

1. Issues and Opportunities

1.1 Introduction

The general purpose of the Comprehensive Plan is to guide and accomplish coordinated, adjusted, harmonious development within the Village of Kekoskee. The *Village of Kekoskee Comprehensive Plan* positions the Village to guide future land development over the next 20 plus years in a way that preserves the character of the Village, protects natural resources, enhances economic and housing opportunities, and provides for efficient service delivery. More specifically, this document recommends how lands within the Village should be used. The plan recommendations in this document are based on Village and County trends and public input. Village plan recommendations are also based on and consistent with plan goals, objectives, and policies. The recommendations should be used for specific actions and development decisions. Wisconsin Statutes, Section 66.1001, further defines a comprehensive plan and a local unit of government’s responsibilities. This legislation requires a local government that enacts land use regulations develop and adopt a comprehensive plan. The plan must contain nine elements as specified in the statutes. It also requires that local subdivision, zoning, shoreland-wetland zoning, and official map ordinances be consistent with the community’s comprehensive plan. This document will meet the requirements of Wisconsin’s comprehensive planning law, Wisconsin Statutes 66.1001.

Wisconsin’s Comprehensive Planning legislation identifies nine elements that must be addressed in order for the plan to be in conformance with the law. The elements include:

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

Each element provides a detailed inventory and analysis of the Village’s situation, which is then used to help create recommendations for future actions. All nine elements contain a list of goals, objectives, policies, recommendations and programs that will be used to guide the future use and development of land within the unincorporated areas of the Village over a 20-year planning period.

The location of the Village of Kekoskee in Dodge County heavily influences the trends and changes that are expected during the next twenty years. The county is strategically located in the middle of the triangle formed by the metropolitan communities of Madison, Milwaukee, and the Fox Cities. As urbanization within these areas continues to grow, many people will be attracted to the Village of Kekoskee and Dodge County because of its location and the amenities that can be found there. Counties that border Dodge County include Dane, Columbia, Green Lake, Fond

du Lac, Washington, Waukesha, and Jefferson. See the Appendix, Map 1-1 for a regional map showing the location of the Village of Kekoskee within Dodge County.

1.2 Planning Process

Starting in 2015, the best intentions of the Town of Williamstown (Town) was to update their comprehensive plan. When it looked like the then Village of Kekoskee (Village) would dissolve into the Town, the comprehensive plan was put on hold because of the impact. Working with the WDOA, the Village and Town decided that a Cooperative Plan (Plan) would be a better outcome for the issues the Village was facing. The Town Comprehensive Plan developed thus far could, instead, be re-written for an enlarged Village. Attention turned to developing a comprehensive plan. The “attachment” of the Town by the Village took place in 2018 and the Village took over developing the comprehensive plan. Shortly thereafter, the City of Mayville (City) filed an injunction and a petition for Judicial Review of the Cooperative Plan. The Village, not knowing whether they would remain a Village or need to be absorbed by the Town, put the comprehensive plan on hold once again. Litigation carried on through the Wisconsin Supreme Court where the outcome in 2021 was that the attachment was revoked.

During the three years of litigation, the Village discovered many economic and practical reasons to not dissolve back to the Town of Williamstown. Shortly after the Supreme Court decision, the Village approached the Town to develop and implement a Shared Services Agreement and an Intergovernmental Cooperation Agreement. The city again started litigation and asked for an injunction. The injunction was denied. Rather than wait another three years for the final litigation outcome, the Village finds it prudent to move forward with a development of comprehensive plan and zoning ordinance. A Public Participation Plan was developed and adopted to lead the effort.

Goals, Objectives, Policies and Recommendations stated in this document reflect the deliberations of the Village Board of Trustees and the public. References made to specific state, county, and other governmental programs do not imply endorsement of such programs but are presented for background and reference only.

1.3 Public Participation Efforts

As previously stated, the Village of Kekoskee adopted a Public Participation Plan (PPP) for the development of this comprehensive plan. The comprehensive plan is the first for the Village of Kekoskee. The PPP was formalized by Resolution 2018-13 on October 10, 2018. The PPP is intended to foster public participation throughout every step of the planning process. A copy of the PPP is included in the Appendix C.

1.4 Identification of Issues and Opportunities

Overview

The entire process of preparing a comprehensive plan is designed to identify and address issues and opportunities. Quite often issues and opportunities are readily evident, while others may not be apparent until data is collected, reviewed and shared with others and a dialogue begins. The

importance of identifying issues and opportunities becomes readily evident when one reviews the goals, objectives and policies contained in this plan. For each issue or opportunity identified, one or more goals, objectives or policies are included to address the situation. By including corresponding background information, the reason for including the goal, objective or policy will not be lost over time. Likewise, goals, objectives and policies will not be included that are not grounded in an issue or opportunity facing the community. To identify the issues and opportunities that would guide the formation of this plan, a number of methods were employed: data collection and analysis, interviews, and community meetings.

Data Collection and Analysis

Information was collected from a wide variety of sources including the Village, Dodge County and state sources. Types of information that were reviewed included written reports, maps, inspection reports, databases and others.

Community Meetings

Public meetings were held throughout the planning process consistent with the PPP to solicit input and ideas from residents, elected and appointed officials and town employees. One meeting which provided substantial input was a public workshop held on October 29, 2015, when the Village was still the Town of Williamstown. Even though the town progressed to village status, much of the public input is still very relevant today. In fact, one could discern that the attachment of the village actually addressed some of the issues and problems identified. The responses to the questions are shown below along with the number of votes each received. It should be noted that even though some items did not receive a vote, they are still very important considerations.

Issues and Problems

- Canning Company waste is spread on town lands (6)
- County Park expansion – add to traffic and additional fire protection costs – no compensation from the county (6)
- Annexations by Mayville (5)
- Old landfill is Superfund Site (5)
- Strict controls on septic systems (5)
- DNR and Fish and Wildlife plans to buy land (5)
- County continues to change the County Zoning Code (4)
- The Town lacks a sanitary sewer district (4)
- “Not in my backyard” (NIMB) opposition to development (4)
- Extraterritorial zoning with Mayville (3)
- County Planning and Zoning Committee control over the County Board and Town Board approvals (3)
- Landfill and its related problems including location on the ledge and traffic (2)
- Town is being reduced by annexations (2)
- County set laws that apply to the Town but not to cities and villages (2)
- Property owner rights (2)
- Landfill still buying land (120 acres) (2)
- Lack of State and Federal Aids for “Marsh Route” (2)
- How land use change is viewed in this farming community – opposed to tourist development (2)

Apathy of the Town residents (2)
Towns cannot fill wetlands, but cities can (2)
Tourists use the roads, but the Town receives no benefits (1)
City of Mayville expansions (1)
Lack of recognition of Town government (County Park is not recognized as being in the Town) (1)
Town is being reduced in size (land area) (0)
DNR and U.S. Department of the Interior own large tracts of land and both are difficult to control and/or work with (0)
State owned buildings are not paying their fair share of “taxes” (0)
Lack of public utilities (0)
Lack of legal authority to set speed limits (0)
Unequal road aid distribution (0)

Potentials and Opportunities

Town farmers use the land well (5)
Good roads (5)
Nice County Park in the Town (5)
Good woodlands (4)
Niagara Escarpment (4)
Town has desirable land for development, particularly residential, principally near the marsh (4)
Good relations with adjoining towns (4)
Good fire department (4)
Nice area to live in (4)
Landfill revenues and payments (4)
Variety of topographic features (3)
Good town government including good environmental ordinances that restrict sludge dumping and restrict clay extraction (3)
Good potential for hiking trails particularly near the marsh (3)
New Town Hall (3)
Wide variety of birds, animals, and natural habitat (3)
Small size of Town makes it easier to govern (3)
Fire department and first responders (3)
Country living with short distances to urban areas (2)
Good agricultural land (2)
Location between several service and population areas (2)
Great scenery (2)
Good air quality (2)
Quiet area and not much traffic (2)
Financial reserve and financial security (2)
Easy access to jobs (2)
Open government (1)
Good tourism potential (1)
Historical aspects of the Town – Indian Mounds (1)
Lots of river frontage (0)
Many Indian artifacts and mounds (0)
Town has good recreation areas, particularly camping, exploring, and hunting (0)

Good hunting and fishing (0)
Diverse backgrounds of the local residents (0)
Sense of place (happy where you are) (0)
Minimum of places that cause grief (0)

Key Issues and Opportunities

This plan is designed to help focus the collective energy of residents, elected officials and village employees and offer a blueprint for the physical, economic and cultural growth of the Village of Kekoskee.

This plan is based on the basic premise that the Village must actively work to foster appropriate growth. This includes economic growth, physical growth and cultural growth. Although this plan outlines a broad range of community needs, the Village cannot be directly responsible for doing everything. In the absence of a concerted effort of Village residents, employees and officials, the Village will continue to function, but not fulfill many of the hopes and aspirations of its residents or reach its full potential.

As previously noted, a wide variety of issues and opportunities were identified throughout the planning process. The most important can be summarized with the following set of questions.

How does the Village of Kekoskee:

- maintain the current social character of the community that current residents cherish?
- accommodate the special housing needs of residents – especially the elderly and low- and moderate-income residents?
- encourage additional residential development for young families and workers that is financially attainable?
- maintain the overall character of the Village?
- protect the Horicon Marsh?
- provide opportunities for residents and entrepreneurs?
- accommodate a growing renewable energy movement?
- maintain local control for decision making?

1.5 Population Characteristics

Population change is the primary component in tracking a community's past growth as well as predicting future population trends. Population characteristics relate directly to housing, educational, utility, community, and recreational facility needs, as well as its future economic development.

Tables 1-1 and 1-2 display population trends and changes from 1970 to 2020 for the Village of Kekoskee and Town of Williamstown prior to the attachment. According to Table 1-1, the Village of Kekoskee had a declining population from 1970 through 2010. The Town of Williamstown had a declining population from 1970 to 1990, with a decrease of 9 percent in the two decades. The Town experienced growth in the 1990s, bringing the population count almost back to the 1970 population count by 2000. In the 2000s, the Town had substantial growth with

just over a 17 percent increase in population from 2000 to 2010. By 2020, the Town had been attached to the Village, leaving a net increase of 27 people in total population from 1970 to 2020.

Table 1-1: Population Trends, Village of Kekoskee/Town of Williamstown, 1970-2020

Population	1970	1980	1990	2000	2010	2020
Town of Williamstown	659	657	599	646	755	919
Village of Kekoskee	233	224	218	169	161	
Total	892	881	817	815	916	

Source: Wisconsin Department of Administration Population & Housing Estimates - Minor Civil Divisions and Counties 1970-2020

Table 1-2 shows the amount of population change from 1970 to 2020 for both the Village of Kekoskee and the Town of Williamstown. Williamstown had a declining population from 1970 to 1990. The population for the Village of Kekoskee before the attachment had been declining since 1970. This would indicate more people have been moving to the rural area of the Village since 1990.

Table 1-2: Population Change, Village of Kekoskee/Town of Williamstown, 1970-2020

Population Change	1970 -1980	1980 -1990	1990 - 2000	2000 - 2010	2010-2020	Total Change 1970 - 2020
Town of Williamstown	-2	-58	47	109	3	27
Village of Kekoskee	-9	-6	-49	-8		
Total	-11	-64	-2	101		

Source: Wisconsin Department of Administration 1970-2010, Wisconsin Department of Administration Population & Housing Estimates - Minor Civil Divisions and Counties

Population change for the communities of Dodge County was much greater for all municipal units from 1990 to 2000 than between 2000 and 2010 or 2010 and 2020. Table 1-3 displays the population changes experienced by towns, cities, and villages in the county. Large population increases were experienced by villages between 1990 and 2000 (21.1%). From 2000 to 2010, villages and towns grew by only 1.2%, while cities increased by 5.4%. From 2010 to 2020, Villages again saw a significant increase in population (8.2%). The Village of Kekoskee has experienced more growth in the rural portion of the Village.

Table 1-3: Population Change, Dodge County Municipal Units, 1990-2020

	1990	2000	2010	2020	1990-2000		2000-2010		2010-2020	
					Number Change	Percent Change	Number Change	Percent Change	Number Change	Percent Change
Total in Towns	29,769	32,814	33,211	32,731	3,045	10.2%	397	1.2%	-480	-1.4%
Total in Villages	8,052	9,753	9,869	10,678	1,701	21.1%	116	1.2%	809	8.2%
Total in Cities	38,738	43,330	45,679	46,596	4,592	11.9%	2,349	5.4%	917	2.0%

Source: U.S. Bureau of the Census 1990, 2000, and 2010, Wisconsin Department of Administration Wisconsin Time Series Population Estimates - Minor Civil Divisions and Counties

Population Estimates

Every year the Wisconsin Department of Administration (WDOA), Demographic Services Center develops population estimates for every municipality and county in the state. The final official population estimates from 2020 revealed that the total population for the Village of Kekoskee is 919 people, only an increase in 3 people since 2010.

Age Distribution

A shifting age structure affects a variety of services and needs within the county. Wisconsin has an aging population, which is consistent with the national trend. Most in the baby-boomer generation are at or past retirement age. As those from this generation get older, the demand for services such as health care will increase, and a younger workforce will need to take the place of retirees. It is important to recognize these trends and determine how to deal with the effects. Table 1-4 displays the population by age cohort for Village of Kekoskee.

Table 1-4: Population by Age Cohort, Village of Kekoskee, 2010-2020

Combined	2010	% of Total	2020	2020 % of Total	# Change	% Change
Under 5	41	4.6%	36	3.5%	-5	-12.2%
5 to 14	126	14.0%	145	14.1%	19	15.1%
15 to 24	88	9.8%	144	14.0%	56	63.6%
25 to 34	53	5.9%	32	3.1%	-21	-39.6%
35 to 44	141	15.6%	190	18.4%	49	34.8%
45 to 54	197	21.9%	140	13.6%	-57	-28.9%
55 to 64	138	15.3%	189	18.3%	51	37.0%
65+	117	13.0%	156	15.1%	39	33.3%
Total	901	100.0%	1032	100.0%	131	14.5%

Source: U.S. Bureau of the Census 2010, American Community Survey 2020

Table 1-4 indicates the aging of the population since 2010. The Village of Kekoskee has seen significant growth in the number of persons over 55, while the number of persons under 55 has varied by age group. The age group with the highest rate of growth was 15-24 (63.6%), closely followed by the 55 to 64 age range which had a 37% increase. The age group with the largest decline was the 25 to 34 age group (-39.6%), closely followed by the 45-55 age range which had a 28.9% decrease. There was also decline in the age groups under 5 (-12.2%). The median age for the Village is 43.3 years old, significantly greater than Wisconsin's median age of 39.6 years old. Although there have been some increases in the lower age brackets, overall, the age is increasing. The aging of the population needs to be accounted for in the development of the comprehensive plan recommendations.

Educational Attainment

Table 1-5 displays the education attainment level of Village of Kekoskee, Dodge County, and Wisconsin residents age 25 and over in 2020. The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and economic well-being of the area.

Table 1-5: Educational Attainment of Persons Age 25 and Over, Village of Kekoskee, Dodge County and Wisconsin, 2020

	Village of Kekoskee	Dodge County	Wisconsin
Attainment Level	Percent	Percent	Percent
Less than 9th grade	3.0%	2.4%	2.5%
9th grade to 12th grade, no diploma	3.0%	6.4%	4.9%
High school graduate (includes equivalency)	40.6%	40.2%	30.3%
Some college, no degree	17.1%	21.1%	20.5%
Associate degree	12.9%	12.0%	11.0%
Bachelor's degree	16.4%	12.5%	20.3%
Graduate or professional degree	7.1%	5.5%	10.5%
High school graduate or higher	94.1%	91.2%	92.6%
Bachelor's degree or higher	23.5%	18.0%	30.8%

Source: American Community Survey 2020

The Village of Kekoskee has 94.1% of the persons over 25 with a high school diploma or post-secondary education, compared to the 91.2% of Dodge County and 92.6% for the State of Wisconsin. In the Village of Kekoskee, approximately 12.9% of persons age 25 and over have an Associate degree, 16.4% have a Bachelor’s degree and 7.1% have a graduate or professional degree. Dodge County residents have a lower educational attainment level than the state as a whole, whereas the Village of Kekoskee is aligned closely with the State of Wisconsin for educational attainment.

Income Levels

Tables 1-6 display the 2010 household incomes and median household income for the Town of Williamstown, Village of Kekoskee, Dodge County and Wisconsin as reported by the U.S. Census Bureau and American Community Survey. Table 1-6A shows that the Town of Williamstown had a significantly higher median household income than did the Village of Kekoskee, Dodge County, and Wisconsin.

Table 1-6A: Household Income, Town of Williamstown, Village of Kekoskee, Dodge County, & Wisconsin, 2010

2010	Town of Williamstown		Village of Kekoskee		Dodge County		Wisconsin	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
Less than \$10,000	10	3.4%	-	0.0%	1,578	4.7%	152,775	6.9%
\$10,000 to \$14,999	3	1.0%	-	0.0%	1,852	5.5%	130,800	5.9%
\$15,000 to \$24,999	7	2.4%	10	16.9%	3,195	9.4%	258,845	11.7%
\$25,000 to \$34,999	23	7.9%	7	11.9%	4,766	14.1%	267,487	12.1%
\$35,000 to \$49,999	31	10.7%	-	0.0%	5,499	16.2%	358,878	16.2%

\$50,000 to \$74,999	63	21.7%	27	45.8%	8,659	25.6%	476,880	21.5%
\$75,000 to \$99,999	105	36.2%	8	13.6%	4,776	14.1%	286,286	12.9%
\$100,000 to \$149,999	35	12.1%	5	8.5%	2,829	8.4%	196,263	8.8%
\$150,000 or More	13	4.5%	2	3.4%	711	2.1%	91,257	4.1%
Total	290		59		33,865		2,219,471	
Median Household Income	\$75,741		\$63,125		\$51,948		\$50,395	
Per Capita Income	\$26,900		\$25,563		\$23,663		\$26,624	

Source: U.S. Bureau of the Census 2010, American Community Survey 2010

The median household income for the Village of Kekoskee in 2020 was \$86,000, significantly greater than the median household income of Dodge County and Wisconsin. Both Dodge County and Wisconsin's median household income increased in 2020 compared to 2010.

The per capita income for the Village of Kekoskee in 2020 was \$33,194, which is higher than the County's reported per capita income of \$31,078, but just below the State's reported per capita income of \$34,450 (Table 1-6B).

Table 1-6B: Household Income, Village of Kekoskee, Dodge County, & Wisconsin, 2020

2020	Village of Kekoskee		Dodge County		Wisconsin	
	Number	% of Total	Number	% of Total	Number	% of Total
Less than \$10,000	2	0.5%	1,139	3.3%	109,952	4.6%
\$10,000 to \$14,999	-	0.0%	1,241	3.5%	98,635	4.1%
\$15,000 to \$24,999	11	3.0%	2,551	7.3%	205,288	8.6%
\$25,000 to \$34,999	23	6.3%	3,649	10.4%	214,179	9.0%
\$35,000 to \$49,999	28	7.7%	5,232	14.9%	308,113	13.0%
\$50,000 to \$74,999	86	23.5%	7,085	20.2%	449,379	18.9%
\$75,000 to \$99,999	85	23.2%	6,062	17.3%	335,854	14.1%
\$100,000 to \$149,999	111	30.3%	5,712	16.3%	388,012	16.3%
\$150,000 or More	20	5.5%	2,336	6.7%	268,523	11.3%
Total	366		35,007		2,377,935	
Median Household Income	\$86,000		\$62,591		\$63,293	
Per Capita Income	\$33,194		\$31,078		\$34,450	

Source: American Community Survey 2020

Population Projections

Population projections are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Projections should be considered as one of many tools used to help anticipate and predict future needs within the Village. Population levels are subject to physical conditions, environmental concerns, land use, zoning restrictions, taxation, annexation, and other political policies that influence business and personal location decisions. In 2013, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population forecasts to the year 2040 for the communities of Wisconsin. Table 1-7 displays the WDOA population projections for Dodge County communities, with the Village of Kekoskee projections and projected percent change highlighted.

Table 1-7: WDOA Population Projections, Dodge County, 2020-2040

	Projection					# Change	% Change
	2020	2025	2030	2035	2040	2020-2040	2020-2040
T Ashippun	2,735	2,865	2,990	3,040	3,040	305	11.2%
T Beaver Dam	4,220	4,425	4,610	4,690	4,690	470	11.1%
T Burnett	910	920	925	910	880	- 30	-3.3%
T Calamus	1,080	1,110	1,130	1,130	1,105	25	2.3%
T Chester	690	690	685	670	640	- 50	-7.2%
T Clyman	785	790	795	780	755	- 30	-3.8%
T Elba	985	990	985	960	920	- 65	-6.6%
T Emmet	1,375	1,435	1,485	1,505	1,495	120	8.7%
T Fox Lake	2,545	2,625	2,690	2,700	2,660	115	4.5%
T Herman	1,120	1,130	1,130	1,110	1,070	- 50	-4.5%
T Hubbard	1,880	1,965	2,035	2,065	2,060	180	9.6%
T Hustisford	1,430	1,475	1,505	1,510	1,485	55	3.8%
T Lebanon	1,680	1,710	1,725	1,710	1,660	- 20	-1.2%
T Leroy	975	970	955	920	870	- 105	-10.8%
T Lomira	1,130	1,130	1,125	1,090	1,045	- 85	-7.5%
T Lowell	1,225	1,255	1,275	1,270	1,245	20	1.6%
T Oak Grove	1,060	1,060	1,050	1,015	970	- 90	-8.5%
T Portland	1,125	1,155	1,180	1,175	1,155	30	2.7%
T Rubicon	2,340	2,445	2,535	2,575	2,565	225	9.6%
T Shields	570	585	595	595	580	10	1.8%
T Theresa	1,100	1,120	1,135	1,125	1,100	0	0.0%
T Trenton	1,335	1,365	1,385	1,380	1,350	15	1.1%
T Westford	1,215	1,215	1,200	1,165	1,110	- 105	-8.6%
V Brownsville	615	640	660	670	665	50	8.1%
V Clyman	435	450	460	465	455	20	4.6%
V Hustisford	1,145	1,165	1,185	1,175	1,145	0	0.0%
V Iron Ridge	945	960	965	955	925	- 20	-2.1%
V Kekoskee	965	1,000	1,030	1,040	1,035	70	7.3%
V Lomira	2,580	2,705	2,815	2,865	2,865	285	11.0%
V Lowell	335	335	335	325	310	- 25	-7.5%
V Neosho	555	555	545	525	500	- 55	-9.9%
V Randolph	1,360	1,390	1,405	1,395	1,360	0	0.0%
V Reeseville	725	740	750	745	725	0	0.0%
V Theresa	1,320	1,375	1,420	1,440	1,430	110	8.3%
C Beaver Dam	17,340	18,090	18,740	18,990	18,900	1,560	9.0%
C Fox Lake	1,560	1,605	1,640	1,645	1,615	55	3.5%
C Horicon	3,640	3,660	3,655	3,570	3,430	- 210	-5.8%
C Juneau	2,745	2,765	2,765	2,710	2,610	- 135	-4.9%
C Mayville	5,310	5,470	5,605	5,615	5,525	215	4.0%
C Watertown	8,805	9,115	9,370	9,430	9,320	515	5.8%
C Waupun	8,145	8,370	8,550	8,540	8,385	240	2.9%

Source: Wisconsin Department of Administration State Population Projections 2010-2040

As indicated by the WDOA population forecast, population growth in the county varies greatly depending upon location. There are many communities forecasted to experience significant population growth including the Towns of Ashippun, Beaver Dam, Emmet, Hubbard, and Rubicon, the Villages of Brownsville, Theresa, and Lomira, and the Cities of Beaver Dam and Watertown. In contrast, there are sixteen communities that are projected to experience declining population by 2040.

Population forecasts were completed for Dodge County to the year 2040 by WDOA. According to the forecast, Village of Kekoskee is estimated to have a population of 1,035 by 2040, an 7.3% increase from the 2020 population count. The Village is expected to have a relatively stable population with slight growth. New projections by the WDOA are likely after the US 2020 census figures are released in 2023.

Dodge County’s is projected to add added only 3,615 persons from 2020 to 2040, a 3.9% increase in the population over the 20-year period.

1.6 Housing Characteristics

Table 1-8 displays occupancy and tenure characteristics of housing units for Williamstown and Kekoskee in 2010 and 2020. As indicated by the table, there were 376 housing units in 2020, a 6.8% increase from the 352 housing units in 2010.

Table 1-8: Housing Occupancy and Tenure, Village of Kekoskee, 2010-2020

		Percent of		Percent of	# Change	% Change
	2010*	Total	2020	Total	2010-2020	2010-2020
Total housing units	352	100.0%	376	100.0%	24	6.8%
Occupied housing units	336	95.5%	366	97.3%	30	8.9%
Owner-occupied housing units	296	84.1%	337	89.6%	41	13.9%
Renter-occupied housing units	40	11.4%	29	7.7%	-11	-27.5%
Vacant housing units	16	4.5%	10	2.7%	-6	-37.5%

Source: U.S. Bureau of the Census 2010, American Community Survey 2020

*2010 values include Village of Kekoskee and Town of Williamstown totals

In 2020, 97.3% of the Village’s housing units were occupied, an approximately 1.8% increase in percentage of housing units from 2010. Of the total housing units in 2020, approximately 89.6% were occupied by owners and 7.7% were occupied by individuals renting the housing unit. Vacant units accounted for 2.7% of the total housing supply in 2020, which was a 40% decrease from the 4.5% in 2010.

Average Household Size

The average size of households has decreased from years ago, families are having fewer children than the large traditional families. In 2020, the average household size in the Village of Kekoskee was 2.55 persons per household, whereas the 2020 average household size in the County was 2.34 and the State was 2.35. The average household size for Village of Kekoskee is projected to decrease to 2.41 persons per household by 2040. Although, the Village will still have a higher persons per household number than the County and State.

Housing Unit Projections

Housing unit projections are an important element in preparing the comprehensive plan for a community. Specifically, they are used as a guide to estimate required acreage to accommodate future residential development, as well as prepare for future demands growth may have on public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

In 2008, the Wisconsin Department of Administration developed housing unit projections for communities throughout Wisconsin. The housing unit projections were developed with known population data and population projections. The housing unit projections are intended to be used as a guide to future housing needs in the community. Table 1-9 displays the projections from 2015 through 2040.

Table 1-9: Household Projections, Village of Kekoskee, Dodge County, & Wisconsin, 2020-2040

	Village of Kekoskee		Dodge County		Wisconsin	
	No. of HH	Persons per HH	No. of HH	Persons per HH	No. of HH	Persons per HH
2020	379	2.55	36,767	2.34	5,850,416	2.35
2025	399	2.51	38,473	2.30	6,041,778	2.32
2030	416	2.48	39,912	2.27	6,204,731	2.30
2035	427	2.44	40,601	2.23	6,293,795	2.28
2040	430	2.41	40,366	2.20	6,299,132	2.26

Source: Wisconsin Department of Administration Household Projections for Municipalities and Counties

According to the housing unit projections, the Village of Kekoskee will have 51 additional housing units by 2040, a 13.5 percent increase in housing units from 2020 to 2040. There will be a need for an additional 37 housing units by 2030. The Village is also projected to maintain a greater number of persons per household through 2040 in comparison to Dodge County and the State of Wisconsin. New projections by the WDOA are likely after the US 2020 census figures are released in 2023.

1.7 Employment Characteristics

Employment by industry within an area illustrates the structure of the economy. The Village of Kekoskee has a strong base in the manufacturing sectors of the economy, with 36.3% being employed in this trade. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the educational, health and social services sector is increasing for the Village. This trend is partly attributed to the aging of the population.

Tables 1-10A and 1-10B display the number and percent of employed persons by industry group in Williamstown as reported by the 2010 US Census Bureau, and 2010-2014 American Community Survey. The American Community Survey information is a sample of the County and is subject to sampling variability. However, the survey provides the most recent data available and provides necessary background information.

Table 1-10A: Employment by Industrial Sector, Village of Kekoskee, Town of Williamstown and Dodge County, 2010

	Village of Kekoskee		Town of Williamstown		Combined	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	1	1.2%	38	8.1%	39	7.0%
Construction	2	2.3%	57	12.1%	59	10.6%
Manufacturing	42	48.8%	160	34.0%	202	36.3%
Wholesale trade	0	0.0%	21	4.5%	21	3.8%
Retail trade	7	8.1%	36	7.6%	43	7.7%
Transportation and warehousing, and utilities	4	4.7%	33	7.0%	37	6.6%
Information	0	0.0%	6	1.3%	6	1.1%
Finance, insurance, real estate, and rental and leasing	5	5.8%	15	3.2%	20	3.6%
Professional, scientific, management, administrative, and waste management services	11	12.8%	8	1.7%	19	3.4%
Educational, health and social services	4	4.7%	49	10.4%	53	9.5%
Arts, entertainment, recreation, accommodation and food services	7	8.1%	24	5.1%	31	5.6%
Other services (except public administration)	0	0.0%	11	2.3%	11	2.0%
Public administration	3	3.5%	13	2.8%	16	2.9%
Total	86	100.0%	471	100.0%	557	100.0%

Source: U.S. Bureau of the Census 2010, American Community Survey 2010

Table 1-10B: Employment by Industrial Sector, Village of Kekoskee and Dodge County, 2020

	Village of Kekoskee		Dodge County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	43	7.3%	1,581	3.4%
Construction	63	10.7%	3,319	7.2%
Manufacturing	152	25.8%	12,525	27.3%
Wholesale trade	24	4.1%	989	2.2%
Retail trade	32	5.4%	5,587	12.2%
Transportation and warehousing, and utilities	14	2.4%	2,473	5.4%
Information	2	0.3%	484	1.1%
Finance, insurance, real estate, and rental and leasing	30	5.1%	1,830	4.0%
Professional, scientific, management, administrative, and waste management services	26	4.4%	2,640	5.8%
Educational, health and social services	129	21.9%	8,476	18.5%
Arts, entertainment, recreation, accommodation and food services	22	3.7%	2,400	5.2%
Other services (except public administration)	32	5.4%	2,033	4.4%
Public administration	20	3.4%	1,505	3.3%
Total	589	100.0%	45,842	100.0%

Source: American Community Survey 2020

In 2010, the greatest percentage of employment for the Village of Kekoskee and Town of Williamstown was in the manufacturing sector (36.3%), followed by education, health and social services (9.5%). In 2020, the manufacturing sector still had the highest percentage of employment, but the percentage climbed to 36.8% of the total. Educational, health and social services remained the second largest industry, but increasing to 21.9% of the total, by far the most significant change between 2010 and 2020. Dodge County has a similar makeup as the Village of Kekoskee other than retail trade being a larger part of the County’s economy and agriculture and construction being a larger part of the Village’s economy.

1.8 Issues and Opportunities Trends

Identified below are several of the population and demographic trends that can be anticipated over the next 10 to 20 years in the Village of Kekoskee:

- ◆ There has been a population decline from 1970 to 2000 within the Village. Population has rebounded since 2000 and continued to grow through the 2010s and present day.

- ◆ The Village has seen significant growth in the number of persons under 25 and over 55, while the number of persons between 25-54 has seen a slight reduction.
- ◆ The Village of Kekoskee has a greater percentage of persons over 25 having a high school degree, as well as a greater number of persons with an Associate’s degree in comparison to Dodge County and Wisconsin.
- ◆ The Village has a higher percentage of households in the income range of \$50,000 to \$150,000 compared to Dodge County and Wisconsin as a whole.
- ◆ The median household income and per capita income in 2020 for the Village of Kekoskee is significantly higher than the County and State.
- ◆ There will be a need for an additional 51 housing units by 2040, based on housing projections.
- ◆ Based on employment by industry, the Village remained consistent from 2010 to 2020 with the manufacturing and education remaining the top two industry sectors.
- ◆ Despite being the top industry, manufacturing saw the greatest decrease in the number of jobs between 2010 to 2020.

1.9 Comprehensive Plan Goals and Objectives

Each element of the comprehensive plan includes a specific set of goals, objectives, policies, and recommendations that the Village will use as a guide to future land use, development and preservation decisions over the next 20 years. Goals, objectives, policies and recommendations are defined as follows:

- ◆ **Goals** are broad, value-based statements that express general public priorities and preferences about how the Village should address issues over the next 20 years and beyond. Goals address key issues, opportunities and problems that affect the county.
- ◆ **Objectives** are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to the fulfillment of the goal.
- ◆ **Policies** are general rules, principles, strategies or courses of action used to guide decision making and actions as necessary to accomplish goals and objectives. Policies are intended to be used by decision-makers on a regular basis.
- ◆ **Recommendations** are specific actions, projects or activities that are intended to achieve a particular plan goal, objective, or policy.

1.10 Issues and Opportunities Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives to guide the future development and redevelopment of the Village over a 20-year planning period. The following are the goals and objectives with regard to the Issues and Opportunities element.

Goals:

- Goal 1: Organize and plan a complete strategy for Village improvement and growth management. “Comprehensive Plan”.
- Goal 2: Strike a balance between the appropriate land use regulation and the rights of the property owners focusing on the best interests of the community as a whole.
- Goal 3: Limit the growth of non-agricultural land uses within the Village in identified farmland preservation areas.
- Goal 4: Maintain the Village as a predominantly rural area promoting the benefits of “country living” and the “rural way of life”.
- Goal 5: Establish a well-informed citizenry concerning planning and development issues with ample opportunity for citizen participation.
- Goal 6: Protect the groundwater.
- Goal 7: Obtain revenues from the tourist business.
- Goal 8: Maintain property tax levels that are affordable and are in balance with Village services.
- Goal 9: Exercise “Good Government” by being fiscally responsible, practicing fair regulation and providing good leadership.

Objectives:

1. Prepare for potential growth including affordable infrastructure expansion.
2. Utilize the advantages of the Village’s close proximity to the Horicon Marsh National Wildlife Refuge.
3. Maintain an active historical record of the Village including its people, buildings and important events.
4. Prepare a Comprehensive Plan for streets and land uses for the Village and update as necessary.
5. Prepare plans for proposed community facilities (Capital Improvement Plan).
6. Utilize citizen volunteers.
7. Increase information sharing with residents, particularly about major projects.

8. Work to increase the tax base, to improve the economy and bring more money into the Village including additional industrial, commercial and residential uses consistent with Comprehensive Plan.
9. Utilize assets provided by a small community such as personal safety, community pride, friendliness and locally owned and managed businesses.
10. Balance local and county roles and responsibilities for growth management, planning, implementation and monitoring.
11. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.
12. Maintain “right-to-farm” regulations to encourage the continued use and improvement of agricultural land to support the agricultural industry and preserve rural character.
13. Utilize the Dodge County Farmland Preservation Plan by identifying agriculture preservation areas as determined by the Dodge County Farmland Preservation Plan.
14. Regulate developments that would modify or destroy the rural identity.
15. Work to keep the Village safe.
16. Acknowledge that hunting occurs as an activity within the rural lifestyle.
17. Incorporate citizen participation into the comprehensive planning and plan implementation process.
18. Provide community outreach through electronic forms (social media, web page, etc.)
19. Obtain as many state aids and grants as possible.
20. Eliminate or prevent actions that would introduce potentially toxic elements into the Village.
21. Maintain the wetlands.
22. Practice soil conservation in decision making.
23. Developing public or private uses that would generate revenue from tourism.
24. Continue to obtain DNR and US Fish and Wildlife aids.
25. Monitor the landfill property credit as to prevent substantial increases in the current tax levy.

26. Provide proper training for Village officials and emergency so they are kept abreast of changing statues, regulations, initiatives and processes to improve leading village government.
27. Work with Mayville and Horicon on agreements.
28. Work with Dodge County on plan amendments or updates to the Farmland Preservation Plan.

1.11 Issues and Opportunities, Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the Village should use to aid in making decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

Recommendations are specific actions or projects that the Village should be prepared to complete within the 20-year planning period. The completion of these actions and projects are consistent with the policies, and therefore will help fulfill the comprehensive plan goals and objectives.

The Planning Commission and Village Board are not legally responsible for all of the social, economic and physical aspects of the Village. However, they are best suited to monitor the “Big Picture” and manage the Village’s overall well-being by directing actions of their own or by meeting with other organizations and institutions to support their activities or functions.

Policies & Recommendations:

1. Work with developers by making zoning changes and land division approvals but only if they are in conformance with this plan.
2. Market the Village as the overlook to the Horicon Marsh.
3. Work with the Kekoskee/Williamstown Historical Society to support a museum to be sure the Village’s history is incorporated wherever possible.
4. Continue to maintain and improve the Village’s roads on a timely basis. Construct recreational trails where needed.
5. The Village should look to sharing equipment and services with other communities. Seek cost saving cooperative agreements when possible.
6. The function of Kekoskee is to support an agricultural economy and non-farm residents.
7. The Village has the opportunity to create one or more TIF districts to support economic development.

8. Develop a budget and annual report as required by Statute.
9. The Village needs to be open to review alternatives that maintain good or even excellent schools.
10. The Village needs to take actions that are based on sound planning, management and community input.
11. Continue to negotiate to obtain the most benefit for the Village.
12. Continue to support the business of agriculture.
13. Allow farm land owners to develop single non-farm residential parcel development consistent with farmland preservation zoning.
14. Utilize postcards, newspapers, newsletters, web-site etc. as a means to inform citizens of Village activities and encourage public participation.
15. Continue to utilize the Housing Rehabilitation Grant from 2003 to provide eligible homeowners to upgrade homes.
16. Continue to use and seek other grant opportunities for projects such as trail development, road improvements, utility upgrades, park improvements, public building upgrades and more.
17. Set fair agreements with landfill management.
18. Do not provide an approval of an action that could introduce potentially toxic elements.
19. Do not permit wetlands to be damaged or destroyed.
20. Encourage soil conservation through best management practices and nutrient management plans.
21. Administer of zoning requirements for large livestock operations.
22. Review monitoring reports on land fill water quality.
23. Identify tourism related development projects that could enhance recreational opportunities while creating additional tax base.
24. Continue to obtain DNR and federal aids.
25. Attend the annual WTA Wisconsin League of Municipalities' Convention.

1.12 Issues and Opportunities Programs

The following programs can be utilized to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Department of Administration (WDOA), Demographic Services Center

The primary responsibility of the Demographic Services Center is to develop annual total population estimates for all Wisconsin towns, villages, and cities. It also makes annual estimates of the voting age population for all municipalities and total population estimates for zip code areas. In addition, the Demographic Services Center develops population projections by age and sex for the counties, population projections of total population for all municipalities, and estimates of total housing units and households for all counties. For further information on the Service Center contact the WDOA or visit their website.

Wisconsin Department of Administration, Division of Intergovernmental Relations

The Division of Intergovernmental Relations coordinates and provides information with regard to Wisconsin's comprehensive planning statute. The division also administers the grant program that assists local governments in developing comprehensive plans. For further information on the division and their programs, contact the WDOA or visit their website. Their website contains a variety of information including fact sheets, grant information, model ordinances, guides for developing the elements of comprehensive plans, and links to a variety of other sources of information for comprehensive planning.

Center for Land Use Education (CLUE)

The Center for Land Use Education is a joint venture of the College of Natural Resources at the University of Wisconsin - Stevens Point and the University of Wisconsin - Madison Division of Extension. It is a focal point for land use planning and management education. CLUE specialists and faculty teach students, train local government officials and communities, create a variety of publications and conduct research focused on planning and zoning issues. CLUE specialists, with input from our partners, create learning opportunities for communities. By providing up-to-date, comprehensive training on planning and zoning tailored to address specific local needs, CLUE specialist can assist towns, villages, cities and counties in making sound land use decisions.

Office of Rural Prosperity - Wisconsin Economic Development Corporation (WEDC)

Wisconsin Governor Tony Evers called for creating the Office of Rural Prosperity in his State of the State speech in February 2020 to “provide a one-stop shop for folks to navigate state programs and resources tailored to rural communities, businesses and workers.” The program is relatively new but has recently developed a long list of programs available to assist communities with a variety of needs. The program has the potential to be a “game changer” in linking resources to rural communities for workforce housing, economic development, transportation, ag-related business and tourism and much more. Information as the program develops can be obtained through <https://ruralwi.com/resources/>

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