

# 8. Land Use

## 8.1 Introduction

The character of any community is comprised of many interrelated factors. Among these, the character of established land uses often stands out as very significant. Aside from affecting the visual character of a community, land use patterns can affect many other aspects of our daily lives. Land use patterns can also affect the cost of providing public services and the cost of housing within a community. The way in which residential areas develop can affect the type of relationships we have with our neighbors. Taken together, land use patterns can significantly affect people’s perception of a community. Consequently, existing and future land use patterns are very critical components of this plan.

The intent of this element is to provide background information to develop a future land use plan for the Village of Kekoskee (Map 17, Appendix A). Existing conditions are also examined, including the following: land use patterns, the presence of waste disposal sites and contaminated sites, land use conflicts and local real estate forces.

Based on the projections for the population and the number of housing units over the next 20 years, the acreage requirements for residential growth are presented along with land requirements for commercial and industrial land uses. The end product of this element is the preparation of a Future Land Use Plan Map (Map 17), which is intended to guide new development and redevelopment over the next 20 years.

### Basic Objectives of the Land Use Element

- Prepare an inventory of existing land uses.
- Identify if there are any places that have been used to dispose of wastes or that have been contaminated with an environmental pollutant.
- Assess local real estate forces.
- Project how much land will be needed to accommodate anticipated growth over the next 20 years.
- Prepare a future land use map based on these projections and on information contained in the Agricultural, Natural and Cultural Resources Element.
- Develop goals, objectives and policies that will accommodate the needs of current and future residents.

## 8.2 Current Land Use

Land use is a means of broadly classifying different types of activities relating to how land is used. The type, location, density, and geographic extent of developed and undeveloped lands influence community character, quality of life, public service needs (e.g., roads, utilities, parks, emergency services), tax base, and availability of jobs throughout the county. The maps developed in the planning process (particularly the existing land use map) are used to analyze the current development pattern and serve as the framework for formulating how land will be used in the future.

For the purposes of this plan, existing or current land uses were grouped into general categories for review and analysis. The Dodge County Land Use Classification System was utilized. Individual properties were placed into one or more categories. Map 16 shows the current land uses in the Village and Table 8-1 shows the number of acres in each category and as a percent of the total area.

The Village of Kekoskee encompass 21,342 acres. Of that total, there are approximately 8,524 acres, or 40.0 percent, of the total land area currently associated with the Horicon Marsh and Wildlife Refuge. The Marsh is classified as “Park & Recreation” on the current Land Use Map (Map 16). Outside of the Horicon Marsh, the Village of Kekoskee portrays a very balanced land use pattern almost uniformly distributed amongst the Village. This balance gives the Village its community character.

### Land Use Integration

Land use is highly integrated with all the planning elements. Changes in land use are not isolated; typically changes in land use are the end result of change to another element. Growth in population, development of new housing, and building of a new road all have land use impacts.

Residential uses are generally scattered throughout the Village with a greater number of them in the southern part of the village boundary.

The Village contains a downtown area at the intersection of CTH’s TW & Y which includes some commercial businesses, high density residential, parks and public buildings. This area is serviced by public sewer and has considered the development of a water utility.

There is also a significant amount of industrial type used primarily in the form of the GFL (Green for Life) – Glacier Ridge Landfill. The landfill is expected to expand facilities.

Intermixed with the developed areas of the Village is very productive agricultural land which provides Village residents its quality-of-life appeal.

**Table 8-1: Current Land Use**

<b>CURRENT LAND USE</b>	<b>ACRES</b>	<b>PERCENTAGE</b>
Agriculture	9163.7	42.9%
Commercial	24.5	0.1%
Communication & Utilities	13.9	0.1%
Farmstead	139.3	0.7%
Industrial	334.8	1.6%
Parks & Recreation	8523.9	39.9%
Public or Quasi-Public	40.4	0.2%
Single Family Residential	1080.5	5.1%
Two Family Residential	1.7	0.0%
ROW	559.4	2.6%
Water	1459.8	6.8%
<b>TOTAL</b>	<b>21341.8</b>	<b>100.0%</b>

**Waste Disposal Sites and Contaminated Sites**

Throughout the state, properties have become contaminated from accidental spills or improper storage or disposal of solid and hazardous wastes. Likewise, there are many sites that have been used to dispose of solid and/or hazardous wastes. The presence of a contaminated site or a waste disposal site in or near a community may have implications for the continued and future use of the site and for adjoining properties.

To determine if any of these sites are located in or near the Village, existing sources of information were reviewed. Table 8-2 lists various state registries along with a description of each. It should be noted these registries only contain those sites that have been identified – others may exist that have not been identified. Likewise, these registries are constantly being updated as new sites are added and cleaned-up sites are removed.

**Table 8-2. Known Waste Disposal Sites and Contaminated Sites: 2022**

Name and Description of List or Registry	Sites within the Village
<p><b>Solid and Hazardous Waste Information Management System (SHWIMS)</b> A listing of sites where solid or hazardous wastes have been or may have been disposed. Inclusion of a site on this list does not suggest that environmental problems have occurred, are occurring or will occur sometime in the future. (The number indicates both active and closed sites.)</p>	1
<p><b>Bureau of Remediation and Redevelopment Tracking System.</b> This database includes all of the contaminated sites in the state. (The number indicates active sites that have not been reported as closed. <b>Often sites have been closed but not reported as such.</b>) Included here are those sites identified as <b>LUST</b> (leaking underground storage tanks) and <b>ERP</b> (environmental repair) sites.</p>	4
<p><b>Superfund Sites in Wisconsin – Wisconsin Sites on the National Priorities List (NPL)</b> This registry identifies those sites that are eligible for clean up under the federal Superfund program. (The number indicates active sites only.)</p>	1

As listed in Table 8-2, there is one known waste disposal sites, four contaminated sites (ERP), and one Superfund Site within the Village (the Land and Gas Reclamation of Glacier Ridge Landfill).

The City of Mayville, which lies within the Village boundary, has 29 contaminated sites of which 3 are still open sites.

Since it is always possible a site may be identified in the future, it will be necessary to periodically review these lists.

## **Land Use Conflicts**

Land use conflicts can arise when different types of land uses are located, or potentially located, in close proximity to one another. People, individually or collectively, may view one of them as incompatible with the other. Localized concerns about the compatibility of certain land uses can vary widely from community to community. The nature of a conflict depends on localized circumstances and the character of the affected individuals or constituents. Conflicts can also develop or subside as demographic characteristics of an area or community change over time.

Regardless of the cause or nature of land use conflicts, they can have significant implications for the residents' quality of life and localized real estate market forces. In addition, the presence of land use conflicts in a community can affect options for future land development patterns. It is therefore appropriate to assess the nature or extent of existing land use conflicts within the community.

In the Village, current land use conflicts involve the Glacier Ridge Landfill, the use of spray irrigation and farm-non-farm uses. The problem with the landfill is that it generates a significant amount of traffic attributable to the large number of trucks making trips to the site. Spray irrigation can pollute surface water and ground water and can also attract flies which can be a nuisance to nearby residents. In the future, the Village needs to be vigilant to not create new conflicts. An ever-present potential conflict is the interaction between non-farm urban development and agricultural uses. Both uses have the potential to negatively impact the other. However, positive impacts can be associated with the mix as well. Agricultural land can be a source of local foods which is growing in appeal. It also offers residents open space to which has been linked to health benefits and relaxation. The term "rural character" is often associated with intermixed farmland.

A trend to observe is the growing interest in renewable energy, primarily large-scale solar farms. A trend which is likely to continue given state, national and global directives to reduce fossil fuel emissions. Solar developers are attracted to large, undeveloped agricultural areas to avoid land use conflict and offer farmers an attractive financial alternative to growing agricultural commodities. The Village may want to investigate preferred locations in future planning efforts. Also, develop a permitting system to review projects.

## **8.3 Trends**

### **Demand for Land & Real Estate Forces**

Like many rural communities, there was an increase in rural residential development and land division activity during the subdivision boom years of the 80's, 90's and early 2000's. However, the Recession of 2008 put a drastic halt to housing development, especially in more rural areas. Kekoskee was not excluded. The level of residential development never regained the momentum of those periods. Today, most rural communities see little new development almost to the point of concern in sustaining the necessary tax base to support services. Kekoskee could easily fall in that realm if flexibility within the land use plan doesn't allow for some types of development that is compatible with agriculture. Looking too far back as the basis to project future growth may not be

an accurate or even a “visionary” approach. As of the writing of this plan, inflation was spiking in the US. In June 2022, the inflation rate was 9.1%, the highest in 41 years. According to the Wall Street Journal, growing inflation was tightly linked to volatile energy, food prices and housing costs. There is little the Village can do to combat these forces and the results of these trends will impact the local area. For example, it’s increasingly clear, the Millennial generation (mid to late 20s of age as of 2020) bring with them different perspectives. This generation (the largest of all generations by population), drive less, are attracted to larger urban centers and have more interest in rental housing than any of the previous generations. In line with that trend, is an agricultural industry that has invested significantly in support infrastructure and now requires a larger land base to support it. Simply put, the once gap between the value of land for residential purposes as opposed to continue agricultural use has closed significantly since the disparities of the 1990’s and early 2000’s. Larger farms continue to add land to support their agricultural investments.

Now a new player has entered the rural community picture: Renewable Energy. Due to the national and global efforts to reduce the dependency on fossil fuel consumption, renewable energy project developers are earnestly seeking acreage to site utility scale solar and wind projects, both in Wisconsin and across the nation. Rural communities with large tracts of undeveloped agricultural land are uniquely positioned to become the gateway communities to these large-scale renewable energy and sustainability projects, oftentimes with mixed resident support. Rural communities must now be pro-active in their Future Land Use Plans to assess where renewable energy projects may be sited to be most advantageous to area residents, and land. Communities can utilize land use planning to develop criteria that can help protect incompatible areas while identifying areas that could accommodate renewable energy.

What does this all mean for a community like Kekoskee in the future? Agriculture will continue to be a major player in the land use fabric of rural communities such as Kekoskee. However, the Village needs to plan for other types of land use development to diversify its economic base. It’s very essential to support well planned opportunities to attract population in support of providing services. More discussion on this topic occurs with the Future Land Use Plan section of this chapter.

## **Price of Land**

A major factor in development opportunities is the price of land. Whether its residential use, commercial, industrial or even agricultural land, land prices play a huge factor in whether profitability can be achieved. Competition between land use types plays a significant factor. As previously stated, the once gap between the value of land for residential purposes as opposed to continued agricultural use has closed significantly since the disparities of the 1990’s and early 2000’s. Larger farms continue to add land to support their agricultural investments. Simply put, this competition drives up land cost. Locally, land prices in and around the Kekoskee area have been ranging from \$8,000 to as high as \$16,000 per acre for agricultural land. Agricultural land rents in the vicinity of \$250/acre. Vacant land adjacent public infrastructure will demand

significantly more (plus \$50,000 per acre), but even then, the probability of the land being sold can be limited by the escalated asking price.

Table 8-3 displays information on agricultural land sales in Dodge County from 2010 to 2020 as provided by the USDA Wisconsin Agricultural Statistics Service. The table clearly shows two trends: 1. The price per acre of agricultural land continues to escalate regardless of use. 2. The number of land sales has stabilized since a very active period during 2010-2012. Since 2020, inflation increased significantly, and even higher prices are forecasted.

**Table 8-3:  
Agricultural Land Sales, Dodge County, 2010-2020**

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	# Change 2010-20	% Change 2010-20
<b>Ag Land Continuing in Ag Use</b>													
Number of Transactions	28	35	46	18	29	10	21	15	20	19	23	(5)	-17.9%
Acres Sold	2,065	2,302	2,713	1,108	1,825	591	1,214	1,054	865	1,050	1,646	(419)	-20.3%
Dollars per Acre	\$4,554	\$4,919	\$6,197	\$6,290	\$6,363	\$6,716	\$6,527	\$7,053	\$7,091	\$6,474	\$7,328	\$2,774	60.9%
<b>Ag Land Being Diverted to Other Uses</b>													
Number of Transactions	18	1	..	1	1	..	2	..	1	..	1	(17)	-94.4%
Acres Sold	1,609	39	..	6	4	..	36	..	27	..	64	(1,545)	-96.0%
Dollars per Acre	\$5,605	\$5,750	..	\$6,200	\$5,925	..	\$4,444	..	\$23,000	..	\$12,359	\$6,754	120.5%
<b>Total of all Ag Land</b>													
Number of Transactions	46	36	46	19	30	10	23	15	21	19	24	(22)	-47.8%
Acres Sold	3,674	2,341	2,713	1,114	1,829	591	1,250	1,054	892	1,050	1,710	(1,964)	-53.5%
Dollars per Acre	\$5,014	\$4,933	\$6,197	\$6,289	\$6,362	\$6,716	\$6,467	\$7,053	\$7,573	\$6,474	\$7,516	\$2,502	49.9%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 2011-2021.

\*2010 numbers were based on agricultural land sales without buildings and agricultural land sales with buildings instead of continuing in agricultural use and diverted to other uses respectively.

## 8.4 Opportunities for Redevelopment

Villages can create tax increment financing districts (TID's) as a means to foster redevelopment of property. One area of the Village that could be a potential TID is in and around downtown Kekoskee if a development opportunity would surface. The downtown area is also in need of a public water system, improved pavement, sidewalks and parking along main street. Building rehabilitation is another need. The area is being designated a "Mixed Use" classification to allow for greater flexibility in redevelopment efforts.

Another redevelopment option could involve the Glacier Ridge Landfill properties. Federal monies are being allocated to transition mining and landfill sites as host to renewable energy facilities such as solar farms and micro-grids. Should that option become available, the Village of Kekoskee and City of Mayville may want to jointly facilitate the transition and market their future economic efforts as utilizing renewable energy sources.

## **Development Factors**

Opportunities for new development and redevelopment over the next 20 years will be directly influenced by any number of factors that currently exist and/or may develop over time. This section is intended to briefly highlight the most important development factors the village should consider when reviewing development proposals. Some of which have been discussed in more detail elsewhere in this or other elements.

**Environment** – The Village has a number of unique natural resources, which provide aesthetic beauty but also pose significant development limitations. The entire Horicon Marsh area within the Village is classified as an environmental corridor, in addition to similarly classified areas adjacent to the Rock River. These areas are unavailable for development. There are also significant topography areas, which are also not suitable for building and are recognized as scattered wetlands. Over 80 % of the land area, excluding the Horicon Marsh, is classified as prime farmland. Map 7 shows the unique and variable topography of the Village.

**Age/condition of housing stock** – Housing in the Village is dominated by single-family homes and most of the existing homes are owner-occupied. More than half of the homes were constructed prior to 1940.

**Proximity to significant metropolitan areas** – The closest major metropolitan areas within 55-60 miles is the city of Madison to the south and the city of Milwaukee to the southeast. Neither of these cities represents a dominant force to the Village economically, socially or politically. The largest city in Dodge County that is in proximity to the Village is Beaver Dam. The cities of Mayville, Horicon, Waupun and Watertown have significant population concentrations and effective intra-governmental working relationships should be encouraged for responsible future planning and growth.

**Groundwater** – Groundwater in the Village is generally of good quality for domestic, commercial and agricultural uses. There are some wells in localized areas that contain elevated levels of nitrates. Agricultural activities and septic tank effluent are likely sources.

**Brownfield sites** – There are currently no known sites in the Village.

**Infrastructure capacity** – With the exception of the downtown area of Kekoskee, who has wastewater treated by the City of Mayville via agreement, residents are on POWTS. Water is obtained from individual well systems. Preference would be to see a public potable water system established for the Kekoskee downtown area.

**Agricultural preservation** – The Village border contains large amount of productive farmland, which is of great value for farming purposes.

**Cultural resources** – The Village is located in an area of the state where Indian mounds are quite common. Numerous burial grounds are found in and around the area.

**Archaeological resources** – The entire twelve-mile eastern border of the Horicon Marsh area contains groups of prehistoric earthworks along the ancient and formerly heavily traveled trail. Approximately 300 mounds of all kinds have been surveyed and recorded along this route and a large number remain unrecorded. A group of five Indian rock art paintings, most likely the first to be found in Wisconsin, were discovered in the extreme northeast corner of the NE quarter of Section 33, T12N, R16E. There are 12 archaeological sites identified and catalogued in the area. According to the State Historical Society there are also numerous effigy and mound burial sites in the area.

**Historic resources** – According to the Architecture & History Inventory (AHI) maintained by the State Historical Society, there are structures in the Village with some historical significance. See Section 5.14 & 5:15.

**Traffic patterns** – See the Transportation Element of road classifications and counts (Map 2). Future development must consider state, county and local road impacts.

**Geologic formations** –The most unique and prominent geologic feature in the area is the Niagara Escarpment, locally known as the “Ledge.” The escarpment hugs the eastern edge of the Horicon Marsh and extends further south to the town of Iron Ridge, the Neda mines, and beyond. The Niagara Escarpment is a layer of bedrock made up of limestone cliffs and talus slopes appearing like a giant saucer with the western edge in Wisconsin and the eastern edge in New York state.

## 8.5 Land Use Projections

As indicated by Table 8-4, the Village is projected to face increased demands for residential, commercial, industrial, and government service land uses.

**Table 8-4:  
Projected Land Use Demand (Additional Acres)  
Village of Kekoskee 2020-2040**

Year	Residential	Commercial	Industrial	Gov. Services
2025	26	8	145	6
2030	52	16	290	12
2035	78	24	435	18
2040	104	32	580	24

Residential includes single family, two family, mobile home parks and other possible housing.  
Government Services include public parks, village services and transportation (roads).

According to the housing unit projections, the Village of Kekoskee will add 51 additional housing units by 2040, a 13.5 percent increase in housing units from 2020 to 2040. It is anticipated that each housing unit will need about two acres of land to accommodate the development. Where the additional housing units are built and at what density will play a role in determining the actual amount of land used in the future. In-fill development and higher density development (within the downtown area of Kekoskee where public sewer exists) can reduce the amount of agricultural land



used for new development. Approximately, 104 acres are projected to convert to residential use during the 20-year planning period.

Future commercial development can be difficult to predict but is usually projected as a percentage of new residential growth. In Table 8-4, commercial development was projected to be at 30 percent of the residential growth. The Village is anticipating more commercial activity due to the increased interest in agri-businesses, the Horicon Marsh viewshed, and the anticipated improvements to downtown Kekoskee.

Perhaps the most aggressive projections occur in the area of industrial use. These projections are primarily driven by the expected expansion of the GFL (Green for Life) – Glacier Ridge Landfill which is an essential regional service. As noted previously, future reuse of this area may cater to development of renewable energy once sites are closed.

Finally, the projections noted in Table 8-4 will come at the expense of future agricultural acres. That means an overall total of 740 acres could be removed from the agricultural category to allow for the new development by 2040.

## 8.6 Future Land Use Plan Map & Classifications

The Future Land Use Map (Map 17) is the primary component of the comprehensive plan that will be used as a guide for officials when considering future development within the Village. This map is long-range and will need to be reevaluated periodically to ensure that it remains consistent with changing trends and conditions. Table 8-5 shows the acreages for each Future Land Use Classification according to the Map 17. These acreages attempt to achieve balance with the previous land use projections.

**Table 8-5: Future Land Use**

<b>FUTURE LAND USE</b>	<b>ACRES</b>	<b>PERCENTAGE</b>
Residential	1144.8	5.3%
Commercial	55.4	0.3%
Concentrated Mixed Use	52.9	0.2%
Industrial	916.5	4.3%
Government Services	17.9	0.1%
Parks & Recreation	90.9	0.4%
Agriculture	8488.5	39.8%
Potential Agri-Business/Tourism Area	174.4	0.8%
Conservancy	8381.3	39.3%
ROW	559.4	2.6%
Water	1459.8	6.8%
<b>TOTAL</b>	<b>21341.8</b>	<b>100.0%</b>

Pursuant to the “smart growth” comprehensive planning law, Section 66.1001 Wis. Stats., the Land Use element must specify the general location of future land uses by net density or other categories. To address this requirement, the land use categories described below were developed to allow local officials the opportunity and flexibility to promote a desired pattern and density of land use. The land use categories are as follows:

1. Residential
2. Commercial
3. Concentrated Mix Use
4. Industrial
5. Government Services
6. Parks & Recreation
7. Agriculture
8. Agri-Business/Tourism
9. Conservancy

### ***Residential (Yellow)***

#### **Intent and Description**

This category represents those areas where single-family, two family and other residential land uses already exist, or, where such uses are planned to be the predominant land use. The density of residential development may vary depending on applicable zoning. Where agricultural uses occur in these mapped areas, it is anticipated that these areas will become predominantly single-family residential over time. Single-family residential neighborhoods should contain some form of buffering, e.g. landscaping, berming, screening, and/or additional building setbacks, between the residences and potentially incompatible land uses such as agricultural, commercial or industrial. Minor expansion adjacent to planned residential areas is anticipated and considered consistent with the intent of the Future Land Use Map.

### ***Commercial (Red)***

#### **Intent and Description**

These mapped areas represent where commercial type land uses are anticipated in the future. Examples of uses found in this category include retail sales and services, eating and drinking establishments, financial institutions, professional offices, service and repair businesses, visitor accommodations, equipment dealership, entertainment businesses, parking lots and day care facilities.

### ***Concentrated Mixed Use (Pink)***

#### **Intent and Description**

Because of small lot configurations and unique buildings in the downtown area of Kekoskee, this classification provides for a wide range of mixed uses within or accessory to existing residential

homes and businesses. The intent of this classification is to create a flexible, compatible and creative mixed land use arrangements that are unique in comparison to other areas of the Village.

### ***Industrial (Purple)***

#### **Intent and Description**

These mapped areas represent where industrial type land uses are anticipated, primarily expected expansion of the GFL (Green for Life) – Glacier Ridge Landfill. However, this classification could also include manufacturing and production facilities, resource extraction and processing, warehousing, transportation terminals, feed mills, and wholesale establishments. The industrial zoning district will contain a far more inclusive list of uses along with site plan requirements. Due to the potentially intensive nature of this classification, the following policies should be followed:

#### **Policies**

1. New industrial development should occur exclusively in the planned industrial areas as shown on the Future Land Use Plan Map (Map 17).
2. New developments should be subject to minimum building and site design, landscaping, signage, and outdoor storage provisions to encourage community character.
3. Proper access by industries to and from major traffic routes should be provided. Industrial development should also maintain adequate off-road employee parking, loading and unloading facilities, and should be buffered from intensive residential areas to reduce potential land use related conflict.
4. Reuse of existing vacant industrial property should be a priority when assessing new potential industrial uses.
5. Commercial uses may be allowed in the Industrial category dependent on the location (lot configuration will not impede future lot layout or development of adjacent lands) and type of proposed use.

### ***Government Services (Blue)***

#### **Intent and Description**

This category includes all public facilities as well as those uses which provide a service to the community including established parks. Land uses such as churches, cemeteries, post offices, libraries, village halls, police and fire stations, museums, and schools are some examples of Government Services. This classification also includes public utilities such water wells, water towers, and wastewater treatment facilities. Private utilities shall be classified as either commercial or industrial.

### ***Parks & Recreation (Dark Green)***

#### **Intent and Description**

This category includes existing and future park and recreation land owned by the Village or County. State or Federal land associated with the Horicon Marsh is classified as Conservancy. Privately owned recreation areas (golf courses, gun clubs, etc.) are not included in this category. Existing park and recreation areas should be maintained and enhanced as necessary to contribute to overall community identity and outdoor recreation opportunities.

### ***Agriculture (Light Green)***

#### **Intent and Description**

This category represents those areas where agricultural type uses such as dairy and crop farming are the anticipated predominant land use in the area. The Agriculture category could include a limited amount of residential development, but the predominant land use would be agricultural. Housing for the farm operator and a limited amount of nonfarm residences would be acceptable. A minimal amount of other non-farm land uses, e.g. renewable energy systems, wireless communication facilities, dog kennels, veterinary clinics, mineral extraction, farmers markets, and wildlife ponds, etc., may also occur in areas planned for agriculture. Uses identified as either an allowed use or a conditional use within the Agricultural Zoning Districts of the Village Zoning Ordinance will regulate the Agriculture land use category.

### ***Agri-Business/Tourism Overlay***

#### **Intent and Description**

This land use classification is a designated overlay to agricultural areas that may provide unique natural opportunities (viewsheds, access, etc.) to accommodate agri-business and/or tourism associated businesses or services. Very restrictive site plan requirements should apply to ensure compatibility with the character of the area.

### ***Conservancy (Dark Green)***

#### **Intent and Description**

These mapped areas include State and Federal owned land associated with the Horicon Marsh. Specific management plans have been developed by these governments for the marsh and should be periodically reviewed by the Village.

The Future Land Use categories are simply designated areas of consistent character, use, and density that share similar goals and objectives for future use, preservation and/or development. The Future Land Use Map and plan goals, objectives, policies, and recommendations will be used as a general guide to assist local officials when making decisions. Decision and actions to allow specific types of development will be further guided by the zoning ordinance, land division ordinance and other relevant ordinances established to further define and implement the general goals, objectives, policies, and recommendations of the comprehensive plan.

## **8.7 Land Use 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 developed by Village.

### **Goals:**

- Goal 1: Provide for a well-balanced mix of land uses within the Village that minimizes potential conflicts between residential, commercial, industrial and agricultural land uses.
- Goal 2: Provide for growth in an orderly manner that does not unnecessarily consume farmland or create conflicts with farm operations.
- Goal 3: Provide areas that will not interfere with the farming community and will be best suited for residential development.
- Goal 4: Control the location of new, non-farm residential development to preserve the agricultural uses.
- Goal 5: Provide an adequate framework for the future development and expansion of commercial uses.
- Goal 6: Limit neighborhood commercial uses to an appropriate scale and location to serve the citizens.
- Goal 7: Consider industrial development only if it can co-exist with agriculture and community character.

### **Objectives:**

1. Ensure adjacent land uses are compatible with regard to such factors as smoke, noise, odor, traffic, activity and appearance.
2. Provide adequate water supply in quantity and quality, a sanitary waste disposal where necessary to developed areas and land for new development.
3. Develop in a manner that respects scenic areas and scenic views.
4. Build on soils which have adequate bearing capacity and are suitable for excavation and site preparation as much as possible.
5. Restrict development from steep slopes, wetlands and flood hazard areas and controlling development on steep slopes.

6. Understand the importance of aesthetics to a community.
7. Encourage development that promotes open space through site design and which fits within the character of the Village as well as the specific location in which the development is proposed.
8. Encourage a variety of land uses within the Village in order to discourage land use disparities
9. Require natural buffer area between incompatible land uses where such uses adjoin each other.
10. Use a fee schedule to assure that the cost of new development is not borne by the existing taxpayers.
11. Use the zoning ordinance to improve the efficiency and effectiveness of the zoning and development review process.
12. Regulate animal confinement operations and their water quality impacts according to the Zoning Ordinance and/or State Statues.
13. Allowing residential growth in areas that will have the least adverse effect on farm operations.
14. Designate areas suitable for residential development or where public sewer is available.
15. Prepare and implement the Comprehensive Plan and administer the Zoning Ordinance.
16. Designate areas for commercial and mixed use to provide economic opportunities.
17. Involve existing business owners in planning for their improvements.
18. Allow for home base business and recognizing them as “incubators” for developing small business.
19. Acknowledge some unique existing type structures may be converted to commercial uses (i.e. barn wedding venues, bed & breakfast, galleries, studios, etc.)
20. Allow commercial development in areas having a limited adverse impact on agricultural character and function.
21. Allow industrial development in areas that have a limited adverse impact on the agricultural character and function.
22. Require future industrial uses to have good highway and/or railroad access.

## **8.8 Land Use 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 county 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.

### **Policies & Recommendations:**

1. Ensure adjacent land uses are compatible with regard to such factors as: smoke, noise, odor, traffic activity and appearance.
2. Build on soils that have adequate bearing strength and are suitable for excavation and site preparation.
3. Establish bike and pedestrian linkages. Reviewing proposed county and state highway projects for opportunities to provide extra right-of-way.
4. Prohibit most structural development in areas identified as wetlands and other environmentally sensitive areas.
5. Enforce animal confinement facilities according to the Zoning Ordinance and State Statutes.
6. Require driveway access permits prior to considering any subdivision letter of intent, or the issuance of a Conditional Use Permit or Land Use Permit.
7. New residential lots and building sites shall be located and designed to protect wetlands, floodplains and productive farmland.
8. All development proposals shall meet the intent of the Future Land Use Map classifications as described within the Land Use Element of the Comprehensive Plan.
9. When analyzing rezones out to the Farmland Preservation Zoning District, the following findings should be made:
  - The land is better suited for a use not allowed in the FP Farmland Preservation Zoning District.
  - The rezoning is consistent with the Village of Kekoskee Comprehensive Plan.
  - The rezoning is substantially consistent with the Dodge County Farmland Preservation Plan, certified under Ch. 91, Wis. Stats., which is in effect at the time of zoning.

- The rezoning will not substantially impair or limit current or future agricultural use of surrounding parcels of land that are zoned for or legally restricted to agricultural use.
10. Locate new residential uses near existing development to take advantage of proximity to community facilities and public utilities.
  11. Provide housing opportunities in areas designated according to the Future Land Use Plan Map.
  12. Consider higher residential density development in areas designated as residential on the Future Land Use Plan Map.
  13. Cluster residential development will be promoted to minimize land use impacts while accommodating development and green space.
  14. Recognize the need to assist prospective business owners to begin a new business.
  15. Recognize the need to assist new manufacturing business starting in business.
  16. Assist existing businesses/industries to grow. Support young entrepreneurs.
  17. The Village needs to reserve areas for future growth through the use of a Land Use Plan Map. It is important the plan does not “box in” future uses by permitting non-compatible uses that would not allow expansion of more appropriate uses.
  18. Two of the Village’s assets are the view available of the Ledge and Horicon Marsh. Provide opportunities for as many people as possible to enjoy these views.
  19. New development needs to mitigate soil limitations.
  20. Steep slopes of more than 12 degrees, wetlands and flood prone areas should be avoided.
  21. The Village needs to help ensure the natural and man-made environments are aesthetically pleasing. Enforce the zoning ordinance to further eliminate with time, nonconforming units.
  22. Amend existing regulations as may be necessary to implement the spirit and intent of the comprehensive plan.
  23. Maintain a zoning map that matches the potential land uses and is coordinated with the Future Land Use Map.
  24. Utilize the Zoning Ordinance standards for review of development proposals in agricultural areas.
  25. Provide buffer areas and screening to protect parks and recreation areas from adjacent development.
  26. Place the highest density residential in areas as isolated as possible from farm operations.
  27. Set new homes back from arterials.



28. Work with businesses wanting to expand or improve their facilities.
29. Be creative with zoning to accommodate the conversion of unique structures within the Village to be renovated as community assets, businesses and services.
30. Permit industrial uses in the areas planned for industrial use, but only make zoning changes when a developer's agreement has been approved.
31. Utilize zoning changes, developer agreements and permit processes to control new industrial developments.

## **8.9 Land Use Programs**

The following general programs are currently available to the to assist the Village with implementation of the various goals, objectives, policies, and recommendations of the Land Use Element.

### **State Programs**

#### Division of Intergovernmental Relations, Wisconsin Department of Administration

The Division of Intergovernmental Relations provides staff support and administers the Wisconsin Land Information Program. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about the division visit the WDOA website at: [www.doa.state.wi.us](http://www.doa.state.wi.us).

#### UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at [www.uwsp.edu/cnr/landcenter/](http://www.uwsp.edu/cnr/landcenter/).

#### Wisconsin Department of Agriculture, Trade and Consumer Protection

The Department of Agriculture, Trade and Consumer Protection (DATCP) administers the Farmland Preservation Programs for the state. The Working Lands Initiative provides eligible landowners in Dodge County the opportunity to claim farmland preservation tax credits through participation in the program. Eligible landowners may collect up to \$10.00 an acre in an area zoned for farmland preservation and in an agricultural enterprise area with a signed farmland preservation agreement. DATCP also has numerous agricultural related business development programs available.

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