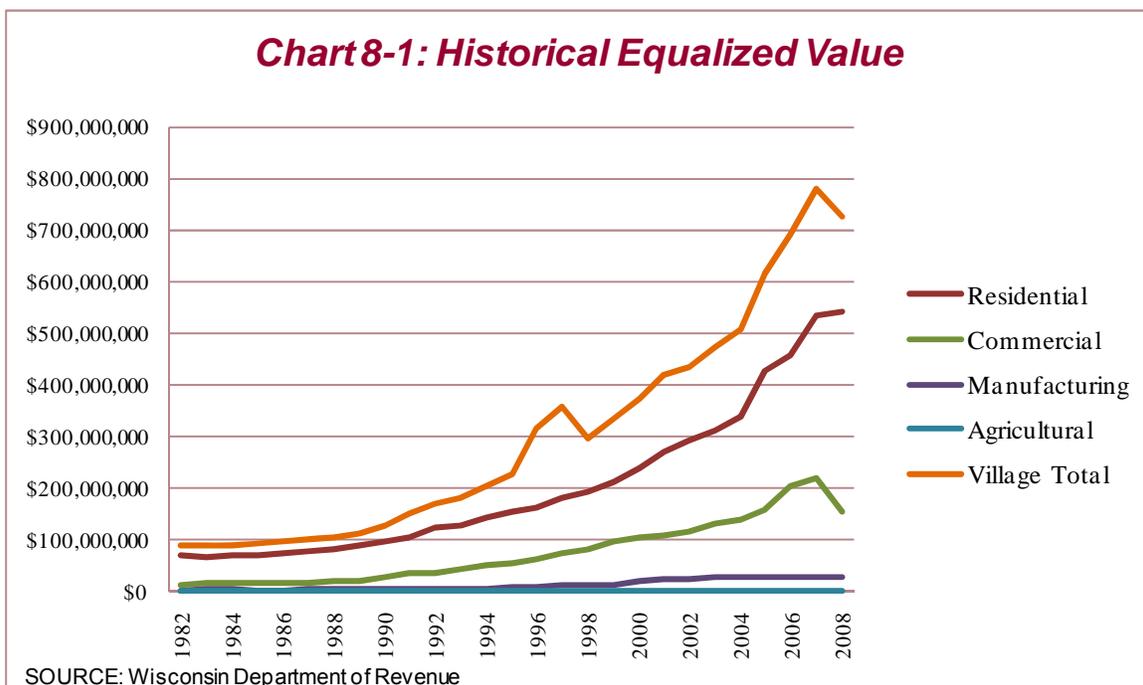
The economic base of a community can be measured and analyzed based on the equalized value of the community as a whole and any trends that can be established from the equalized value. The following chart illustrates the historical total equalized value of the Village, residential, commercial, manufacturing, and agricultural uses from 1982 through 2007. The equalized values represent a total value of the land and improvements on the property.

As illustrated in Chart 8-1 the total equalized value of the Village is increasing exponentially, meaning that the total equalized value is increasing at a significantly faster rate in the past few years than it was in the early 1980's. There are many factors that contribute to the total equalized value of the Village but the major factor is the amount of development occurring creating an increasing equalized value. The commercial category includes apartments and taxable senior housing. The value of the manufacturing within the Village appears to be very low while considering that the industrial park in the

Village is at capacity.

Recent trends can also be analyzed to identify and confirm what has been occurring in the Village. Chart 8-2 illustrates the identical equalized value date as Chart 8-1 except only for the years 2002 through 2007. As shown on Chart 8-2 the manufacturing and agricultural industries appear to have remained steady through the six year period based on the increments of the chart. The agricultural industry appears to not have any equalized value, but actually has an equalized value of more than \$280,000. When compared to other industries, agriculture is not very profound within the Village.

The commercial and residential industries have continued to increase with periods of slower and faster growth. From the chart it appears as though between 2004 and 2005 there was a large residential boom. Commercial and residential growth demonstrated a sizeable increase between 2005 and 2006.



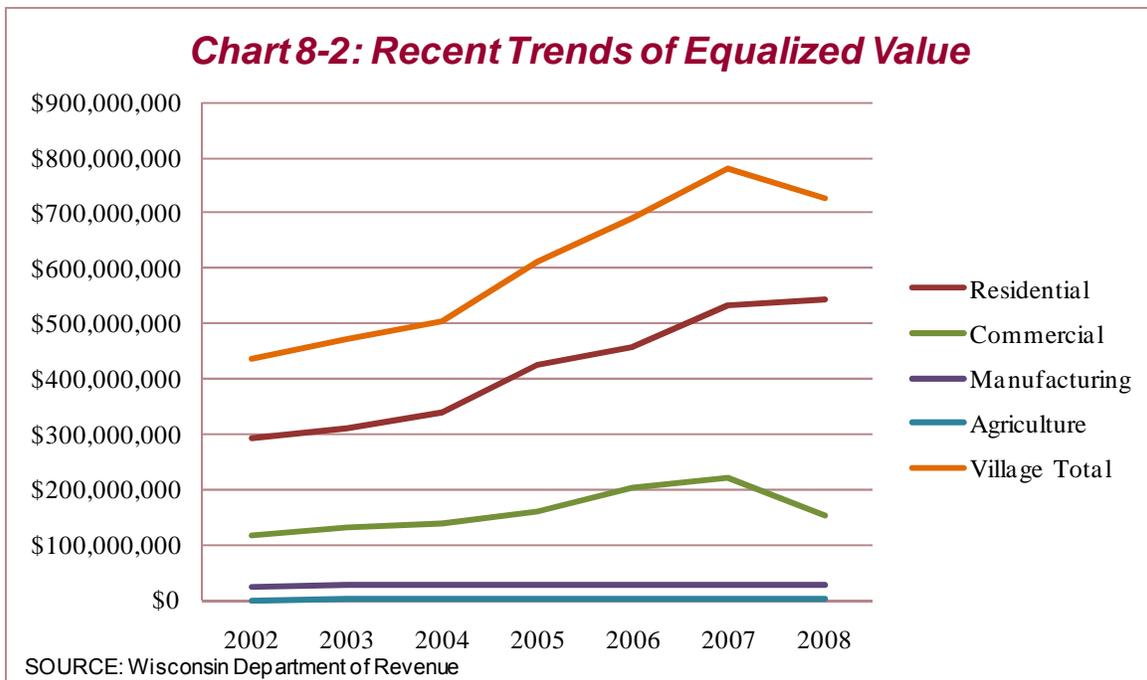
**ASSESSMENT OF DESIRABLE
BUSINESSES**

The public participation survey mailed to all residents in the Village asked several questions directly related to determining what types of businesses or services are desirable and which businesses and services the Village does not need any more establishments. Respondents were asked to check all businesses and services that apply. Three types of businesses received enough responses to become the most desired businesses in the Village. ‘Retail/Shopping’ businesses received the most responses followed by ‘entertainment venues’ and ‘restaurants.’ The three types of businesses that are least desirable, or the responses indicate that the Village does not need more of include ‘medical services,’ ‘warehousing,’ and ‘hotels.’

Planning for economic development includes more than determining which businesses the community desires. A desirable business developed in a location that residents do not feel is appropriate will not be as successful as determining where the community as a whole wishes to plan for future economic development opportunities.

Four locations were identified by the survey responses as areas where future business development should be planned. These locations include downtown, north (Pick-n-Save region), far south (Wal Mart, Home Depot region), and south (old Wal Mart, Sleep Inn region).

Future specialty retail was the predominant type of development desired in the downtown region. More than 60 percent of the responses indicated that the downtown should promote specialty retail development/redevelopment opportunities. The responses showed that in the northern portion of the Village, near Pick-n-Save, a mixture of desired development included specialty retail, service businesses, big box retail, and professional offices. The far south region is the area in the Tax Incremental District (TID) south of Interstate 43 near the Home Depot and Wal Mart. Future business developments preferred by the survey responses in the far south region include big box retail, and specialty retail. In the area near the old Wal Mart and Sleep Inn known as the south region, residents prefer future business development focused on specialty retail, big box retail, and service businesses.



Tax Incremental Financing

Tax incremental financing (TIF) is an economic development tool the Village has utilized to promote economic development in the Village. The Village has undertaken three TIF projects. The most recent Tax Incremental District (TID) was established in 2003 south of Interstate Highway 43 along STH 83, known as the Gateway District. The TID allows the Village to become a partner in development through the provision of funding for the infrastructure improvements necessary for future development, including road improvements, extension of utilities, and storm water management facilities. After the infrastructure improvements, the Village was able to provide competitively priced industrial and retail sites with utilities available to attract non-residential development. Currently, the TID has experienced the development of a Home Depot, Wal Mart, an office building, and a medical facility.

**STRENGTHS AND WEAKNESSES OF
ATTRACTING AND RETAINING
BUSINESSES**

Attracting new businesses to locate in the Village of Mukwonago involves many factors. There are factors the Village controls and others beyond the Village's control. Factors in which the Village lacks control are as broad as the state income tax, the willingness of residents to work in a specific industry, and the state of the regional economy. Factors the Village controls or can influence should be continually evaluated to ensure that the Village is effectively promoting the additional non-residential development, or redevelopment. These factors make up the strengths and weaknesses of attracting and retaining businesses in the Village and can include sign requirements, setback requirements, and impact fees.

Accurate and non-biased indications of the economic development situation in the Village were gained through the use of a public participation survey directed toward business owners and residents of the Village. The strengths and weaknesses of attracting and retaining business are included in the following table.

Table 8-4: Strengths and Weaknesses of the Village

STRENGTH	WEAKNESS
<ul style="list-style-type: none"> Tax Incremental District. The Tax Incremental District south of Interstate 43 along STH 83 provides sufficient area for future expansion of business uses. The TID was utilized to provide infrastructure improvements resulting in land available at a price competitive with other areas in the region 	<ul style="list-style-type: none"> The lowest ranked response for reasons for choosing Mukwonago to locate their business was skilled labor force / ability to find qualified employees. The Village is part of a quality school district, however the Village must attempt to retain young professionals for businesses to hire.
<ul style="list-style-type: none"> Quality School District. Students from the Mukwonago Area School District have a graduation rate of 98.9 percent in 2008 with prior years also having extremely high graduation rates. Nearly 80 percent of the high school students plan on attending college or tech school to further their education according to the Wisconsin Information Network for Successful Schools (WINSS). 	<ul style="list-style-type: none"> 'Transportation facilities' was the second lowest ranking response from the survey. Transportation facilities includes quality roads, transportation network, etc. Comments offered from responses indicate that the traffic flow along STH 83 through downtown is not conducive for the downtown with respect to parking, crosswalks, traffic lights, truck traffic, or reaching final destination.
<ul style="list-style-type: none"> 'Close proximity to my home' was the second highest ranked reason the business community chose to locate their business in the Village. It can be inferred the Village provides ample housing opportunities from the ranking of this response from the business community. 	<ul style="list-style-type: none"> A tax burden may influence a business owners desire to locate their business in a certain location. In 2007, the Village of Mukwonago had a property tax ranking in the upper half of all communities in Waukesha County.
<ul style="list-style-type: none"> 'Area demographics and characteristics of the population' was the third highest ranked response to the survey question. The area demographics include the age, income level, etc. of the Village population. 	<ul style="list-style-type: none"> Comments submitted with the survey from the business community identified the sign ordinance enforced by the Village as poor and not very friendly to businesses.
<ul style="list-style-type: none"> Overall, more than 91 percent of the survey responses indicated the Village was fair or better place to do business. Therefore the business community has a positive outlook on the Village as a community where business will thrive. 	<ul style="list-style-type: none"> A few individuals that do not appear to be interested in selling or developing their property at this time control a large amount of vacant land in the Village. This situation may hinder to potential to attract economic development opportunities.
<ul style="list-style-type: none"> The industrial park in the Village has been near capacity for a significant period of time with extremely low turnover in occupancy. The strength of the business community in the industrial park will assist with attracting future business owners. 	<ul style="list-style-type: none"> The industrial park in the Village has been near capacity for a significant period of time. There is not any more Village owned parcels for sale, meaning that there is not any additional space available for industrial growth in the existing industrial park.
<ul style="list-style-type: none"> The Village has been experiencing significant residential growth over the past decade. With all of the residential growth in the Village, Mukwonago becomes a more attractive place to locate a business. 	
<ul style="list-style-type: none"> Location. From the public participation surveys to the business community, location was the highest ranking reason businesses chose to locate in the Village. Location dealt with the proximity of transportation corridors. 	

***ENVIRONMENTALLY CONTAMINATED
SITES***

Environmentally contaminated sites are integral locations that may yield significant economic benefits for a community if developed, or redeveloped, as commercial or industrial land uses. According to the Wisconsin Department of Natural Resources (WDNR), there are a number of sites that have been contaminated that need to be cleaned or are in the process of being cleaned; contaminated sites where the WDNR has determined that a cleanup is not required; contaminated and have been subsequently cleaned; and sites that have been cleared of the contamination prior to 1996.

Future development of property that has been contaminated has significant affects on a community in terms of economic development. One of the most prevalent benefits of redeveloping contaminated sites is that the contamination has been properly cleaned and will not negatively affect the natural environment including groundwater and storm water any longer. Secondly, properties that have experienced an incident where contamination was a factor may not be in operation, or are not operating at the same level as prior to the contamination occurrence. Once the property is cleaned the redevelopment can occur, the property will contribute to the economic stability of Mukwonago.

ECONOMIC DEVELOPMENT PROGRAMS

Programs designed to promote economic development, or redevelopment, are abundant in the Village of Mukwonago. There are existing organizations designed to assist with economic development specifically in the Village of Mukwonago and other programs for businesses in Waukesha County and Walworth County. Through the State of Wisconsin, there are programs focused on attracting and retaining business and workforce development throughout the state. A list of economic development

programs available for future business development in Mukwonago follows with a brief explanation of the focus of each program.

Mukwonago Area Chamber of Commerce & Tourism Center

The Mukwonago Area Chamber of Commerce is a voluntary partnership of business and professional people working together to strengthen the economic climate of the Mukwonago area, enrich the quality of life, and promote the enhancement of the community. The goal of the Chamber of Commerce is to promote a positive climate where Mukwonago businesses and community benefit from growth opportunities.

Waukesha County Economic Development Corporation (WCEDC)

The WCEDC is a business, education, and government partnership focused on knowledge, capital, and talent that works on innovative strategies to recruit and retain a talented workforce, strengthen Waukesha County's business marketplace presence, supports regional initiatives, and manages a business revolving loan fund.

Waukesha County Action Network (WCAN)

WCAN is a private organization of community and business leaders that evaluates and recommends improvements for community issues to maintain Waukesha County's success in the region.

Milwaukee 7

The Milwaukee 7 is a collaborative of representatives from Milwaukee, Waukesha, Racine, Kenosha, Walworth, Washington, and Ozaukee Counties that strive to promote, attract, and retain economic growth from a regional perspective rather than having counties competing against one another in the region for economic development.

Walworth County Economic Development Alliance, Inc. (WCEDA)

WCEDA is a county-wide organization that fosters economic development by enhancing communication among local economic development programs while promoting topics such as alternative funding sources, brownfields, technology zones, and revolving loan funds.

Southeast Wisconsin Regional Economic Partnership (REP)

REP provides businesses with regional information on business retention and growth within the seven-county region. REP consists of economic development representatives from seven counties (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, Waukesha), plus We Energies, the City of Milwaukee, the Southeastern Wisconsin Regional Planning Commission and the Metropolitan Milwaukee Association of Commerce. REP meets regularly, and also conducts seminars and special meetings tailored to the needs of each represented community.

Wisconsin Department of Commerce

Financial assistance programs to assist in economic development opportunities are funded by the Wisconsin Department of Commerce. Programs are available through the Wisconsin Department of Commerce with a representative available to assist in each region of the state.

The Wisconsin Department of Workforce Development (DWD)

The DWD is focused on building and strengthening Wisconsin's workforce through employment programs and services. These programs and services include securing jobs for disabled, assisting former welfare recipients to transition to work, linking youth with jobs of tomorrow, protecting and enforcing worker's rights, processing unemployment claims, and ensuring worker's compensation claims are paid.

Wisconsin Housing and Economic Development Authority (WHEDA)

WHEDA provides assistance to connect potential borrowers with affordable housing and economic development opportunities. These opportunities include financing to start, acquire, or expand small businesses.

Forward Wisconsin

Forward Wisconsin is an organization that attempts to assist businesses development and growth throughout the state. The organization has partnered with many other organizations to provide financial resources and assistance, relocation tools, and other assorted programs for Wisconsin businesses.

Wisconsin Main Street Program

The Wisconsin Main Street Program is a function of the Department of Commerce designed to promote the historic and economic redevelopment of traditional business districts throughout the state.

Wisconsin Economic Development Association (WEDA)

WEDA is a non-profit organization dedicated to expanding the economy of the state through representing the workforce and economic development professionals when policies on Wisconsin's economic development climate are debated and acted upon. Membership benefits of WEDA include:

- Professional Development / Continuing Education Opportunities
- Legislative Affairs
- Resources & Networking

U.S. Small Business Administration (SBA)

The SBA is focused on aiding, counseling, assisting, and protecting the interests of small business concerns to preserve free competitive enterprise and to maintain and strengthen the overall economy of the nation.

Village of Mukwonago Comprehensive Plan

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

HUD attempts to increase home ownership, support community development, and expand access to affordable housing free from discrimination.

GOALS, OBJECTIVES, AND POLICIES

Economic development goals, objectives, and policies will direct the Village in future land use decisions throughout the Village. The goals for the economic development prosperity are considered to be uniform throughout the entire Village. Because the Village consists of four very different regions regarding economic development objectives and policies, the Village is divided into geographical areas that will allow more specific actions for each area. Regions of the Village include downtown, north, far south, south, and the remainder of the Village.

Downtown Mukwonago was previously developed as the historical center of the Village with small shops and storefronts designed for pedestrian traffic. Several of the businesses have relocated elsewhere leaving empty storefronts and under-maintained buildings. Redevelopment has occurred throughout the downtown bringing new businesses into the buildings, but not at the pace of businesses leaving.

The northern region of Mukwonago includes the entrance to the Village along STH 83. Development of a Pick-n-Save and other smaller retail uses has occurred providing a notable entrance to the Village. Land remains open for future development in the northern region of the Village.

The region identified as the far south is located south of Interstate 43 along STH 83. The eastern half of the far south has been included in the TID, which has experienced incremental growth. West of STH 83 has largely remained in agricultural uses with the potential for extensive economic development potential with regards to access onto Interstate 43.

The south region is anchored by a building that was formerly a Wal Mart. There are several tracts of land suitable for development and redevelopment.

The following goals, objectives, and policies will enable the Village to attract new economic development opportunities and retain existing businesses.

Goals:

1. To develop a land use plan that provides ample new development opportunities and identifies redevelopment opportunities.
2. To support the long-term economic vitality and viability of the Village's downtown.
3. To attract and retain high quality development that enhances and diversifies the Village's economic base.
4. To coordinate and communicate with the Mukwonago Area Chamber of Commerce to effectively attract new businesses while retaining existing businesses within the Village.

Downtown:

Objectives:

- Continue to support the redevelopment of existing buildings that are vacant or underutilized in the downtown.
- Continue promoting the development of specialty retail businesses in the downtown as identified as the location and type of business desired in the downtown.
- Continue to support the preservation of any historical sites in the downtown area.
- Promote businesses that support and are supported by a walkable, "pedestrian-friendly" atmosphere throughout the downtown areas.

- Encourage the retention of existing businesses through aiding business owners with desirable improvements to the individual property, building, and the downtown as a whole.

Policies:

- Undertake recommendations to improve pedestrian crossings across STH 83 in downtown.
- Undertake recommendations to improve parking availability for residents, visitors, and employees.
- Consider creating a strategic downtown plan to guide and promote the redevelopment and reuse of existing buildings in downtown.
- Consider funding strategies to implement a downtown plan.
- Continue providing thorough site plan reviews that will allow economic development and result in well planned and designed storefronts.
- Develop and implement an official Downtown Master Plan.
- Coordinate a streetscaping effort through the Downtown Master Plan including pedestrian lighting, landscaping, walkways, etc. that will invite residents and visitors to the downtown.
- Work with the Wisconsin Department of Transportation and Waukesha County to improve the traffic flow through downtown.
- Consider applying for the Wisconsin Main Street Program to receive assistance with redeveloping downtown and making the downtown a historic focal point for visitors.

North (Pick-n-Save region)

Objectives:

- Continue to promote well-planned non-residential development along STH 83 that will serve as a secondary commercial region.
- Promote non-residential development while maintaining the architectural standards that are consistent with existing businesses.

Policies:

- Support businesses seeking federal, state, and county economic development grants for workforce development, small business development, incubator development, and high technology development.
- Facilitate the development of vacant properties with the owners of the property and potential business owners.

Far South (Wal Mart, Home Depot region)

Objectives:

- Encourage new development of larger-scale business developments compatible with the existing developments within the TID area.
- Continue to provide well-planned business sites in the Gateway District for well-designed non-residential development.
- Consider high technology industries in the Gateway District that will attract and retain a workforce that will continually improve technological skill in the labor force.

Policies:

- Continue providing thorough site plan and architectural reviews to ensure that future development is desirable for residents, visitors, and other businesses.
- Facilitate the development of vacant properties with the owners of the property and potential business owners.

South (Old Wal Mart Sleep Inn region)

Objectives:

- Continue to seek redevelopment, reuse, and infill opportunities that will increase the economic viability of the region.

Policies:

- Facilitate the development of vacant properties with the owners of the property and potential business owners.

Village (entire Village including separate regions)

Objectives:

- Consider a formal economic development initiative (strategic plan) to ensure all staff, residents, and business owners are aware of the direction of the village.
- Ensure that all future development and redevelopment is sensitive to the natural environment.

Policies:

- Consider restructuring the sign ordinance to make it more 'business-friendly' as a result of the comments received by responses to the public participation survey.
- Work with the Mukwonago Area Chamber of Commerce to help revitalize portions of the Village and attract new development to the Downtown and the Gateway District.
- Storm water must be managed in accordance with the recently completed Storm Water Management Plan.
- Woodlands, wetlands, surface water, steep slopes, and environmental corridors must be carefully considered to ensure the Village and the region realizes the significant environmental benefits from these resources into the future.
- Assist with the facilitation of cleanup and redevelopment programs for properties that have been contaminated.



**CHAPTER 9:
"LAND USE ELEMENT"**

The Land Use Element has two distinct sections. The first section begins with an analysis of existing land uses within the Village to understand the status of what exists and how recent trends will impact future development.

Following the analysis of the existing conditions in the Village, the second portion is a compilation of all the other elements in the Plan. Each of the previous chapters created the framework to establish future land uses and the density of future land use development. For example, the Agricultural, Natural and Cultural Resources element identified the significant natural resources within the chapter, while the transportation element identified different modes of transportation to travel to an area, all while the Issues and Opportunities and Housing Elements identified the projected population and how much land must be designated to accommodate future residents. Then the economic development element described where residents will shop.

Comprehensive Plan Elements

- Issues and Opportunities
- Intergovernmental Cooperation
- Housing
- Agricultural, Natural, and Cultural Resources
- Transportation
- Utilities and Community Facilities
- Economic Development
- **Land Use**
- Implementation

PURPOSE

This chapter focuses on converting the overall Vision of the Village; the goals, objectives, and policies from each of the Plan Elements; and the existing land uses into a plan, or guide, for future land use decisions. Under the Section 66.1001 of the Comprehensive Planning Law, known as the Smart Growth Law, a land use element is a required component of a comprehensive plan.

This chapter will address the following subjects:

- Analysis of the existing land uses
- Analysis of land use trends
- Identification of opportunities for redevelopment
- Identification of future land uses
- Analysis of existing and potential land use conflicts
- Creation of land use phasing schedule for future development
- Goals, objectives, and policies

ANALYSIS OF EXISTING LAND USES

The existing land uses in the Village provide a base point from which future land uses can be analyzed and planned. Land uses as of the year 2000 are illustrated on Map 9-1 with the current Village boundaries. There have been several annexations to the Village since 2000. A table showing a separation of the existing land uses shows that the Village and surrounding planning area was predominately agriculture and open land uses in 2000. The following sections provide further detail of the existing land uses.

Agriculture/Open Lands

The agriculture and open lands land use category includes lands that are utilized for agricultural purposes including crops, pastures, orchards, and nurseries. Open lands are lands that were not in use when the land use inventory was conducted, such

as a field previously planted but in 2000 the field was open during a crop rotation schedule. Agriculture and open lands made up more than half of the total Village area in 2000. Most of the agriculture and open lands were located in the southern and eastern portions of the Village. Since 2000, the Tax Incremental District (TID) was created south of Interstate 43 and significant development has occurred where lands identified as agriculture and open spaces were located. These developments and other recent development would decrease the amount of agriculture and open lands in the Village identified in Table 9-1.

Residential

Single-family and multi-family residential land uses were identified in the Village and surrounding planning area. The land use inventory occurred in 2000. As previously noted, areas of both single-family and multi-family residential have been developed since 2000 and are identified as agricultural and open lands. Single-family residential land uses are much more predominant than multi-family residential. More than ten percent of the Village and more than twelve percent of the entire planning area consist of single-family residential land uses. Within the current Village limits a significant amount of single-family residential is located near the center of the Village.

Multi-family residential land uses include locations where there is more than one dwelling unit per building. Two-family residences, or duplexes, are included as multi-family residential. A mere 1.6 percent of the Village, and less than one-half of the entire planning area was identified as multi-family residential land uses in 2000. There does not appear to be a concentration of multi-family land uses within the Village or planning area, consistent with sporadic condominium developments.

Town of Mukwonago
Waukesha County

Town of Vernon
Waukesha County

Map 9-1

2000 Land Use

Village of Mukwonago
Waukesha County, Walworth County

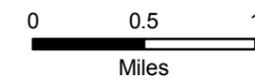
Village of
Mukwonago

Town of East Troy
Walworth County

Town of Waterford
Racine County

Legend

-  Extraterritorial Plat Review Area
-  Current Village Limits
-  Ultimate Village Boundary
-  Agriculture/Open Land
-  Residential - Single-Family
-  Residential - Multi-Family
-  Commercial
-  Communication/Utilities
-  Govern/Institutional
-  Industrial
-  Recreational
-  Surface Water
-  Transportation
-  Wetlands
-  Woodlands



June 2009

Commercial

Commercial areas including retail and service businesses as of 2000 were identified throughout the center of the Village. There is a definitive pattern of commercial land uses in Mukwonago along STH 83 from the northern edge of the Village through downtown and extending to Interstate 43. A grouping of commercial land uses are found on CTH ES, or Main Street as illustrated on the Future Land Use Map. The TID area south of Interstate 43 was identified as agriculture and open space in 2000, however a portion of land south of the Interstate has been developed as commercial and institutional land uses since the land use inventory of 2000.

Industrial

Similar to the commercial areas, the industrial land uses are identified in a particular area within the Village. The industrial section of the Village in 2000 was located northeast of the downtown region. Industrial land uses include manufacturing, wholesaling, storage, and extractive within the Village and planning area. Outside of the Village limits, but within the planning area are two areas of extractive land uses identified as industrial land use; one located in the Town of East Troy and one in the

Town of Waterford.

Governmental and Institutional

Land uses typically identified as governmental and institutional include lands used for the police and fire stations, and other municipal buildings, schools, churches, and cemeteries. Planning for governmental or institutional land uses are difficult due to the range of purposes that each of the uses provide. The most prominent governmental and institutional land uses as illustrated on the map include Mukwonago High School, Park View Middle School, and Clarendon Avenue Elementary School located along CTH NN.

Communications and Utilities

Land uses identified as communications and utilities are typically related to electrical transmission and telephone lines, power substations, and wireless communications towers. There are several locations identified as communications and utilities throughout the Village.

Transportation

The transportation land uses represent the roadways throughout the Village and planning area including Interstate 43, the state and county trunk highways, and local

Table 9-1: Existing Land Use Acreage (2000)

2000 Land Use	Village		Extraterritorial Planning Area		Total Planning Area	
	Acreage	Percentage	Acreage	Percentage	Acreage	Percentage
Agriculture/Open Lands	2,768.3	53.6%	9,335.6	47.4%	12,103.9	48.7%
Residential - Single Family	575.4	11.1%	2,512.6	12.8%	3,088.0	12.4%
Residential - Duplex	17.5	0.3%	16.3	0.1%	33.8	0.1%
Residential - Multi Family	42.5	0.8%	6.3	0.0%	48.8	0.2%
Commercial	120.1	2.3%	31.9	0.2%	152.0	0.6%
Industrial	69.6	1.3%	71.9	0.4%	141.5	0.6%
Governmental/Institutional	138.5	2.7%	39.7	0.2%	178.2	0.7%
Communication/Utilities	27.6	0.5%	25.8	0.1%	53.4	0.2%
Transportation	546.9	10.6%	1,007.7	5.1%	1,554.6	6.3%
Recreation	91.4	1.8%	356.1	1.8%	447.5	1.8%
Surface Water	98.8	1.9%	1,000.9	5.1%	1,099.7	4.4%
Wetlands	494.4	9.6%	3,877.1	19.7%	4,371.5	17.6%
Woodlands	169.8	3.3%	1,407.9	7.2%	1,577.7	6.3%
Acreage Total	5,160.8	100.0%	19,689.8	100.0%	24,850.6	100.0%

SOURCE: Southeastern Wisconsin Regional Planning Commission

roads as of 2000. It appears as though a radial street pattern was created with the intersection of STH 83 and CTH ES as the center due to the location of natural features such as the Phantom Lakes. The entire Village and planning area are easily accessible with the assortment of arterial roads. Transportation related land uses account for more than ten percent of the total land area in the Village.

Recreational

Recreational land uses typically include designated local, county, and state parks. Many local parks are available for active and passive recreation within walking distance of most residential subdivisions. Recreational land uses account for less than two percent of the Village and the entire planning area.

Surface Water

The Village of Mukwonago is located along the eastern shores of Upper and Lower Phantom Lakes. However, the majority of the acreage of the lakes is actually within the Town of Mukwonago. Lake Beulah and Potter Lake are significant lakes located in the Town of East Troy. The Mukwonago River, which has been identified as an exceptional resource water by the Wisconsin Department of Natural Resources flows from Eagle Springs Lake to Upper Phantom Lake in the planning area.

Wetlands and Woodlands

Wetlands and woodlands provide significant environmental benefits to the natural environment such as slowing floodwaters, filtering pollutants from surface water, and recharging the groundwater. Wetlands are found near surface water throughout the Village. A corridor of wetlands surrounds the Mukwonago and Fox Rivers through the Village. Wetlands are also located in the Village at the shores of Upper Phantom Lake and associated with Vernon Marsh. Woodlands are located in smaller groupings throughout the Village and planning area. Together, wetlands and woodlands account

for more than twelve percent of the Village and almost 24 percent of the total Village and planning area.

ANALYSIS OF LAND USE TRENDS

Land use trends are cyclical patterns that typically involve a litany of factors, however the supply and demand for property and land development, which normally drives the price of the land are factors that can be quantified through research and analysis. Other factors that are out of the control of the Village that drive land use trends may include an individual's desire to locate in southern Waukesha County, personal income based on country-wide economic trends, etc. This plan will focus on the supply and demand of property within the Village from 2005 through 2007 during the current cycle of land use trends.

Supply

The supply of land is identifiable as the amount of land that is currently open or agricultural lands. As identified on the existing land use map and Table 9-1 more than half of the Village in 2000 was identified as agricultural and open space, meaning that there appears to be a significant supply of land that could be developed into a variety of land uses. However, development has occurred since 2000 that has decreased the supply of available land for development. As discussed in the Economic Development Chapter (Chapter 8), several landowners own large amounts of land in the Village and are not interested in developing their land during the present time.

Demand

Demand for land and property in the Village can best be analyzed through the issuance of building permits in the past several years. Building permits for residential and non-residential land uses define the amount of development that has occurred in the Village, thus the demand for development. Shown on Table 9-2, the trend of the demand for residential building permits is

increasing in the last few years. In 2007, the number of building permits for new construction decreased, however the number of additions or improvements increased. This trend could be interpreted as the demand for new residential housing is decreasing but the demand for improving an existing home is increasing.

The number of building permits issued in the last several years may also be utilized to analyze trends in the demand for non-residential development and redevelopment. The demand for new construction of businesses in the Village is decreasing similar to the residential building permits. The number of total non-residential building permits decreased over the last few years.

The value of the building permits may also indicate a land use trend. A significant increase in value of building permits will indicate a trend of people and business owners investing in the longevity of their home or business. As shown on Table 9-3, the value of residential building permits escalated in 2006 and then slipped in 2007. Non-residential building permits during the same period of time show a trend of

declining value. This trend may indicate that the demand for non-residential improvements is declining.

Evaluating trends is difficult due to their cyclical nature as there are periods of time that show relatively slow growth and demand followed by periods of high demand and significant growth. Overall, it appears as though the supply and demand for residential growth is relatively steady based on the total number of building permits. Non-residential growth may be slowing based on the number of building permits. However the value of the building permits did not increase with the number of building permits in 2006 and did not decrease in value as significantly as the number of building permits in 2007.

IDENTIFICATION OF OPPORTUNITIES FOR REDEVELOPMENT

Redevelopment of vacant or underutilized properties is an issue facing many communities regardless of size due to the relative age and usefulness of buildings and downtown areas in general. Many communities are facing the prospects of outdated buildings that do not effectively

Table 9-2: Building Permits Issued in the Village of Mukwonago

	Residential				Non-Residential			
	2005	2006	2007	2008	2005	2006	2007	2008
New Construction	47	71	54	20	5	2	0	1
Additions or Improvements	174	178	216	187	14	26	22	20
Other Permits	29	14	N/A*	8	43	52	20	49
Total Permits	250	263	270	215	62	80	42	70

* Included with Additions or Improvements

Table 9-3: Value of Building Permits Issued

	2005	2006	2007	2008
Residential	\$12,016,761	\$18,313,959	\$15,730,939	\$6,894,516
Non-Residential	\$5,823,454	\$3,467,945	\$3,194,502	\$3,535,110
Total Value	\$17,840,215	\$21,781,904	\$18,925,441	\$10,429,626

and efficiently serve uses that were not common or present in years past. While downtown areas in rural communities are important to the history and economy of the community advances in technology and building requirements cause many storefront businesses to endure major renovation in order to efficiently run a business.

The Village has identified redevelopment opportunities within the downtown area that could substantially improve the economic viability and revive the downtown atmosphere with a walkable design and redevelopment with large, inviting picture windows that promote pedestrian-friendly visits to the downtown area. The “Designing Mukwonago” plan identified creating a new Downtown Master Plan to coincide with the goals of the Plan.

IDENTIFICATION OF FUTURE LAND USES

The identification of future land uses throughout the entire Village and planning area is intended to guide for future land use decisions. Mapping future land uses for the entire Village and planning area enables Village staff, residents, and landowners to understand where and why land uses are planned. When planning land uses for a Village and planning area many factors are considered to allow for methodical development that promotes compatible land uses throughout the area in the future. Several factors included in the development and identification of future land uses including each of the elements of this Smart Growth Plan. These factors include:

- **Public Input:** A survey was distributed to all residences and business in the Village. Respondents identified desired land uses with a location for preferred development of the future land uses.
- **Environmental Resources:** Environmental resources including

surface water, wetlands, floodplains, woodlands, and environmental corridors provide invaluable physical and psychological benefits to residents and visitors to the Village. As described in Chapter 5, physical benefits include the filtering of stormwater prior to being infiltrated into the drinking water. Psychological benefits include the feeling of living and preserving the rural character of the Village.

- **Transportation:** Land uses are largely dependent upon the ability of residents and visitors to physically visit each particular land use. As described in Chapter 6 there are many roadways in the Village and surrounding planning area that are within several different jurisdictions. These roadways and trail systems link the residents, visitors, and land owners to the remainder of the Village.
- **Population and Housing Trends:** Chapters 2 and 4 identify population and housing trends that show the Village as a growing community. Land uses in a growing community must identify ample land for future residential housing development to accommodate future residents.
- **Utilities and Community Facilities:** Residents of all municipalities are dependent upon the provision of utilities and community facilities from the community for everything from power and electricity to fire and police protection. Identifying land uses in the Village and planning area must consider the effectiveness and efficiency of the Village being able to provide these essential services.
- **Agricultural Resources:** The Village was historically a community founded on agricultural products being produced in the area. A balance between efficiently providing services

to residents and land owners and identifying areas for large-scale agricultural operations must be obtained to allow for local food production.

- **Cultural Resources:** Many aspects of the Village should be preserved to ensure the history of the Village is not eliminated. Chapter 5 describes cultural resources as landmarks with historical significance that provides the historical perspective of the Village.
- **Economic Development:** Economic development, or non-residential development is essential for all municipalities to provide goods and services to residents and the taxes paid by non-residential land uses compared to the Village services required. The Village has identified the need for additional non-residential development through the creation of the TID south of Interstate 43 and the downtown.
- **Intergovernmental Cooperation:** Cooperation such as shared services between communities allows for

providing efficient services. While identifying future land uses compatible land uses across municipal limits enables a larger area, or region, to grow in an orderly fashion.

Future land uses in the Village and planning area have been categorized similar to the existing land uses of the year 2000. Future land uses include: Agriculture / Large Lot Single Family; Medium Lot Single Family; Small Lot Single Family; Historical Residential; Transitional Residential; Multi-Family Residential; Commercial / Business; Business Park; Industrial; Government and Institutional; Extractive and Extractive Resource; and Open Space / Recreational as illustrated on Map 9-2. The residential land use categories have been defined in January 2003 and continue to define the intended future development within the Village and planning area. Table 9-4 details the acreage of each land use category separated by the land uses within the Village, within the extraterritorial planning area, and the entire planning area as a whole followed by a description of each land use category.

Table 9-4: Planned Land Use Acreage (2035)

	Village		Extraterritorial Planning Area		Total Planning Area	
	Acreage	Percentage	Acreage	Percentage	Acreage	Percentage
Agriculture / Large Lot Single Family	89.1	1.7%	8,324.6	42.3%	8,413.7	33.9%
Medium Lot Single Family	141.1	2.7%	1,646.7	8.4%	1,787.8	7.2%
Small Lot Single Family	826.1	16.0%	244.9	1.2%	1,071.0	4.3%
Historical Residential	257.6	5.0%	76.6	0.4%	334.2	1.3%
Transitional Residential	176.7	3.4%	200.4	1.0%	377.1	1.5%
Multi-Family Residential	224.6	4.4%	93.2	0.5%	317.8	1.3%
Commercial / Business	328.9	6.4%	68.0	0.3%	396.9	1.6%
Business Park	360.1	7.0%	54.0	0.3%	414.1	1.7%
Government and Institutional	262.7	5.1%	125.1	0.6%	387.8	1.6%
Open Space / Recreational	1,135.1	22.0%	5,956.7	30.3%	7,091.8	28.5%
Industrial	630.5	12.2%	114.7	0.6%	745.2	3.0%
Extractive	0.0	0.0%	43.5	0.2%	43.5	0.2%
Extractive Resource	0.0	0.0%	781.6	4.0%	781.6	3.1%
Surface Water	98.8	1.9%	1,000.9	5.1%	1,099.7	4.4%
Transportation	629.5	12.2%	958.9	4.9%	1,588.4	6.4%
Acreage Total	5,160.8	100.0%	19,689.8	100.0%	24,850.6	100.0%

Agriculture / Large Lot Single Family

Agriculture / large lot single family residential refers to areas within the planning area where the land has previously been developed for large lot single family residential or where continued agriculture will likely occur. If the land currently utilized for agricultural purposes develops in the future, development would be limited to the large lot single family residential. The large lot single family residential category is intended to accommodate larger single family detached houses on large lots with an approximate maximum density of 0.9 dwelling units per acre. Typically 0.9 dwelling units per acre translates to a maximum lot size of roughly 37,500 square feet. This category, which is the least dependent on proximity to major transportation corridors and businesses, could be characterized as “semi-rural, mini-estate”. It is typically cost prohibitive to develop a large lot single family residential subdivision due to the Village policy to have future development connect to municipal services including water, sewer, and storm sewer.

The agriculture / large lot single family residential category is the largest land use category encompassing 42 percent (8,248 acres) of the total land in the planning area. Although the largest land use category, it is primarily located outside of the Village within the extraterritorial planning area. Within the Village limits only 89 acres or 1.7 percent of the area is identified as future agriculture / large lot single family residential land use. Being located furthest from the Village, future development will rely on individual septic systems and wells.

The only location within the Village that has been identified as agriculture / large lot single family residential is adjacent to the Town of East Troy in Walworth County. A condition of the Boundary Agreement between Mukwonago and the Town of East Troy stipulates the size of future lots in an area in the Village north of the developed residential area along Miramar Road as

37,500 square feet. The remainder of the agriculture / large lot single family residential areas are outside of the Village limits and include existing subdivisions or undeveloped land.

Residential

Residential development has occurred in the form of conventional subdivisions including multi-family and single family dwellings. From the residential survey responses, more than 63 percent of responses indicated that they preferred conservation subdivisions compared to less than 33 percent that preferred conventional subdivisions. Conservation subdivisions are intended to protect the significant natural resources from future development. The Village should consider future conservation subdivisions with future residential development in areas that have the natural resources to protect, such as wetlands, woodlands, and environmental corridors. These conservation subdivisions could be developed with single and multi-family housing similar to past practice to continue to housing mixture throughout the Village.

Medium Lot Single Family

This category contains both developed and undeveloped areas that are mostly located within the Village limits. The medium lot single family residential refers to detached dwellings on medium-sized lots at an approximate maximum density of 1.4 dwelling units per acre, which equates to a maximum lot size of approximately 25,000 square feet. Medium lot single family residential accounts for more than seven percent of the total planning area, but only 2.5 percent of the land area within the Village limits.

The areas identified as medium lot single family residential category within the Village are located in the Mukwonago Estates subdivision and an area north of CTH L west of the railroad tracks. The Mukwonago Estates subdivision is completely developed. The only other area of medium density single family residential within the

Town of Mukwonago
Waukesha County

Town of Vernon
Waukesha County

Map 9-2 2035 Land Use

Village of Mukwonago
Waukesha County, Walworth County

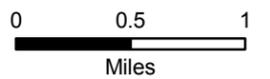
Legend

-  Planning Area
-  Ultimate Village Boundary*
-  Current Village Limits
-  Planned Future Roadway
-  Agriculture / Large Lot Single Family
-  Medium Lot Single Family
-  Small Lot Single Family
-  Historical Residential
-  Transitional Residential
-  Multi-Family Residential
-  Commercial / Business
-  Business Park
-  Government and Institutional
-  Open Space / Recreational
-  Industrial
-  Extractive
-  Extractive Resource
-  Surface Water

NOTE: Please see text for details of each land use category

* Ultimate Village Boundary based on Boundary Agreements with the Towns of Mukwonago and East Troy, and current State Law regarding the Town of Waterford

ADOPTED: October 6, 2009



June 2009

Village limits is located Walworth County adjacent to a large plat of undeveloped land that could be attached to the Village via the Boundary Agreement with the Town of East Troy.

Several areas of medium lot single family residential are identified in the extraterritorial planning area in each of the surrounding Towns. A majority of the medium lot single family residential land was previously developed, however there are locations identified for future development.

- In the Town of East Troy medium lot single family residential includes the larger developed lots surrounding Lake Beulah and Potter Lake. Two areas adjacent to the previously developed areas are also included.
- Medium lot single family in the Town of Mukwonago has been identified along the eastern and western portions of Lower Phantom Lake. Between CTH ES and Lower Phantom Lake is another location where medium lot single family residential is located. This area is nearly completely developed similar to the medium lot single family residential west of Lower Phantom Lake. Several locations of agricultural lands or open lands within the medium lot single family residential land use include approximately 70 acres north of Sandy Beach Road and north of CTH EE immediately outside of the current Village limits. Each of these areas are within the maximum Village Boundary pursuant to the Boundary Agreement between the Village and Town of Mukwonago.
- In the Town of Vernon the subdivision north of CTH ES has been previously developed as medium lot single family residential. A limited amount of land south of CTH ES was previously planned for medium lot single family residential

during the process of the Edgewood Planning Area.

- The Town of Waterford is in the process of completing their Comprehensive Plan and have identified the areas near the intersection of CTH L and Caldwell Road as medium to low density residential. This land use planning category matches the medium lot single family residential district of the Mukwonago Comprehensive Plan.

Small Lot Single Family

This category is designed to contain Single Family detached houses on small lots approximately 15,000 square feet in size for new construction. The small lot residential designation for these areas reflects their proximity to major roads and sewered areas. As such, extending sewer lines into these areas is not anticipated to be problematic and future roads could easily tie into the major county and state roads, potentially minimizing traffic and circulation difficulties.

Small lot single family residential represents the largest residential category within the Village limits representing more than 15 percent (roughly 792 acres) of the total land area within the Village. The small lot single family residential category makes up just over one percent of the extraterritorial planning area. Land within the undeveloped small lot single family residential category outside of the Village is within the ultimate Village limits based on the Boundary Agreements with the Town of East Troy and Town of Mukwonago. A small area of land in the Town of Vernon has been previously planned for in the Edgewood Area Plan as small lot single family residential.

Two major areas of undeveloped land identified as small lot single family residential in and near the Village limits include lands in the vicinity of CTH NN near the western boundary of the Village and on either side of Interstate 43 in the southwestern portion of the Village. Near

CTH NN there are approximately 147 acres of land identified as small lot single family residential that have not been developed. Near Interstate 43, there is roughly 66 acres of undeveloped land with an additional area of the Orchards subdivision that has not been completely developed. A smaller area of land, approximately 27 acres, is categorized as small lot single family residential similar to the developed River Park Estates immediately to the east.

Historical Residential

The older historic core residential neighborhoods consist predominantly of single family detached houses on small lots, 12,000 square feet or less, and include many of the Village's more desirable bungalows and one- and two-story arts and crafts houses. These neighborhoods are close to the meeting points of several of the Village's major transportation axes (STH 83, CTH LO, CTH NN, CTH ES and the Wisconsin Central Ltd. rail line). The older residential subdivision on the Lower Phantom Lake peninsula consist largely of smaller single family detached houses on some of the smallest lots in the planning area. Many of these houses likely started out as vacation houses and have since been converted into permanent residences. All of the historical residential areas within the Village were previously developed. However, near the peninsula west of Upper Phantom Lake, outside of the Village limits, there is an area approximately 20 acres west of Lakeview Drive that has a single house. The remaining land is undeveloped and could be developed compatible to the adjacent historical residential neighborhood.

Transitional Residential

The transitional residential category is designed to contain a mixture of the following residential uses: single family detached, duplex and multi-family with a maximum approximate density of 4.6 dwelling units per acre. Roughly 377 acres of land throughout the entire planning area was identified as transitional residential land uses. As the name implies, this mix of

residential uses is designed to provide a transition between higher and lower residential density neighborhoods and between residential and non-residential land uses. Given the overall high density of this category its parcels need to be close to sewers, developed areas and major roads. The maximum density of 4.6 dwelling units per acre relates to condominium multi-family development.

Transitional residential is mainly located within the maximum Village limits along the northern portion of the Village along STH 83; between CTH ES and Interstate 43 in the southwestern portion of the Village; an area between the Meadow Park Estates subdivision and the railway; and an area near the southeast corner of the Village along STH 83. Each of these areas separates residential land uses from areas planned for future non-residential uses.

Two areas have been identified as transitional residential outside of the ultimate Village limits; one in the Town of Vernon and the other in the Town of Waterford. The transitional residential in the Town of Vernon was included in the previously planned Edgewood Planning Area separating different residential densities along Edgewood Avenue. The northwest corner of the Town of Waterford was categorized as transitional residential to separate existing large lot single family residential land uses from the planned industrial and extractive land uses.

Multi-Family Residential

This category, which is designed to accommodate both multi-family condominium and rental dwellings, covers the smallest land area (approximately 323 acres) of the residential categories within the planning area. The maximum approximate density is 10.0 dwelling units per acre. Given this category's high density, the areas assigned this residential category are located in close proximity to major roads, businesses and services, sewer lines and developed areas.

The multi-family residential land use category is planned in several locations throughout the planning area including: the contiguous undeveloped parcels in the southern part of the Village along CTH ES and Honeywell Road; the existing apartment complex bordering I-43, accessible from STH 83 in the far southeastern portion of the Village; a group of undeveloped parcels

"I'd like to see Mukwonago downtown as a place for the Villagers and town folk to spend time and enjoy."

~anonymous, survey response

near the intersection of CTH ES and CTH NN in the northeastern portion of the Village; and the northeast corner of the intersection of STH 83 and CTH L in the Town of Waterford.

Commercial / Business

Commercial / business land uses mainly include locations of existing businesses within the Village. These locations include the downtown area; the southeastern portion of the Village south of Interstate 43; along STH 83 in the northern portion of the Village; and along CTH ES in the southwestern and northeast portions of the Village. There is approximately 329 acres of land identified as future commercial / business with a majority the land within the current Village limits. Approximately 141 acres of land planned for commercial development is available for future growth.

The commercial / business category is intended to preserve the existing business and promote enhancements and improvements to revitalize the business community particularly in the downtown area while also encouraging redevelopment and reuse of the existing residential uses. The existing residential buildings within the commercial / business category will be encouraged to be converted into future commercial and business uses.

The areas with significant potential for commercial/business growth are located within the TID #3 area, along STH 83 south of Interstate 43, along CTH ES in the southern portion of the Village, and infill commercial/business development south of the Village Hall.

Business Park

The business park land use category is intended to be a mixture of larger offices and light industrial uses developed in a park-like setting with coordinated development, areas of open greenspace, and inviting roadways including medians. Businesses of this nature benefit from good transportation accessibility but do not need the visibility gained by direct highway frontage. Although several large parcels have been identified as future business park land uses, the existing parcels may not be large enough individually to accommodate a large business park development. Land assemblage may be necessary for future development.

The business park area is located between Interstate 43 and Maple Avenue within the TID #3, known as the Gateway District. Approximately 414 acres of developable land is included in the business park land use category.

Industrial

Industrial land uses within the Village have been confined to the area south of CTH ES east of the railway. This area is at, or near capacity for light industrial uses, so additional industrial area must be planned for future industrial expansion. One large area has been identified for future industrial land uses between STH 83 and the railway north of CTH L in the southern portion of the Village. The area planned for future industrial land uses is roughly 568 acres in addition to the existing industrial park within the Village for a total of more than 745 acres of land.

Village of Mukwonago Comprehensive Plan

Government and Institutional

Governmental and institutional land uses include places of municipal services such as police and fire department buildings, public works areas, sanitary sewer treatment areas, wells, libraries, and schools. Planning for future locations of these services is difficult but necessary to address even if exact locations cannot be determined at the present time.

The police department is currently located along STH 83 immediately north of the Mukwonago River. There are currently not any plans to expand or relocate the existing police department. The fire department consists of two separate stations; one located near the intersection of CTH NN and CTH ES and the other in the Town of Mukwonago along CTH EE.

Sanitary sewer and water are considered municipal services in the Village of Mukwonago. These utilities are vital for the well-being of the community. The sanitary sewer treatment facility is located along Holz Parkway. The water utility consists of four wells, two elevated storage tanks, and miles of underground piping.

The Public works department is based along CTH NN near CTH ES; however they are responsible for many services throughout the entire Village. Services such as grass cutting in the parks and other municipal properties, maintenance of all municipal buildings and vehicles, street sweeping, snow plowing and maintenance of Village roads and streets

The Village of Mukwonago library is located at the intersection of Division Street and Washington Avenue. The library was constructed in its current location in 1996. Since construction, circulation and visits to the library have continued to expand to the point where an expansion was inevitable. Through several ways including private donations, money is being collected to construct the addition to the Library.

The Mukwonago Area School District offers public education for all residents within the Village limits as well nine other municipalities. The school district has a student population of roughly 5,000 in six elementary schools, one middle school, and one high school. The Mukwonago High School, Park View Middle School, and Clarendon Elementary Schools are all located within the Village limits. Rolling Hills Elementary School is located in the Town of Mukwonago within the extraterritorial planning area. The other four elementary schools within the Mukwonago Area School District are located in the vicinity of the Village, but not within the planning area. Additional residential growth resulting in an increased number of school-aged children throughout the entire school district may cause a capacity issue for the district. Additional land for another school may be necessary in one of the ten municipalities covered by the school district.

Extractive and Extractive Resource

In large part, extractive land uses includes non-metallic mining throughout southeastern Wisconsin. Non-metallic mining incorporates the supply of the non-metallic materials in relation to the land being developed with the relative need of the materials. Since extractive operations are typically a very long-term land use, development of the land would be very detrimental for obtaining the non-metallic minerals. Therefore, the State determined that municipalities utilize wise management of lands suitable for non-metallic mining.

Within the Village limits there has not been any land identified for extractive land uses or as a resource for future non-metallic mining operations. In the Town of Waterford there is an active extractive land use in operation within the extraterritorial planning area southwest of STH 83. A large area surrounding the extractive land use has been identified as extractive resource for future non-metallic mining operations when needed. The extractive land use is only just over 43 acres with more than 780

acres of land being reserved for extractive resource land uses.

Open Space / Recreational

Open space and recreational opportunities contribute to stronger communities in addition to personal health, both physically and psychologically. Whether it is friendly competition bringing people together, or the open spaces used for community events or to meet neighbors, open spaces and parks can make a significant improvement in the quality of a community. Physically, people tend to exercise more when outdoor facilities are available. People utilize the hiking and biking trails, ball fields and courts, and playground equipment when they can easily access them. Psychologically, people also need a place and time to breathe the fresh air and unwind from their hectic lifestyle. Open space and recreational opportunities provide that place. Parks typically include the active recreational opportunities while the open spaces and natural areas relate more to passive recreation while natural areas provide the Village with a desired character and invaluable environmental benefits.

Throughout the entire planning area there are an abundance of open spaces, natural areas, and recreational opportunities for residents and visitors to the area. Within the Village there are more than 1,100 acres of open space and recreational areas while the entire planning area consists of more than 7,000 acres. Recreational lands are typically the developed parks while the open spaces include undeveloped parks, wetlands, water bodies, and environmental corridors. According to the Comprehensive Outdoor Recreation Plan (CORP) from 2004, the Village offered more than four times the recommended acreage of recreational lands. By incorporating all of the environmental corridors and water bodies the overall acreage of open space and recreational opportunities increased dramatically.

ANALYSIS OF EXISTING AND POTENTIAL LAND USE CONFLICTS

In general, land use conflicts have considerable negative effects on property owners as well as the Village staff. Future land uses within the Village and surrounding areas were determined with strong consideration of the existing land uses in relation to potential development in the future. There are several different scenarios of land use conflicts through the Comprehensive Planning Process to be resolved including: existing land use conflicting with future developed land use; existing land use conflicting with planned future land uses; and future land use conflicting with the Zoning Ordinance.

- In the first scenario of land use conflict involves existing land uses conflicting with future development within appropriate future land use categories. Future development in the outer areas of the planning area may cause a conflict with the existing agricultural land uses. In this instance, properly designed landscaping buffers should be seriously considered to separate the noise, dust, and odors from the future development.
- The planned future land uses within the Village closely replicate existing land uses however there are certain locations within the Village and planning area that have been planned for a new land use creating a conflict between the existing use on a particular property and the planned future land use. Particularly in the downtown area of the Village where the existing residential land uses, the area is planned for commercial development. In this instance, the Village is promoting the redevelopment of property and reuse of existing buildings to maintain the architectural components of the aging buildings

with new revitalized uses. Another major category of existing and future land uses conflicting is in the extended planning area where agricultural lands are planned for agriculture and large lot single family. The Comprehensive Plan is designed to guide future development through the year 2025 and in order to accommodate future development these areas are designed to maintain agricultural land uses until developed as large lot single family residential.

- The land uses identified in the Comprehensive Land Use Plan are similar to the existing zoning on specific properties within the Village. The Village does not intent to conduct a mass rezoning of all properties to immediately match the planned land uses. Rather as future development is proposed in accordance with the planned future land use, the development must rezone the individual property to a zoning district that coincides with the planned future land use.

Current and future Village staff and Plan Commission members must be aware of the potential land use conflicts. The desired outcome of identifying the potential land use conflicts is that through the guidance of the Comprehensive Land Use Plan the future land use conflicts will be minimized and resolved in an efficient manner acceptable to all parties involved.

CREATION OF LAND USE PHASING SCHEDULE FOR FUTURE DEVELOPMENT

A phasing schedule for future development within the Village is extremely difficult because future development is ultimately dependent upon many factors beyond the control of the Village or Village staff. The Comprehensive Land Use Plan is a process to determine where specific types of

development are acceptable to the Village in certain locations. However, the Village does not participate in constructing the future development rather the Village reviews the future developments proposed by individuals. The economic state of the majority of the region, state, and country are such that the volume of development proposals has slowed. Although there is not a statistic that quantifies the economic state within the Village of Mukwonago, it is not a problem that is perceived to last forever. Therefore, planning for development in the future is necessary.

Residential Development

From previous chapters, the amount of future residential development is a result of the population projections, people per household, and the projected number of households in the Village. From previous chapters the population is projected to increase by 1,591 between the 2008 population estimate and 2030. The U.S. Census calculated that an average of 2.54 people reside in each housing unit. If the previous trends continue through 2025 there will be 627 new housing units in the Village. The Wisconsin Department of Administration Demographic Services Center projects 928 new housing units in the Village by 2030. The difference of 301 housing units may be attributed to a national trend of decreasing number of residents per household and the potential for higher residential growth in the Village.

Currently approximately 63 percent of the housing stock in the Village is single family residential according to the 2000 Census as shown on Table 9-5. The Public Participation Survey indicated a desire for independent living senior housing and single family residential. One common way for senior housing to be developed is as a campus design. This type of housing development would be considered multi-family housing to increase the percentage of multi-family residential. Single family residential is also a desired housing type in the Village. Based on the desired ratio of

single family residential to multi-family residential there is an abundance of single family homes in the Village. In order to reflect the desires of the residents within the Village, Village staff may need to examine the desired ratio of residential housing to reflect current desires.

Within the Village, there are approximately 567 acres of undeveloped land identified for future residential housing. The total residential acreage is divided into 56 acres planned for future multi-family residential, 101 transitional residential, and 410 acres of future single family residential development. Of the 410 acres of planned single family residential the breakdown by category includes: 240 acres small lot; 81 acres medium lot; and 89 acres of future large lot single family residential development. The following table identifies the potential future residential units based on the planned residential density and the amount of undeveloped land within the Village limits.

As illustrated on Table 9-5 the amount of undeveloped acreage has the potential for 1,770 future housing units within the Village equaling more than twice the amount of projected need for residential dwelling units in the Village. Because there is more land planned for residential development than the projected need does not immediately mean that there will be an influx of residential development. Factors that may limit the future residential development

based on the previous scenario include: not all land owners have the desire to develop their property; all lands may not be developable at the identified density due to the provision of sanitary sewer; and the need for storm water management on future development may not physically allow the density figures to be met on specific properties.

The ratio of single family, duplex, and multi-family housing stock at full build-out is similar to that currently offered in the Village. As shown on Table 9-6 if the Village is developed as planned 62 percent of the total Village housing stock will be single family residential; 5.3 percent duplex; and 32.7 percent will be multi-family residential. The approved development since 2000 was mostly single family residential raising the current ratio of single family residential to approximately 67.5 percent. New development in the Village planned through the Comprehensive Plan will be nearly half single family and half duplex and multi-family housing. The potential multi-family housing development includes both apartment and condominiums within the Village.

Planning for phased residential development in the Village is subject to many factors as previously mentioned. Therefore, the phased residential growth of the Village includes fifteen percent of the total growth every five years. Only 75

Table: 9-5: Developable Acreage

Residential Category	Dwelling Units Per Acre	Undeveloped Acreage	Potential Future Residential Units
Large Lot Single Family	0.9 du/acre	89 acres	80 units
Medium Lot Single Family	1.4 du/acre	81 acres	113 units
Small Lot Single Family	2.3 du/acre	240 acres	552 units
Historical Residential	3 du/acre	0 acres	0 units
Transitional Residential	4.6 du/acre	101 acres	465 units
Multi-Family Residential	10 du/acre	56 acres	560 units
Totals		567 acres	1,770 units

Village of Mukwonago Comprehensive Plan

percent of the planned residential development is included as full build-out of the Village is not likely to occur by 2035. Table 9-7 indicates the five year incremental residential growth by type of residential development. Every five years there is the potential for 265 additional residential units in the Village including 135 single family units, 24 duplex units, and 108 units of multi-family residential housing.

Table 9-6: Residential Development Comparison

	Single Family	Duplex	Multi-Family	Total
2000 Census	1,619	129	821	2,569
<i>Percentage</i>	63.0%	5.0%	32.0%	100.0%
Approved Development Projects since 2000	825	0	228	1,053
<i>Percentage</i>	78.3%	0.0%	21.7%	100.0%
Current Total	2,444	129	1,049	3,622
<i>Percentage</i>	67.5%	3.6%	29.0%	100.0%
Potential Housing Development based on Comprehensive Plan ¹	900	155	715	1,770
<i>Percentage</i>	50.9%	8.7%	40.4%	100.0%
Future Total Build-Out	3,344	284	1,764	5,392
<i>Percentage</i>	62.0%	5.3%	32.7%	100.0%

¹ Transitional Residential (155 single-family, 155 duplex, 155 multi-family)

Table 9-7 Potential Phased Residential Development

	<u>2009</u>	<u>2015</u>	<u>2020</u>	<u>2025</u>	<u>2030</u>	<u>2035</u>	<u>Total</u>
Percentage of Growth	0%	15%	15%	15%	15%	15%	75%
Single Family Residential	1,619	135	135	135	135	135	2,294
Duplex	129	24	24	24	24	24	249
Multi-Family Residential	821	108	108	108	108	108	1,361
Total	2,569	2,836	3,103	3,370	3,637	3,904	

Commercial / Business Development

The future commercial and business development includes both the commercial and business park areas. The commercial land uses in the downtown area represent areas of redevelopment and reuse of existing buildings for commercial land uses. Presenting a phasing schedule to reflect the square footage of future businesses in the Village and planning area is difficult due to the economic instability of the markets, the ability to reuse and redevelop downtown buildings and properties, and the multitude of factors that business owners weigh in their decision to relocate or develop a business.

Areas of new commercial/business development have been identified within the TID #3 area, along STH 83 south of Interstate 43, along CTH ES in the southern portion of the Village, and infill commercial/business development south of the Village Hall.

Industrial Development

The industrial park in the Village located south of CTH ES east of the railway is approximately 165 acres. All of the land within the existing industrial park is completely developed without any area for future expansion of existing businesses or development of new businesses so the Village is seeking land for future industrial development. More than 310 acres of land has been identified for future industrial development in the south of Interstate 43 west of STH 83. The land is currently utilized as croplands, but could be easily converted to industrial uses utilizing the transportation access to the Interstate

Highway and potentially the railway.

In addition to the land identified specifically for industrial development, business park land uses also accommodate light industrial uses. Almost 670 additional acres of land have been categorized as business park to include both light industrial and office uses. Approximately 250 acres of the business park land uses are north of CTH L in Walworth County. The remainder of the land planned for business park uses is north of Maple Avenue.

Similar to the future commercial / business category, determining the phasing of industrial development is nearly impossible based on the extent of factors individual companies are weighing when deciding to relocate. However, since the existing industrial park is at capacity without the ability to expand, it is anticipated that there will be more interest in relocating or developing an industrial business in the Village simply because there is land designated for such uses.

Using the acreage for potential growth, square footage of future commercial/business, business park, and light industrial uses can be estimated. It is assumed that 20 percent of the total land area will be utilized for right-of-way and other infrastructure including storm water areas and utilities. The square footage of potential development is then estimated by using 30 percent of the buildable area.

Table 9-8 demonstrates the non-residential development potential within the Village and planning area. This growth is not likely to

Table 9-8: Future Development Potential

	Planned Acreage	Developed Acreage	Developable Area	Assumed Right-of-Way (20 percent)	Square Footage (30 percent)
Commercial / Business	396.9 acres	255.5 acres	141.4 acres	28.3 acres	1,478,252.2 square feet
Business Park	414.1 acres	0.0 acres	414.1 acres	82.8 acres	4,329,167.0 square feet
Industrial	745.2 acres	176.9 acres	568.3 acres	113.7 acres	5,941,235.5 square feet
Total	1,556.2 acres	432.4 acres	1,123.8 acres	224.8 acres	11,748,654.7 square feet

Village of Mukwonago Comprehensive Plan

occur immediately. Table 9-9 illustrates the potential growth at a rate of fifteen percent of the total potential commercial and industrial growth in five-year increments.

Agricultural Land Transformation

Agricultural land and open lands are the locations where future development is the easiest to occur. The majority of future residential, commercial, business park, and industrial land uses will be developed on land currently utilized for agricultural purposes. The only exceptions to future development occurring on agricultural land are where infill residential or commercial development or redevelopment occurs within the Village. Ultimately all of the agricultural land within the planning area is susceptible to future development as an outcome of identifying alternate future land uses for the whole planning area. Subsequently as future development occurs, the acreage of the productive agricultural land within the planning area will decrease.

More than 3.5 million square feet of additional commercial/business, business park, and industrial growth are planned for the Village that is not calculated in the table. The additional growth is possible and may become developed after the year 2035. There are several factors that may alter the amount of future development that could potentially occur. These factors include:

1. Significant potential exists for redevelopment and infill development within the Village.
2. The market and economy will have a great impact on the development of the commercial and industrial uses. The Village and surrounding areas will not consume all products sold or manufactured in the Village. Therefore, the development of additional commercial and industrial areas will be a product of not only the economy of the Village and surrounding areas, but an extended area that could reach far beyond.
3. This area will be dependent upon a larger market than the Village itself. When future non-residential development occurs in the area outside the Village, developers, customers, and visitors will be affected in both their shopping desires and traffic routes.
4. If the landowners decide to not develop their land, large areas of potential growth will not materialize.

The potential for significant non-residential growth development exists within the Village. Development is likely to occur over a period of time and a series of phases. The factors identified and a litany of other factors may alter the amount of development.

**Table 9-9 Potential Phased Commercial, Industrial, Business Park Development
(square feet)**

	2015	2020	2025	2030	2035	Total
Percentage of Growth	10%	15%	15%	15%	15%	70%
Commercial/Business Development	147,825	221,738	221,738	221,738	221,738	1,034,777
Business Park Development	432,917	649,375	649,375	649,375	649,375	3,030,417
Industrial Development	594,124	891,185	891,185	891,185	891,185	4,158,865
Total	1,174,865	1,762,298	1,762,298	1,762,298	1,762,298	8,224,058

GOALS, OBJECTIVES, AND POLICIES

Goal: The Land Use Goal of the Village of Mukwonago is to plan for the orderly growth of the community by identifying locations for appropriate land uses throughout the entire Village and surrounding areas meeting the intent of all other stated goals within this Smart Growth Plan.

Objectives:

- Ensure a compatible and sustainable mixture of uses that protect the small town atmosphere of the Village.
- Continue protecting historical and other significant landmarks to preserve the history of the Town.
- Pursue a mixture of future developments that protect environmentally significant areas including the Mukwonago River, Phantom Lakes, environmental corridors, wetlands, and woodlands throughout the Village.
- Promote efficient growth patterns that incorporate pedestrian friendly transportation networks, which provide walkable designs.
- Promote infill development and redevelopment that maintains and promotes the architectural quality of the Village.
- Promote future development and redevelopment with respect to each of the elements within the Comprehensive Plan

Policies:

- Incorporate a review of this land use plan when reviewing applications for rezoning, land divisions, and other development.
- Balance individual property rights with the Vision of the Village.
- Ensure future development occurs on lands suitable for such development.
- When reviewing future proposals, the Village must review the Comprehensive Plan for consistency. Several examples include:
 - When reviewing future residential development proposals, evaluate the proposal with the goals, objectives, and policies of the Land Use, Housing, Transportation, Utilities and Community Facilities, and Agricultural, Natural, and Cultural Resources Elements of this Comprehensive Plan.
 - When reviewing future non-residential development proposals, evaluate the proposal with the goals, objectives, and policies of the Land Use, Economic Development, Transportation, Utilities and Community Facilities, and Agricultural, Natural, and Cultural Resources Elements of this Comprehensive Plan.
 - When considering future road improvements or the creation of additional multi-use trails within the Village, evaluate the Land Use, Housing, Transportation, Utilities and Community Facilities, and Economic Development Elements of this Comprehensive Plan.

CHAPTER 10: "DOWNTOWN LAND USE"

The overall goal for a sustainable central area of the Village of Mukwonago should be to create a viable, multifaceted downtown, an essential area which provides opportunities for a wide range of activities nourishing community life. A downtown is much more than a cluster of buildings. A downtown represents the social fabric of a community, a place where one can always go and feel at home. This chapter focuses on the central area of the Village, incorporating the various aspects of comprehensive planning and addressing the other chapters of this plan, as the area itself is a conglomeration of the Village's strong history as a crossroads of commerce, transportation and housing, all serving the needs of those within, nearby and far outside the downtown.

Within the 2007 Comprehensive Plan Survey of Village residents and businesses, a large majority of both the residential and business responses indicated that the downtown's appearance is important or very important to the identity of the Village along with the belief that the economic viability of the downtown is very significant for the Village. Most responses indicated dissatisfaction with the downtown economic vitality and appearance. Suggested improvements included: reducing the number of vacant storefronts, improving the shop, store and/or restaurant selection; reducing or controlling traffic, improving the streetscaping, and improving parking. Two-thirds of resident respondents indicated they would be willing to pay an annual increased property tax support to improve the downtown.

This chapter presents a blueprint for Village officials, business and property owners, and citizens to continually work toward a sustainable central area that respects Mukwonago heritage, responds to current

challenges and shapes a vision for the future.

RESPECT FOR HERITAGE

Buildings and places have personalities and identities which reflect the history of the area and the values of the people who shape them. Mukwonago's central area is a mirror of the past and a stage for the activities of today. It has a unique identity and character as the historic heart of the Village and surrounding agrarian community. New development or redevelopment should respect this character and charm through the type, intensity and scale to reinforce and complement the existing structures and spaces.

RESPONSE TO CHALLENGES

The Mukwonago central area faces challenges resulting from a variety of forces. These include the continued growth of auto-oriented shopping centers and changes in retailing and merchandising resulting in a disadvantage for businesses in older buildings. Not only has this occurred in recent Village history but incremental business growth extending outwardly from downtown along Rochester Street to the north and south, and Main Street to the south, has blurred the clear lines of the boundary of the what citizens and businesses consider the heart of the downtown.

The transportation routes (STH 83 & CTH NN) that once carried horse and buggy into Mukwonago are now routes through the Village. Instead of the end destinations within the central area, commuters are continuing through Mukwonago. The routes now carry a higher volume of traffic, especially during peak hours that challenge customers finding parking and pedestrians

crossing the streets. Within the past 10 years the Village has taken steps to respond to this challenge including:

- creating an eastern bypass route around the Village between CTH ES and I-43
- removing and redesigning right-of-ways for improved traffic flow that occurred with downtown redevelopment.

In formulating plans and in response to these and other challenges, Mukwonago benefits from a diversity of land uses within the central area in addition to its charming character and pedestrian scale. These include the presence of an historical museum, successful retail establishments and several established churches. The perimeter of the central area includes handsome older residential structures, a public library, police station and the passive open space along the Mukwonago River. The vitality and recent growth of a major local bank and proposed growth by a church within the central area contribute to the health of downtown. Even with many positive attributes and recent development, persistent challenges must be continually resolved with future development.

A VISION FOR THE FUTURE

The heart of the Village should be seen within the context of the whole community. Mukwonago is an established and mature Village with a vibrant and multifaceted central area that can touch and enrich the lives of the entire corporate body. The qualities of such vitality include: a unique identity, attractive and interesting public events, variety of quality goods and services, and a convenient and functional environment. Each of the qualities enhances the face-to-face exchange of goods, services and ideas. A strong effort toward balancing the social, economic and physical needs of the central area today provides a sustainable downtown that will survive for generations to come.

A PLAN FOR MUKWONAGO CENTRAL AREA

The intent of this chapter is to provide impetus to community leaders to work toward a long-term and a sustainable downtown improvement plan beyond the process of this Comprehensive Plan for the Village. The Village has a history of utilizing neighborhood plans to provide detailed direction in key areas as an implementation tool of the Comprehensive Plan. The central area is well deserving of a detailed neighborhood plan, or strategic plan, that establishes a clear vision and direction.

Unlike a new development elsewhere of the Village where the development is reviewed, approved and constructed, a downtown plan demands constant attention by the Village with many different public and private activities, properties and ownerships. Improving a downtown is never complete with endless improvements to be completed. However, preparing a neighborhood strategic plan provides a blueprint for current and future leadership to continually use as the building blocks. The next several pages address matters concerning land use, parking and transportation, aesthetics, economics, marketing merchandising and economics to provide thoughts and ideas for more detailed planning for Mukwonago central area.

Planning for central Mukwonago has been presented with the added benefit of unique research and ideas. The Spring Studio Class in the School of Architecture and Urban Planning at the University of Wisconsin – Milwaukee began in 2008 the research of “Responsive Urbanism: Sustainable Development for small Communities with an Intercultural Focus.” The research and recommendations will continue into spring of 2010.

The project compared two communities of similar size; Mukwonago and Radstadt, Austria. The project was a partnership with

a class at Graz University of Technology, Institute of Urbanism, Austria. As strategic planning for the central Mukwonago proceeds, the independent conclusions of the students must be seriously considered as long-term objectives

LAND USE

The boundaries of the downtown must be defined. The Mukwonago retail core has been historically defined through design review and sign regulations as the properties abutting Rochester Street from Pearl Avenue/Eagle Lake Avenue on the north to Blood Street on the south, and Main Street from the part of the downtown to Field Street. Maps 10-1 and 10-2 illustrate the location of downtown split into the southern and northern areas. Within this concentrated area the diversity of uses and opportunities range from quality retail businesses that provide service and attract patrons from within and outside of Mukwonago, to residential uses intermixed with and above businesses providing an immediate customer base. Other properties are prime for redevelopment. A strategic plan will provide the direction toward potential redevelopment opportunities while encouraging property owners to consider redevelopment.

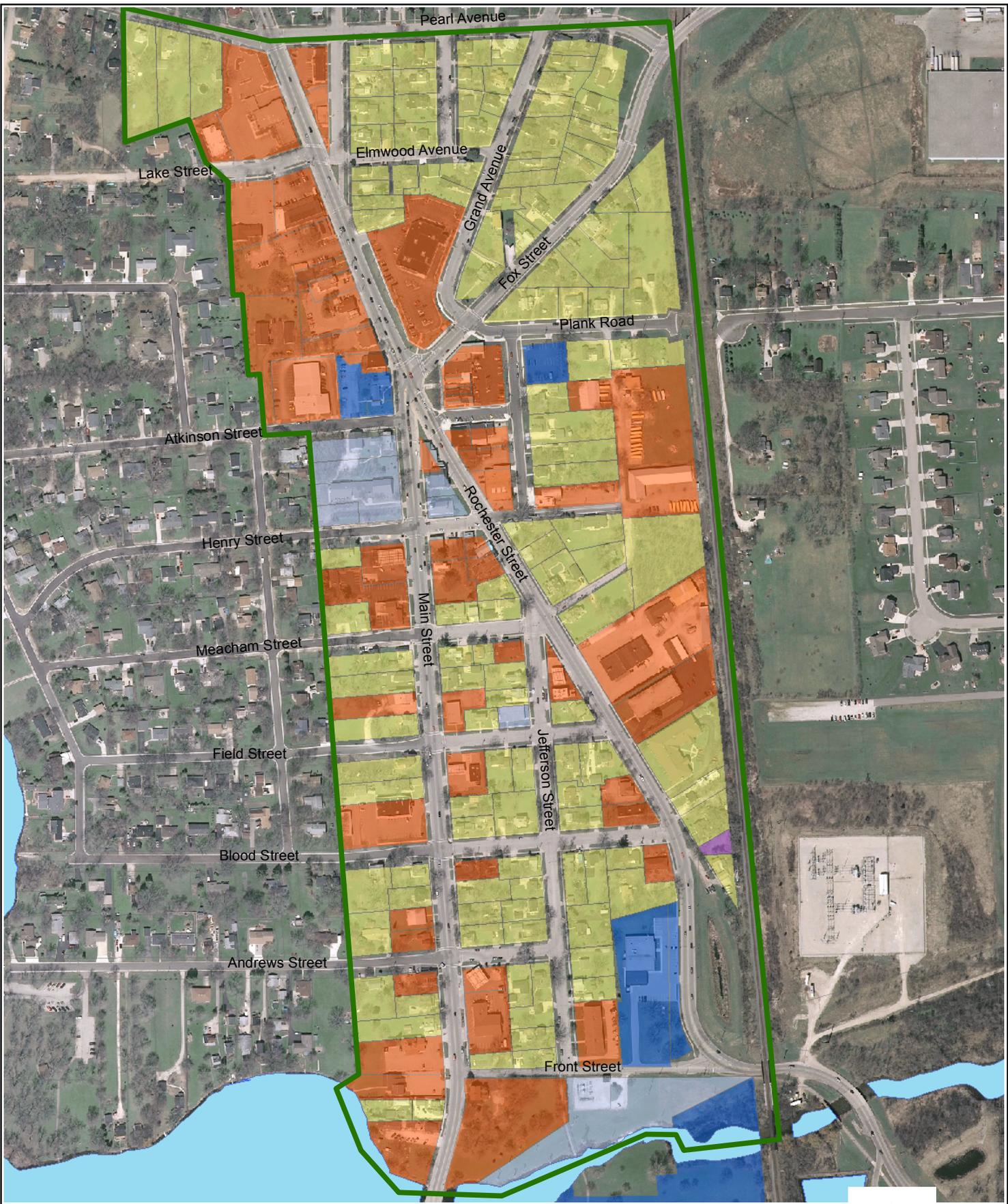
The retail core is surrounded by a buffer area considered within the Village approval processes that extends one to two blocks from the retail core, with Wisconsin Central Limited Railway line as its eastern boundary. The buffer area provides a strong base of residential structures. Redevelopment opportunities are present on several of the larger properties with uses no longer suitable for a central area.

The entire Mukwonago central area could include retail and service establishments extending north along Rochester Street to CTH NN and south along Main Street to the intersection with Bay View Road. Defining the detailed study area will focus discussion on the areas that need direct attention for

creating a sustainable central area, including:

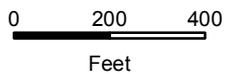
1. Determine the feasibility of improvement and/or redevelopment of existing buildings surrounding the Town square, the crossroads of Mukwonago at the confluence of Fox Street, North and South Rochester Street and Main Street.
2. Determine the feasibility of improvements and/or redevelopment of the properties on the small triangle of land formed by South Rochester Street, Main Street and Henry Street. Feasibility discussion must include proper parking and access issues and consideration of the historical significance of several structures in the area to preserve Village history.
3. Determine the potential use/reuse of larger properties along the east and south of the retail core.
4. Determine the proper mix of uses allowed through the Village's zoning ordinance that encourage a viable retail core and surrounding support uses.

In conjunction with determining the proper mix of uses, there are a variety of opportunities to assist the long-time viability of the downtown. Residential uses should be encouraged in the central area to increase the residential population in and around the downtown, promoting walkability to the retail core and a constant flow of activity. Households without children such as empty nesters and younger workers can enjoy the convenient activity of the Village center while contributing to a lively streetscape and economic vitality. Other opportunities to increase the residential population of the downtown include second floor spaces in the retail core, new senior citizen oriented housing and conversion of the older single-family dwellings to multi-



Map 10-1

**Southern Downtown
Village of Mukwonago, Waukesha County**



Legend

- Downtown
- Residential
- Local Exempt
- State Exempt
- Parcels
- Mercantile
- Other Exempt

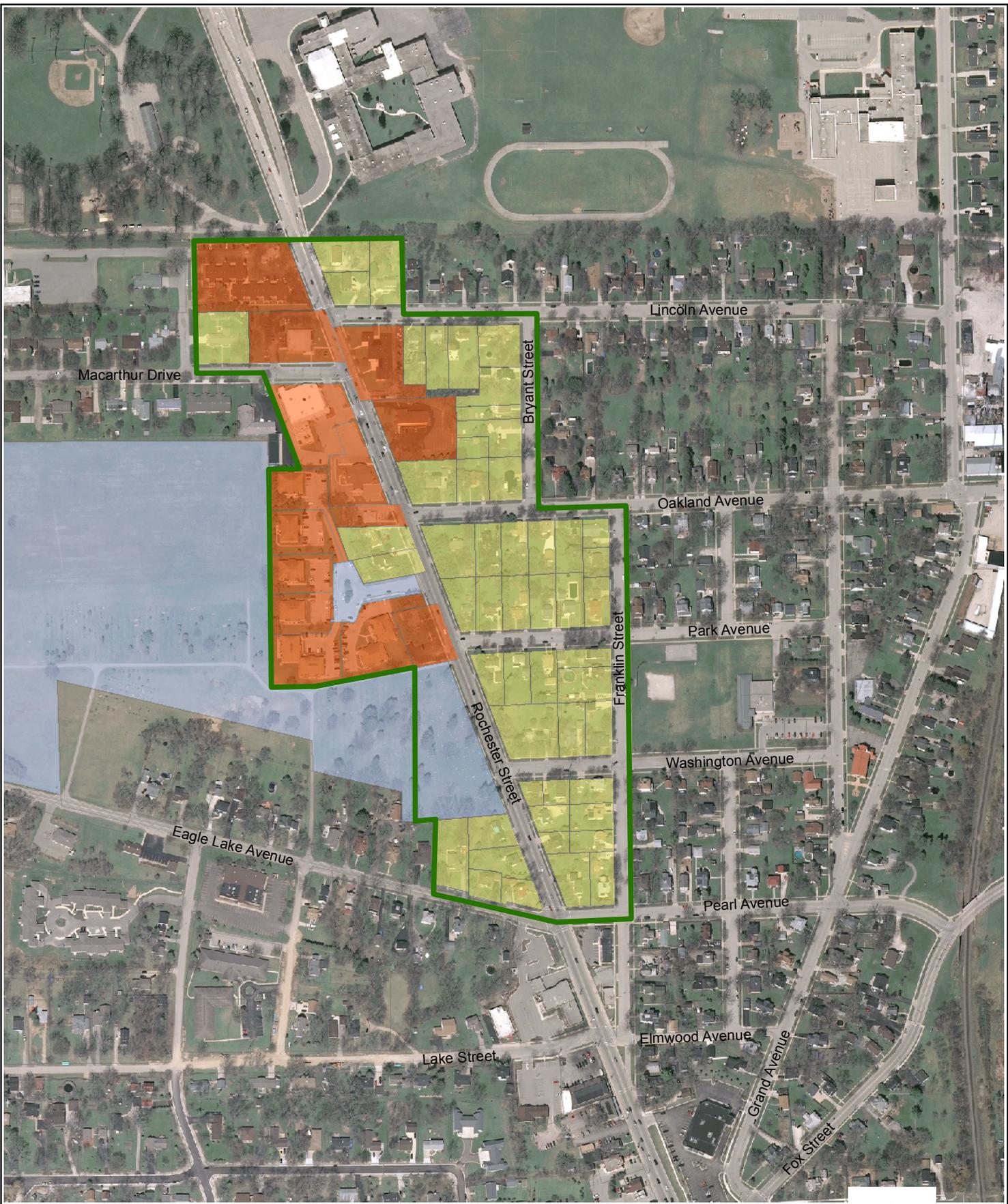


Mukwonago - Place of the Bear
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Economic, Fiscal & Planning Consultants for Local Governments

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SOURCE: Waukesha County, Ruckert/Mielke

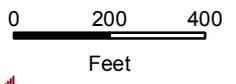


Map 10-2

Northern Downtown
Village of Mukwonago, Waukesha County

Legend

- Area North of Downtown
- Parcels
- Residential
- Mercantile
- Other Exempt



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family uses when those properties are no longer viable as single-family homes.

Office uses can also contribute to a diverse mixture of uses within the defined central area. Offices in existing buildings could relocate to the second floor within the retail core and throughout new buildings and older homes beyond the retail core. Office uses include personal service firms, where primary work is done on a face-to-face basis, such as architects, attorneys, accountants, etc. Increasing the office employment base contributes to an increase in retail viability and pedestrian activity. Additional restaurants could be encouraged to entice and serve the central area visitors and employees. A quality restaurant will complement the existing restaurant businesses within the central area. With evening dining, the restaurant would support and be supported by expanded retail hours, cultural programs and public events. Restaurants are likely to be small to medium in size due to limitations of existing buildings and sites within the central area. This limitation will positively reinforce the pleasant scale, identity and uniqueness of downtown.

PARKING AND TRANSPORTATION

Adequate parking for retail patrons, employees and residents is critical for the central area to thrive based on the auto dependency of everyone. Aggressive action is needed to maximize effective use of existing parking areas and to acquire additional parking spaces for parking within the retail core. Actions should include: consistent enforcement of parking regulations, protection of on-street customer parking; and expansion of parking opportunities. A recommendation of a strategic plan could establish an annual review process for evaluating the location, need, type, cost and regulation of the central area parking.

Shared parking is one way to improve parking opportunities. Throughout the

central area, specific opportunities must be identified for shared parking agreements. These will permit use of private off-street lots for customer and/or employee parking during nonuse or off-peak hours. Cooperative agreements can include churches, businesses and public entities are one example.

Central area parking and transportation involves improving the opportunities for pedestrian accessibility and safety. In the past, the Village has taken steps to clearly mark parking spaces and crosswalks with paving markings, and installing signs reminding drivers to stop for pedestrians within crosswalks. Those activities have been met with a positive response from citizens. However, these activities require continual maintenance. There are many other opportunities to enhance pedestrian flows in and around downtown including improvement of the sidewalks and the handicapped/bicycle ramps at intersections.

To encourage improved pedestrian accessibility to the central area, all pedestrian linkages and potential conflicts with vehicles in and surrounding the extended central area must be considered. For example, due to safety concerns, within the last 10 years the Village closed the Plank Road railroad track crossing, separating a direct route from the newer single-family subdivision to the east to the downtown.

The conflict between commuter traffic, local traffic and pedestrians in the heart of the downtown at the Village Square must be resolved. While this is the first issue needing attention, an efficient resolution will greatly assist other pedestrian-friendly solutions that establish a sustainable downtown.

AESTHETICS

In conjunction with the other important points within this chapter, aesthetics provide an impression for how those within and

outside the Village view the central area. Suggested points to consider include:

1. Establish programs for front and rear façade improvements in the retail core by developing funding sources to provide financial incentives for such improvements.
2. Provide uniform signage throughout the Village directing potential customers to the historic downtown. This program could also involve wayfinding signage for the entire Village, benefitting all public and private entities.
3. Identify cooperative mechanisms and financial incentives to hasten the replacement of inappropriate commercial signage.
4. All parking lots for more than 10 cars could incorporate a low screen along the public right-of-way. Screening materials could include a masonry wall, landscaped berm or a living hedge. High traffic public areas such as parking lots should consider long-term maintenance, implications of selection of materials and design details. The design of lighting should provide continuity of poles, fixtures and intensity of illumination.
5. Older utility lines should be replaced underground in coordination with streetscape and other capital improvements.
6. The streetscape program should include a greenbelt concept to distinguish the landscape and streetscape design of key pedestrian vehicle linkages within the central area. Examples might include the route from the Plank Road parking lot to the Village Square and the routes along Rochester Street. This action could encourage more of a identifiable psychological and

physical connection between the retail core and outlying business areas assisting in shoppers identifying this as a much larger business area than any of the outlying new business developments.

7. Additional mail collection boxes could be provided at convenient locations and designed into the streetscape.
8. Consider opportunities to expand the Pearl and Grand Avenue Historic District that promotes and identifies the historic nature of the central area. An architectural identity must be established to guide redevelopment and façade improvements. With the long-term history of the Village dating back to the 1830s, there are various architectural styles within the central area from which to draw upon.
9. The Village's ordinance regarding building codes, property maintenance, trash collection area and snow removal should be reviewed to consider creating a proper aesthetic program within the Village

MARKETING, MERCHANDISING AND ECONOMICS

Revitalization of the central area requires a cooperative working relationship between the public and private sectors. The Village can implement plans, policies and programs except without the cooperation of the private stakeholders that comprise a quality central area, any efforts by just one entity will be unsuccessful. As the saying goes, "It takes a Village to raise a child", similarly, it takes many cooperating entities to build a Village with the central area as its nucleus. Close associations are needed to establish the downtown strategic plan, expedite its efforts and guarantee the objectives are accomplished.

The Mukwonago Area Chamber of Commerce provides private sector leadership for community businesses. The leadership includes downtown promotions such as Midnight Madness, an event that is very visible and successful. The Chamber also provides assistance with marketing and promotional programs. While the Chamber's Board of Directors understands a strong central area is the key for a strong business sector throughout the Mukwonago area, the Chamber represents the interests of all businesses within the greater Mukwonago region.

As part of strategic planning, the Mukwonago Area Chamber of Commerce could establish a downtown retail forum for the central area. Similar retail forums could be established for other shopping areas (i.e., Gateway Area, North Main Street, etc.). The downtown retail forum would coordinate promotions, retail events and programs and common business hours. Other activities could include adopting a unified logo and marketing theme, encouraging new quality businesses and supplying a forum for enhancement of the retail core. The forum would work closely with the Village's economic development/redevelopment efforts.

The Mukwonago Area Chamber of Commerce recognizes businesses that provide positive influence upon the community and they organize and underwrite many community events focusing on the downtown. A downtown retail forum could take these activities to another level of identity through a recognition program that will give publicity to businesses making a positive contribution to the vitality of the downtown through creative window design, façade improvements, special merchandising or public and civic communications in an interesting and educational manner.

As the Chamber is just one piece of the overall structure that has impact and must

cooperate to create a viable downtown, a strategic plan could identify a structure within Village government for a seamless stream of communication between the public and private sector. An example could be identifying a person within Village government as the main liaison with the downtown business forum. That key member could be responsible for working with the downtown businesses toward overall improvement and establishment as the Mukwonago's downtown and economic force within the area.

There are various mechanisms and resources available to assist both the public and private sector in reaching the objectives of central area improvement. The vehicles for funding provided via federal and the state government change periodically, except the consistency is that there are always programs available for assistance. Both public and private sector must be open-minded to view these opportunities for assistance and review each opportunity that best assists the Village.

IMPLEMENTATION

This Comprehensive Plan for the Village of Mukwonago provides an overview of the future of the community. The central area is an important component of the future as the heart of the social and physical fabric of the Village providing community sustainability.

Therefore, an immediate action to implement the Comprehensive Plan should be to prepare a strategic plan for the Village's central area. A strategic plan will establish a priority list of objectives for both the public and private sector to follow. It may direct initial long-term objectives. For example, an initial objective that can be immediately accomplished is the establishment of wayfinding signage. A strategic plan would recognize the long-term objectives that will take longer to implement, with a written document outlining the targeted long-term objectives.

Village of Mukwonago Comprehensive Plan

The Village should establish a Downtown Strategic Plan Committee, comprised by a cross-section of Village officials, the Chamber, central area business owners and property owners, and other interested citizens. The Committee, over a short period of several months, would identify strengths and weaknesses and set priorities. The suggestions for improvements could be the basis for setting the implementation actions. After completion of the strategic plan, it would be the responsibility of both the public and private sectors to work together toward implementation.



CHAPTER 11: "IMPLEMENTATION ELEMENT"

A Comprehensive Plan without the Implementation Element is merely an inventory of Village operations and procedures at a snapshot in time.

This Comprehensive Plan is design to be a living and working document that evolves with the successes and breakdowns of the Comprehensive Plan. The living and working components begin with the Implementation Element. Implementing the Plan includes identifying not only what needs to occur, but also a process as to who and when each component of the Plan should occur to guide the Village into the future.

Comprehensive Plan Elements

- Issues and Opportunities
- Intergovernmental Cooperation
- Housing
- Agricultural, Natural, and Cultural Resources
- Transportation
- Utilities and Community Facilities
- Economic Development
- Land Use
- **Implementation**

PURPOSE

The Implementation Element is intended to be an action plan to assist the Village with executing the goals, objectives, and policies of the Comprehensive Plan. This chapter satisfies the Implementation Element of the Comprehensive Planning Law, commonly referred to as the “Smart Growth Law” State Statutes Section 66.1001.

PLAN ADOPTION

The first step in the process of implementing the Comprehensive Plan is to adopt the Plan, which will put the wheels in motion to achieve the goals of the Plan. A review and recommendation by the Plan Commission is followed by a properly noticed Public Hearing for public comment. Finally, the Village Board will have the opportunity to adopt the Comprehensive Plan.

After adoption of the Comprehensive Plan many steps must be included to ensure that the goals, objectives, and policies are implemented with the Plan. Three categories of steps have been created to coordinate the timing in which each step occurs. The first category includes actions that must be completed immediately for the success of the Plan. The second category reflects actions and efforts that have recently been completed or updated, but will likely require further action in the future. The third category identifies areas that need consistent monitoring and action when necessary.

Immediate Action Steps

1. The Village must first adopt the Comprehensive Plan. As previously stated, a recommendation is needed from the Plan Commission followed by a Public Hearing and action by the Village Board. This first step sets the framework for each of the additional action steps to implement the Plan.
2. Review and revise the Zoning Ordinance to ensure consistency between the objectives and policies of the Housing Element, Economic Development Element, and Agricultural, Natural, and Cultural Resources Element. An example includes reviewing the Planned Unit Development section of the Zoning Ordinance to encourage conservation subdivision designs that preserve and protect significant environmental features for future residential development.
3. Review and revise the Land Division Ordinance. Elements from the Comprehensive Plan directly affected by the Land Division Ordinance including Transportation, Utilities and Community Facilities, and the Housing Elements.
4. Revitalizing the Downtown area is recognized as a priority to invigorate both business owners and customers to create a vibrant and walkable Downtown. A committee should be formed including residents, downtown business owners, and Village Staff to create a strategic plan for the Downtown. The strategic plan should include an evaluation of the strengths and weaknesses while also evaluating improvement strategies and funding sources to achieve the desired outcome.
5. Review the Official Map to recognize the objectives and policies of the Transportation Element including promoting non-vehicular transportation through the Village. Continued discussion other agencies on the 2035 Regional Transportation System Plan

will also serve to implement the objectives of the Transportation Plan, while providing invaluable input into the regional transportation decision-making process.

6. Continue studying the economic feasibility to institute the recommendations of the Storm Water Management Plan as identified in the Utilities and Community Facilities Element. When an efficient and cost-effective alternative and funding source is found, the Village should continue implementing the Storm Water Management Plan incrementally to completion. A storm water utility feasibility study is currently ongoing, which may prove to be the most efficient method to fund the recommendations.
7. Site and architectural plans are thoroughly reviewed by Village staff with assistance from consultants for compliance with the Zoning Ordinance prior to being discussed before the Plan Commission. The process of reviewing each site plan should be assessed periodically to ensure that the standards and policies of the Comprehensive Plan continue to be addressed with all future development proposals.
8. As identified in the Utilities and Community Facilities Element, the Village has sufficient parkland for current and projected residential growth. In conjunction with the Transportation Element, the Village should continue to encourage multi-use trails through developments while also pursuing additional trails that can be utilized for recreation and transportation.
9. The Comprehensive Outdoor Recreation Plan (CORP) adopted in 2003 was an effective tool to review and make recommendations for improvements to the parkland in the Village and is now out-dated. The CORP also made the Village eligible for five years to obtain grant funding to update and continue developing the parkland. The Village was awarded grant money for improvements to Miniwaukan Park. The grant funding should be expended within the allotted time period and the CORP is now updated to continue eligibility for grant opportunities.

Intermediate Action Steps

1. A Waukesha County Land Development Workgroup created a uniform checklist for the review of subdivisions as identified in the Waukesha County Comprehensive Development Plan. The County is requesting that each municipality use the checklist for subdivision reviews that was established in the late 1990's. At a minimum the Village should periodically update its development application checklists for current rules and regulations.
2. Signs are regulated through Article VII of the Zoning Ordinance. The Sign Ordinance of the Village was designed to provide for and regulate the location and safe construction of signs to ensure that signs are compatible with surrounding land uses, are well maintained, and express the identity of individual proprietors and the Village as a whole while preserving and enhancing the community. Regulations for signage in the Village should be reviewed periodically to guarantee that the regulations continue to reflect the desires of the community.
3. The Wisconsin Department of Natural Resources continues to update and revise "Best Management Practices" for managing storm water run-off. The Village should continue monitoring the storm water management regulations for preserving the significant natural

resources found within and surrounding the Village.

4. The Village has an adopted Floodplain/Shoreland-Wetland Zoning Ordinance. Similar to the storm water management regulations, the Village should continue monitoring the regulations pertaining to floodplains, shorelands, and wetlands to preserve the water resources throughout the area.
5. Article III of the Zoning Ordinance pertains to historic structures within the Village. The Historic Preservation Commission meets as necessary to review proposals dealing with historic structures. A periodic review of the historic structures and processes by which the Historic Preservation Commission reviews proposals should occur to continue preserving the history of the Village.
6. The Village applies the state regulated building, mechanical, and housing codes. Continued thorough inspection and monitoring state regulations will ensure that structures are constructed to the state recognized standards.
7. The Village's waste water treatment facility operates by the standards set by the state. Continued monitoring of state regulations and completing necessary upgrades will guarantee that the sanitary sewerage system is operating in a safe and efficient manner.
8. The Village should continue to monitor future studies and the recommendations contained within future studies for impacts to the Village residents and business owners. As an example, the Mukwonago River Watershed Protection Plan is underway as of this Planning process. Recommendations of this Plan and other studies or plans should be reviewed by the Village insofar as how the recommendations impact residents.

Long-Term Action Steps

1. The Comprehensive Plan is a "working document" that is not stagnant but should be continually molded to remain effective and efficient in guiding the Village into the future. Revisions and amendments will undoubtedly arise to adjust for future development and additional residents. On a yearly basis the Plan Commission should discuss the status of the Plan in relation to the number of revisions requested throughout the year. When requests for revisions to the Plan become frequent the Village should update the Comprehensive Plan. Pursuant to State Statutes the Comprehensive Plan must be updated no less than once every ten years.
2. Intergovernmental cooperation allows communities to collaborate on the provision of particular services between the communities. Successful intergovernmental cooperation typically takes time resolve all of the issues involved with completing such an agreement. By sharing services, the Village and surrounding municipalities may be able to more efficiently provide services to residents. The Village should seek opportunities for providing services more efficiently through shared service agreements.

All of the action steps involved with implementing the Comprehensive Plan generates a plan in which the Village can apply objectives and policies from the Plan. As a working or living document, the action steps should also be evaluated periodically to add or adjust how the Plan is being implemented.

CONSISTENCY WITH THE COMPREHENSIVE PLAN

All elements of this Comprehensive Plan were produced in a methodical manner to allow all facets of the Plan to be consistent while also being integrated throughout the Plan. There are not any known inconsistencies within this plan. Should discrepancies between the Plan and regulating documents such as the Zoning Ordinance, Floodplain/Shoreland-Wetland Ordinance, or Land Division Ordinance arise, the Village intends to take immediate action to remedy the situation.

Zoning District revisions will ultimately result from the creation of the Comprehensive Plan based on a change of future land use designations within the Village. The Zoning District revisions are separated into two categories that will eliminate any inconsistencies between the planned land uses and Zoning Ordinance. The first category includes immediate revisions to the Zoning District Boundaries caused by modifying the planned land use for specific properties that have been previously developed and have a viable use. The Village was very conscientious through this planning process of the existing land uses. As a result, there are not any specific rezoning actions that are immediately necessary to coincide with the planned future land uses.

The second category of Zoning District revisions applies to undeveloped properties where land uses involving future development is planned. The land will require a Zoning District change prior to future development. It is not the intent of the Village to pursue rezoning the land prior to development proposals simply for consistency between the future land use map and Zoning Map. When future development proposals are presented that are consistent with the planned future land use, the application procedure will include rezoning to gain consistency between the Plan and Ordinance.

CAPITAL IMPROVEMENTS PROGRAMMING

The Village maintains a Capital Improvement Program (CIP) to purchase, operate, and maintain everything from police cars to utility infrastructure. The comprehensively prepared CIP is a tremendous budgetary aid and will enable the Village to systematically make necessary infrastructure improvements to accommodate growth in a more timely, cost-efficient manner. Typically Capital Improvement Programs are extended five years into the future. Every year an evaluation of the CIP is conducted to reprioritize and schedule additional projects/purchases.

UPDATING THE COMPREHENSIVE PLAN

Measuring the progress of the Comprehensive Plan will be achieved by evaluating the frequency of revising or amending the Plan. When the amendments become frequent the Village should consider an update or overhaul of the Comprehensive Plan. The Plan reflects the best information available to the Village; however the Village does not operate in a vacuum and the success of the Village is interdependent on the relative success of neighboring communities. When the time arises to update the Comprehensive Plan to meet the needs of the changing community, the Village should first evaluate the Plan to determine if the entire document is in need of revisions or particular elements of the Plan. At that time, the Village will determine how to update the Comprehensive Plan.