

TOWN OF GRAFTON COMPREHENSIVE PLAN: 2035

GRAFTON, WISCONSIN

ADOPTED: APRIL 9, 2008

AMENDED: JUNE 2024

PLANNING AND DESIGN INSTITUTE 
IN ASSOCIATION WITH BONESTROO & STANTEC



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Prepared by Planning and Design Institute, Inc.
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PURPOSE OF THE COMPREHENSIVE PLAN

In October 1999, the Wisconsin Legislature enacted a new comprehensive planning law, which is set forth in Section 66.1001 of the Wisconsin Statutes. The new requirements supplement earlier provisions in the Statutes for the preparation of county development plans (Section 59.69(3) of the Statutes) and local master plans (Section 62.23 of the Statutes). The new requirements, which are often referred to as the "Smart Growth" law, provide a new framework for the development, adoption, and implementation of comprehensive plans in Wisconsin. The comprehensive planning law effectively requires that comprehensive plans be completed and adopted by the governing bodies of counties, cities, villages, and towns prior to January 1, 2010, in order for a County or local government to engage in zoning, subdivision control, and other land use related regulations and activities.

The comprehensive plan is required to address nine elements: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Facilities; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation.

Public participation is also required at every stage of the comprehensive planning process including adoption of written procedures, broad notice provisions, the opportunity to review and comment on draft plans, and a required public hearing prior to plan adoption.

The State of Wisconsin set forth fourteen goals that need to be met in order to receive grant funding for the planning process.

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.

- Encouragement of neighborhood designs that support a range of transportation choices.

- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodland, open spaces and groundwater resources.

- Protection of economically productive areas, including farmland and forests.

- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal and state government and utility costs.

- Preservation of cultural, historical and archeological sites.

- Encouragement of coordination and cooperation among nearby units of government.

- Building of community identity by revitalizing main streets and enforcing design standards.

- Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.

- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

- Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.

- Balancing individual property rights with community interests and goals.

- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

- Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependant and disabled citizens.

Ozaukee County, along with fifteen participating local governments (including the Town of Grafton), and the Southeastern Wisconsin Regional Planning Commission (SEWRPC) have entered into a multi-jurisdictional comprehensive planning process. This multi-jurisdictional process will result in comprehensive plans that will satisfy the comprehensive planning requirements set forth in Section 66.1001 of the Statutes for the County and all participating local governments. Following completion of the multi-jurisdictional County Plan, it will be forwarded to the County Board for adoption. Each participating local government will compile and adopt their individual comprehensive plan document, which may take into consideration the multi-jurisdictional plan. These individual plans will then be forwarded to the local governing body for adoption as the local comprehensive plan.

Ozaukee County has not previously adopted a County development plan or a comprehensive plan, however the County Board did adopt the 2010 Regional Land Use and Transportation elements of the Regional Master Plan for Southeastern Wisconsin. The County Board also adopted an update to the County Park and Open Space Plan in 2001, and a Farmland Preservation Plan in 1983.

The Town of Grafton has adopted a Land Use and Transportation Plan prepared by Planning and Design Institute, Inc. and Bonestroo in 2001.

By accepting this grant funding, Ozaukee County and participating local governments have agreed to complete and adopt a County Comprehensive Plan and a Local Comprehensive Plan, as defined by Wisconsin Statutes, by March 2008.



0 0.25 0.5 1 Miles

- Parcels
 ■ PW Zoning Allowed After 80% of Planned PW Develops
 ■ C-1: Conservancy Overlay District
 ■ Comp_Plan_Amend_Future_LU
 ■ B-1: Business District
 ■ B-2: Business District
 ■ BP-1: Business Park District
 ■ BP-3: Business Park District
 ■ C-2: Conservation District
 ■ M-1: Light Manufacturing and Warehousing District
 ■ M-2: Light Manufacturing and Warehousing District
 ■ O-1: Office District
 ■ P-1: Park and Recreation District
 ■ PW: Port Washington Road District
 ■ PWB-1: Port Washington Business District
 ■ R-1: Residential District
 ■ R-2: Residential District
 ■ R-3: Residential District
 ■ R-Tr: Transitional Residential District
 ■ RM-1: Multi-Family Residential District

ISSUES AND OPPORTUNITIES

TOWN BACKGROUND

Location and Overview

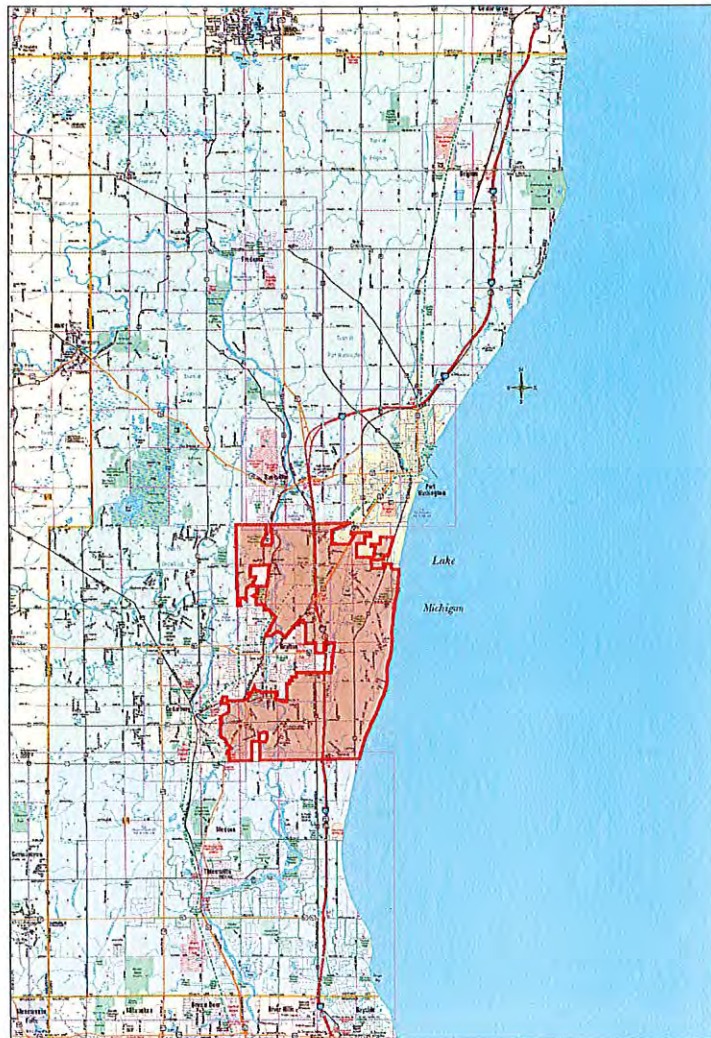
The Town of Grafton is located in Ozaukee County, Wisconsin. The Town currently shares borders with the Cities of Cedarburg, Mequon, and Port Washington, and the Villages of Grafton and Saukville, along with the Towns of Cedarburg, Port Washington, & Saukville.

Major transportation arterials located within the Town include:

- Interstate 43 (runs north-south through the Town)
- State Trunk Highway 57 (runs north-south through the Town)
- State Trunk Highway 32 (runs north-south and northeast-southwest through the Town)
- County Trunk Highway C (runs east-west and north-south through the Town)
- County Trunk Highway O (runs north-south through the Town)
- County Trunk Highway Q (runs east-west through the Town)
- County Trunk Highway T (run east-west through the Town)
- County Trunk Highway V (runs northeast-southwest through the Town)
- County Trunk Highway W (runs north-south through the Town)

Much of the land in the Town of Grafton is comprised of agricultural, agricultural/rural residential, and residential. Densities within these areas ranges from 1 unit/35 acres to 1 unit/acre. The Town of Grafton also has a significant amount of residential development along Lake Michigan. In this area the density allowed is 1 unit/5 acres.

The business and industrial uses within the Town are concentrated along the I-43 interchanges and targeted arterial roads such as County Trunk Highway W.



The Town of Grafton in Ozaukee County.

Source: Ozaukee County Highway Map

History of the Town

On the sandy, windswept Lake Michigan shore only twenty minutes from Milwaukee's northern limits lies a ghost town. Today, few physical remnants are apparent, but the history of Ulao is poignant, rich, varied, and more than a little amazing. One amazing aspect of this once thriving community, so close to Milwaukee, is the seeming lack of interest in or knowledge of its past. Of the ghost towns in Wisconsin, few, if any, have a more dramatic location.

The truly economic part of the Village lay at the base of a high bluff on the sandy shore of Lake Michigan. This was Port Ulao.

Above the beach is a steep, two hundred-foot raving-riddle bluff. At the top of this almost perpendicular bluff lies a plateau so flat it seems to have been laid out with the aid of a carpenter's level. It was here the village of Ulao was born and blossomed. In 1847, James T. Gifford left Elgin, Illinois, for this area. While not much is known of Gifford's background, he evidently was a man of wealth who had state. An old account says he possessed a "keen eye for the main enhance." In any event, in that year, he moved from Illinois to the wild Lake Michigan shore where he purchased a considerable amount of land. He bought property not only along the water, but also on a bluff, high above the lake itself. The heavily forested countryside was just beginning to be settled by newly arrived farmers. And at this time, wood-burning steamers started to compete with sailing ships on the Great Lakes. Gifford had a plan and he implemented it immediately upon his arrival in Wisconsin. With hired help he built a wooden pier which extended one thousand feet into the cold water of the lake. He then constructed a wooden, trough-shaped chute, which started at the top of the steep bluff and ended at the beach near the pier. Gifford's plan was to buy wood from the farmers, who were clearing the countryside and glad for a chance to sell it. He took this wood, cut it to proper lengths, and used the chute to transport it. His customers were the wood-burning steamers, which plied the Great Lakes.

Gifford's basic business acumen plus the timing of the project brought immediate success to his venture.

Harbor developments on the Wisconsin shore of Lake Michigan, did not begin until the late 1850's. During the late 1840's and early 50's, even at Milwaukee, if getting fuel was the sole purpose for a stop, most captains of larger vessels avoided winding up the river with its sandbar at the entrance and opted for Port Ulao. The amount of fuel the steamers burned was enormous. A large side-wheeler on a single voyage from Buffalo to Chicago consumed 500 cords of wood, the product of ten acres of heavily timbered land. Gifford soon built a warehouse and a sawmill.

In 1847, he prevailed upon the Wisconsin Territorial Legislature in Madison to grant a charter for a plank or macadam road starting at Ulao and proceeding westward through Grafton, Cedarburg, Hartford and on to the Wisconsin River. The charter was granted; he formed a corporation, sold stock and became the corporation's first president. Three miles of roadway were actually constructed from Ulao west. Gifford again applied his genius by having his suggestion implemented in constructing the roadbed. Felled trees were converted into charcoal and mixed with burned clay, and true to his prediction the new surfacing through his unique process was very successful. His road was the first turnpike in Wisconsin and is today County Highway Q/ State Highway 60. Gifford was Ulao's founding father and its patriarch for three years.

In 1850, for reason unknown, he sold his interests to a Great Lakes captain, John Randolph Howe. Several friends and relatives joined Howe at Ulao, one of who was his sister Jane and her family. It is here that a rather sinister thread connects Ulao with history. While living in New York State, Jane Gifford married Luther Guiteau. In 1836 they became early settlers in Freeport, Illinois. At Captain Gifford's insistence in 1850, they moved to Ulao where Guiteau became a prominent member of the Village. Accompanying the

Guiteau's was their seven years old son Charles. By all accounts he was extremely high strung, excitable boy. For five years, he was a pupil at the little Ulao school. Later in life he was described as an "evangelist, insurance salesman, writer, orator, and swindler." Mrs. Guiteau died in 1855, and is buried in Ulao. The following year the family moved back to Freeport. As the son, Charles, grew older, he drifted from place to place but seemingly always with fanatic purpose. Finally, Charles Guiteau left for the East, where he unsuccessfully sought a number of government positions. He continually and consistently pestered Congressmen, and in 1880 badgered the Secretary of State, James Blaine, under the newly elected President James Garfield, for the post of Ambassador to Austria.

Guiteau eventually became such a nuisance that he was barred from the White House. In Washington, D.C. in July of 1880, he bought a revolver for \$15. One morning later that month, forty-four-year-old Charles Guiteau, who had spent five years of his childhood at Ulao, went to the Washington railroad station. President Garfield was leaving for Massachusetts to attend the twenty-fifth reunion of his college class at Williams. On the station platform, the distraught Guiteau shot and killed Garfield.

It was during the Civil War that the pier at Port Ulao became a place of excitement. On the morning of November 10, 1862, troubles quickly mounted at the larger town of Port Washington, five miles north of Ulao. A Mr. William A. Pors was at the center of the trouble, as the county's Draft Commissioner. He was to oversee the drafting of the county's men for service in the Civil War. As soon as he had set up shop in the courthouse that morning, a group of angry, anti-draft men dragged him to the door of the building and threw him down the steps. By this time a large mob had gathered in the street and Pors raced for the cellar of the Post Office, where he was able to find safety. Unable to get hold of the draft commissioner the mob, some of whom were drunk and getting drunker, destroyed the draft rolls and then proceeded to Pors' house to demolish his

furniture. In a matter of hours, the Governor in Madison was informed of the riot. He telegraphed Colonel Lewis, who was temporarily encamped at Milwaukee with his Twenty-eighth Wisconsin volunteer infantry. Lewis immediately embarked with eight companies by boat for Port Ulao. The soldiers disembarked at the Port Ulao pier and rapidly covered the remaining five miles to Port Washington. Justice moved quickly and eighty-one rioters were put under arrest, ending the draft resistance in Ozaukee County.

Some of the last residents of Port Ulao were a handful of Mormons, who in 1856 were driven from their settlement on Beaver Island in northern Lake Michigan. This little group settled on a stretch of beach just north of the pier. But they, too, after a few years, left the area.

After the Civil War, the wood on the plateau was depleted, and the activity at the port below gradually diminished. What once had been a thriving Village became an area of large farms and an empty beach.

Today this area is known as the Town of Grafton.

Past Planning in the Town

Prior to the comprehensive planning process, the Town of Grafton completed a Land Use and Transportation Plan that was adopted in October 2000 and later revised in June 2002.

Furthermore, the Town routinely monitors and updates its Code of Ordinances.

The Town has also worked with surrounding municipalities on land use and zoning issues through a Joint Extraterritorial Zoning Committee (JETZCO).

GENERAL DEMOGRAPHIC DATA

Demographic data, trends, and projections are useful tools in gaining an understanding of the composition and needs of a community. Comparisons to nearby places describes how it relates to the dynamics of surrounding communities. The following data describe the demographic composition of the Town of Grafton.

Population

The Town of Grafton has increased in population over the last 30 years, following the same pattern as Ozaukee County as a whole. The largest percent change in population for both the Town and the County occurred between 1970 and 1980, with increases of 14.7% and 23.0% respectively. Other cities and villages in Ozaukee County experienced similar growth over the decades.

Among the cities and villages that border the Town, the City of Mequon maintains the highest population at 22,643, while the Village of Saukville has the lowest with 4,068. The Town of Grafton's population, according to the last Census, is 3,980.

	Southeastern Wisconsin		Ozaukee County		City of Cedarburg		Village of Grafton		City of Mequon		City of Port Washington		Village of Saukville		Town of Grafton	
	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change
1970	-	-	54,461	-	-	-	5,998	-	15,150	-	8,752	-	1,389	-	3,127	-
1980	-	-	66,981	23.0%	-	-	8,351	39.7%	15,193	6.9%	8,612	-1.6%	3,434	151.5%	3,588	14.7%
1990	1,810,364	-	72,831	8.7%	9,895	-	9,340	11.4%	18,885	16.6%	9,338	8.4%	3,695	6.7%	3,745	4.4%
2000	1,932,908	6.8%	82,317	14.4%	10,908	10.2%	10,464	12.0%	22,643	13.9%	10,467	12.1%	4,068	10.1%	3,980	6.3%

Source: U.S. Census Bureau and SEWRPC

Population Projections

The population estimate for the Town in 2005 is 4,143. Based on the population estimates for Ozaukee County provided by U.S. Bureau of Census and SEWRPC, it is assumed that the Town of Grafton will grow in parallel to the County. Based on this assumption, the projected population for the Town in 2035 is 4,894 persons. This is an increase of 751 persons from 2005 to 2035.

	Town of Grafton		
	Total	% Change	
2005	4,343	4.10%	
2010	4,288	3.50%	
2015	4,425	3.20%	
2020	4,576	3.43%	
2025	4,718	3.10%	
2030	4,831	2.45%	
2035	4,894	1.30%	

Source: U.S. Bureau of Census and SEWRPC

Age

The majority of the Town of Grafton's population lies within the 35 to 54 age range, which is true for bordering cities and villages, Ozaukee County, and all of Southeastern Wisconsin. The median age in Grafton is 40.7, which is slightly higher than the median age of 38.9 for Ozaukee County. The youngest median age is the Village of Saukville at 33.2, and the oldest is the City of Mequon at 42.5.

	Southeastern Wisconsin		Ozaukee County		City of Cedarburg		Village of Grafton		City of Mequon		City of Port Washington		Village of Saukville		Town of Grafton	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
0-9	276,809	14.3%	11,165	13.6%	1,560	14.4%	1,470	14.1%	2,016	12.9%	1,430	13.8%	636	15.7%	514	12.9%
10-19	288,787	14.9%	12,839	15.6%	1,619	14.8%	1,515	14.5%	3,925	17.4%	1,515	14.5%	603	14.9%	555	13.9%
20-34	388,005	20.1%	11,966	14.5%	1,529	14.0%	1,861	17.6%	2,317	10.2%	2,078	19.9%	926	22.7%	511	12.8%
35-54	580,319	30.0%	27,621	33.5%	3,645	33.4%	3,421	32.7%	7,911	34.9%	3,228	30.5%	1,344	33.0%	1,467	36.9%
55-64	156,164	8.2%	8,149	9.9%	950	8.7%	976	9.3%	2,339	11.4%	875	8.3%	267	6.5%	523	13.2%
65-84	209,481	10.6%	9,177	11.1%	1,385	12.7%	1,101	10.5%	2,708	12.0%	1,143	10.9%	263	6.5%	383	9.6%
85+	31,543	1.6%	1,180	1.5%	211	1.9%	120	1.1%	265	1.2%	189	1.8%	29	0.7%	27	0.7%
Median Age	-	-	38.9	-	39.0	-	37.3	-	42.5	-	36.0	-	33.2	-	40.7	-

Source: U.S. Census Bureau and SEWRPC

Race

The Town of Grafton consists of 98.0% White, with the next highest percentage being Asian at 0.5%. This is consistent with bordering towns and Ozaukee County as a whole. However, it is not representative of Southeastern Wisconsin in total, which consists of only 79.4% White.

	Southeastern Wisconsin		Ozaukee County		City of Cedarburg		Village of Grafton		City of Mequon		City of Port Washington		Village of Saukville		Town of Grafton	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
White	1,534,464	79.4%	79,621	96.6%	10,706	98.2%	10,226	97.6%	21,421	94.2%	10,150	97.0%	3,953	97.4%	3,901	98.0%
African American	263,200	13.6%	765	0.9%	27	0.2%	29	0.3%	521	2.3%	73	0.7%	23	0.6%	14	0.4%
American Indian/Alaska Native	9,510	0.5%	162	0.2%	14	0.1%	25	0.2%	22	0.1%	39	0.4%	6	0.1%	9	0.2%
Asian	34,438	1.8%	882	1.1%	80	0.7%	78	0.7%	534	2.4%	49	0.5%	25	0.6%	19	0.5%
Native Hawaiian/Other Pacific Islander	716	0.0%	14	0.0%	2	0.0%	1	0.0%	6	0.0%	0	0.0%	0	0.0%	4	0.1%
Some Other Race Alone	58,157	3.0%	276	0.3%	14	0.1%	40	0.4%	55	0.2%	63	0.6%	13	0.3%	12	0.3%
Two or More Races	32,423	1.7%	597	0.7%	63	0.6%	65	0.6%	184	0.8%	93	0.9%	38	1.0%	21	0.5%

Source: U.S. Census Bureau and SEWRPC

Educational Attainment

Of all persons age 25 and older in the Town of Grafton, 91.3% received a high school degree or higher. Approximately 37.5% of all persons 25 and older received a bachelors degree or higher. This is slightly under the Ozaukee County average of 91.9% receiving a high school degree or higher, and 38.6% receiving a bachelors degree or higher. When compared to bordering cities and villages, only the Cities of Cedarburg and Mequon had higher percentages for the two categories.

	Southeastern Wisconsin		Ozaukee County		City of Cedarburg		Village of Grafton		City of Mequon		City of Port Washington		Village of Saukville		Town of Grafton	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Population 25 Years and Over	1,243,854	100.0%	54,912	100.0%	7,459	100.0%	6,878	100.0%	14,760	100.0%	6,948	100.0%	2,609	100.0%	2,814	100.0%
Less Than 9th Grade	59,587	4.8%	1,595	2.9%	215	2.9%	207	3.0%	238	1.6%	198	2.8%	92	3.5%	91	3.2%
9th to 12th (No Diploma)	136,211	11.0%	2,878	5.2%	323	4.3%	525	7.5%	341	2.3%	520	7.5%	192	7.4%	153	5.4%
High School Graduate	372,955	30.0%	13,274	24.2%	1,494	20.0%	2,078	29.8%	1,985	13.4%	2,182	31.4%	930	35.6%	638	22.7%
Some College or Associate's Degree	358,403	28.6%	15,964	29.1%	2,302	30.9%	2,139	30.7%	3,406	23.1%	2,207	31.6%	669	33.3%	877	31.1%
Bachelor or Graduate Degree	316,698	25.5%	21,201	38.6%	3,125	40.4%	2,029	29.0%	8,790	59.6%	1,511	28.5%	526	20.2%	1,055	37.5%
High School Graduate or Higher	1,046,056	84.3%	50,439	91.9%	6,921	92.6%	6,246	89.5%	14,181	96.1%	6,230	89.7%	2,325	89.1%	2,570	91.3%

Source: U.S. Census Bureau and SCHRC

Income

The median household income in the Town of Grafton was \$64,707 in 1999. This number was higher than all bordering cities and villages except for the City of Mequon, where the median household income was \$90,733. The Town of Grafton's median household income was also higher than Ozaukee County as a whole. The highest income bracket in the Town of Grafton was the \$50,000-\$74,999 category at 24.2% of the population. The only community that has its highest percentage in a higher bracket is the City of Mequon, where 19.7% of individuals have an income within the \$100,000 to \$149,999 range.

	Southeastern Wisconsin		Ozaukee County		City of Cedarburg		Village of Grafton		City of Mequon		City of Port Washington		Village of Saukville		Town of Grafton	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Households	749,634	100.0%	30,887	100.0%	4,417	100.0%	4,065	100.0%	7,884	100.0%	4,105	100.0%	1,583	100.0%	1,565	100.0%
Less Than \$10,000	56,185	7.5%	837	2.7%	135	3.1%	91	2.2%	122	1.5%	187	4.6%	79	5.0%	57	3.6%
\$10,000 to \$34,999	222,507	29.7%	6,184	20.0%	1,148	26.0%	982	24.2%	957	12.1%	954	23.2%	362	22.9%	315	20.1%
\$35,000 to \$49,999	125,222	16.7%	4,360	14.1%	651	14.7%	761	18.7%	717	9.1%	648	15.6%	275	17.4%	191	12.2%
\$50,000 to \$74,999	164,084	21.9%	7,324	23.7%	1,039	23.5%	953	23.4%	1,326	16.8%	1,240	30.2%	426	26.9%	378	24.2%
\$75,000 to \$99,999	91,480	12.2%	4,789	15.5%	559	12.7%	571	14.0%	1,260	16.0%	650	15.6%	269	17.0%	279	17.8%
\$100,000 to \$149,999	60,794	8.1%	4,234	13.7%	595	13.5%	494	12.4%	1,557	19.7%	313	7.6%	150	9.5%	200	12.8%
\$150,000 to \$199,999	14,148	1.9%	1,311	4.2%	189	4.3%	125	3.1%	660	8.4%	550	13.1%	15	0.9%	46	2.9%
\$200,000+	15,204	2.0%	1,848	6.1%	101	2.3%	88	2.2%	1,286	16.3%	58	1.4%	7	0.4%	99	6.3%
Median Household Income	-	-	\$62,745	-	\$56,431	-	\$53,918	-	\$90,733	-	\$53,827	-	\$53,159	-	\$64,707	-

Source: U.S. Census Bureau and SCHRC

Employment Status

Among the population age 16 and older in the Town of Grafton, 71.9% are in the civilian labor force. Of those individuals, only 30 people – 1.3% – are unemployed. This percentage is lower than all other bordering cities and villages with the exception of the City of Cedarburg, which also has an unemployment rate of 1.3%. Southeastern Wisconsin has a total unemployment rate of 5.7%, so the Town of Grafton is considerably lower.

	Southeastern Wisconsin Total		Ozaukee County Total		City of Cedarburg Total		Village of Grafton Total		City of Mequon Total		City of Port Washington Total		Village of Saukville Total		Town of Grafton Total	
Population 16 Years and Over	1,479,309	100.0%	62,858	100.0%	8,298	100.0%	7,948	100.0%	16,458	100.0%	7,972	100.0%	3,082	100.0%	3,152	100.0%
in Labor Force	1,009,387	68.2%	45,255	72.0%	5,817	70.1%	6,028	75.5%	11,022	67.0%	5,748	72.1%	2,558	83.0%	2,296	72.8%
Civilian Labor Force (Employed)	954,443	64.5%	44,203	70.3%	5,715	68.9%	5,831	73.4%	10,758	65.4%	5,618	70.5%	2,467	80.0%	2,266	71.9%
Civilian Labor Force (Unemployed)	53,951	3.6%	1,016	1.6%	77	0.9%	188	2.4%	261	1.6%	128	1.6%	91	3.0%	30	1.0%
% of Civilian Labor Force (Unemployed)	-	5.7%	-	2.3%	-	1.3%	-	3.2%	-	2.5%	-	2.3%	-	3.7%	-	1.3%
Armed Forces	993	0.1%	36	0.1%	25	0.3%	9	0.1%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Native Labor Force	469,922	31.8%	17,603	28.0%	2,481	29.9%	1,920	24.2%	5,436	33.0%	2,226	27.9%	524	17.0%	856	27.2%

Source: U.S. Census Bureau and SEWRPC

Occupation

Occupational status considers individuals who are employed in the civilian labor force and are 16 or older. Of these individuals in the Town of Grafton, 40.2% are employed in management and professional fields. Approximately 26.4% are employed in sales and office professions, and 13.7% work in production, transportation, and material moving occupations. The remaining 19.7% are employed in other fields.

	Southeastern Wisconsin Total		Ozaukee County Total		City of Cedarburg Total		Village of Grafton Total		City of Mequon Total		City of Port Washington Total		Village of Saukville Total		Town of Grafton Total	
Employed Civilian Population Age 16+	954,443	100.0%	44,203	100.0%	5,715	100.0%	5,831	100.0%	10,758	100.0%	5,618	100.0%	2,467	100.0%	2,266	100.0%
Management, Professional, & Related Occupations	322,811	33.5%	18,910	42.8%	2,601	45.5%	2,257	38.7%	6,366	59.2%	1,953	34.8%	658	27.1%	911	40.2%
Service Occupations	129,294	13.6%	4,656	10.5%	703	12.3%	660	11.3%	722	6.7%	637	11.4%	259	10.4%	218	9.6%
Sales and Office Occupations	257,051	26.9%	11,447	25.9%	1,534	26.8%	1,620	27.6%	2,613	24.3%	1,462	26.0%	684	27.6%	598	26.4%
Farming, Fishing, & Forestry Occupations	2,273	0.2%	176	0.4%	0	0.0%	21	0.4%	26	0.2%	14	0.2%	0	0.0%	14	0.6%
Construction, Extraction, and Maintenance Occupations	72,768	7.7%	2,783	6.3%	254	4.4%	371	6.4%	371	3.4%	430	7.6%	240	9.7%	215	9.5%
Production, Transportation, & Material Moving Occupations	170,243	17.8%	6,231	14.1%	623	10.9%	902	15.4%	660	6.2%	1,122	20.0%	616	25.0%	310	13.7%

Source: U.S. Census Bureau and SEWRPC

ISSUES AND OPPORTUNITIES

The Town of Grafton faces the following issues and opportunities as documented in the revised 2002 Land Use and Transportation Plan, and through discussions during the comprehensive planning process at plan commission meetings, public “workshop” meetings and public written comments. The goals, objectives, policies, and programs can be found throughout the nine elements of this comprehensive plan document.

Housing

- Maintain a balance of housing types and cost levels for all income levels and age groups;
- Limit the impact of housing on agricultural uses and productivity;
- Address competitive pressures from surrounding municipalities;
- Limit the impact of housing around the Ulaio Creek area, while realizing that it is a desirable place to live;
- Accommodate residential development throughout the Town with either larger lots or conservation subdivisions where appropriate (revised 2002 Land Use and Transportation Plan);
- Allow well-designed residential development along the lakeshore that accommodates demand as well as preserving public views and natural resources (revised 2002 Land Use and Transportation Plan);
- Enhance the aesthetics of future residential developments.

Transportation

- Manage the increase in traffic on local roads as development occurs with the emphasis on traffic safety (revised 2002 Land Use and Transportation Plan);
- Provide pedestrian and bicycle safe routes as an alternative to automobile transportation;
- Monitor, maintain and evaluate aging infrastructure;
- Encourage the use of public transportation.

Utilities and Community Facilities

- Provide adequate community facilities and resources to meet the population’s needs;
- Monitor the installation of WE Energies substations;
- Evaluate the construction of a new Town Hall;
- Monitor, maintain and evaluate ongoing stormwater management practices;
- Consider the construction of a school;
- Evaluate the future needs and cost sharing regarding emergency services (i.e. police, fire, etc.).

Agricultural, Natural and Cultural Resources

- Protect the unique rural character and identity of the Town including farmland, significant cultural features, natural areas, and environmental corridors (revised 2002 Land Use and Transportation Plan);
- Protect agricultural land from premature development;
- Achieve a balance between residential development and maintaining the rural character and identity of the Town;
- Manage conflicts between agricultural uses and residential development;
- Develop a reclamation plan for the Fly Ash Dump;
- Consider the use of TDR (transfer of development rights) and PDR (purchase of development rights) programs;
- Promote the use of Agricultural TIFs to attract and expand agricultural businesses;
- Promote unique agricultural uses (i.e. forestry, tree farms, vegetable farms, equestrian facilities, etc.);
- Protect and wisely utilize the Town’s natural resources, including but not limited to, wetlands, wildlife, lakes, woodlands, open space, parks, and ground water resources.

Economic Development

- Maintain a diversified tax base;
- Strengthen business development in the Port Washington Road District, as well as, the I-43/HWY 32 interchange, making these locations attractive places to locate a business, and an asset to the

community in terms of tax base, job creation, visual appearance and services provided;

- Continue to promote development in the B-1 (Business), BP-1 (Business Park) and M-1 (Industrial) districts within the Town.

Intergovernmental Cooperation

Develop agreements with neighboring communities regarding:

- Development patterns, land use, transportation and municipal boundaries (revised 2002 Land Use and Transportation Plan);
- Roads in which the Town has invested, but are lost in municipal annexations;
- Lake Michigan as a long-term water source;
- User fees for community activities (i.e. sport leagues, community pool, etc.)

Land Use

- Locate development in appropriate locations at appropriate densities;
- Enhance compatibility with neighboring uses;
- Manage conflicts between the desire to locate residential uses near rural/agricultural landscapes and environmental features;
- Manage development pressures near I-43 interchanges;
- Implement a flexible land use tool(s) to be used by the Town for unique developments.

MISSION STATEMENT

Based on discussions regarding planning issues in the initial phases of this planning process, the Plan Commission created a mission statement to guide the development of this plan.

Create a collective “vision” that preserves the landscape’s natural features and open space, enhances the rural identity of the community, as well as guides high-quality public and private investment for the long-term development of the Town of Grafton.

PUBLIC PARTICIPATION

The following public participation process was included in the preparation of the Town of Grafton Comprehensive Plan: 2035.

COUNTYWIDE COMPREHENSIVE PLANNING PUBLIC OPINION SURVEY OF OZAUKEE COUNTY RESIDENTS

As part of the Multi-Jurisdictional Comprehensive Plan for Ozaukee County, the University of Wisconsin-Milwaukee Center for Urban Initiatives and Research, Ozaukee County Planning Resources and Land Management Department, UW-Extension Ozaukee County, Southeastern Wisconsin Regional Planning Commission and the Ozaukee County Comprehensive Planning Citizen Advisory Committee conducted a random digit dial survey for the residents of Ozaukee County. Interviews were completed in March 2005 with 406 respondents. Of the 406 respondents, the Town of Grafton included 27 respondents or 6.7% of the respondents. The survey was designed to gather citizen input for Ozaukee County's comprehensive planning process.

PUBLIC PARTICIPATION PLAN

In December 2005, the Town adopted by resolution a Public Participation Plan for preparation of a Comprehensive Plan. The purpose of the Public Participation Plan is intended to (a) actively engage Town residents, business owners, interest groups and community groups in shaping the Town's Comprehensive Plan; and (b) meet the requirements of the Wisconsin Comprehensive Planning Law through the adoption of a Public Participation Plan.

As the Public Participation Plan outlines, ongoing public participation efforts will provide the public with general education about:

- the contents of the Comprehensive Plan elements;
- the requirements of the Comprehensive Planning Law and other laws and regulations that affect land use;
- the purpose and scope of the Town of Grafton Comprehensive Plan: 2035.

The Plan Commission and Board of Supervisors approved the Comprehensive Plan at a regular meeting on April 9, 2008.

Ongoing public participation efforts will also inform the public about upcoming participation sessions and update the public regarding progress made on the plan. Specific participation efforts will include (a) plan information at the Town Hall, (b) website posting, (c) regularly scheduled Plan Commission meetings.

REGULAR PLAN COMMISSION MEETINGS

The Comprehensive Plan elements were reviewed, discussed and revised at regular Plan Commission meetings over the course of the project. Public comments were encouraged at each meeting.

PUBLIC "WORKSHOP" MEETINGS

The first public "workshop" meeting was held on Wednesday, September 20, 2006 at the Town Hall to inform residents on Wisconsin's "Smart Growth" legislation, review the Comprehensive Plan schedule, discuss how Town residents can participate in the planning process, review the Issues and Opportunities element of the Comprehensive Plan, and outline the next steps in the planning process.

The second public "workshop" meeting was held on Wednesday, January 23, 2008 at the Town Hall to present and review the draft Plan elements in an open discussion session.

PUBLIC ADOPTION

The Town of Grafton Plan Commission and Board of Supervisors Public Hearing for adoption of the Comprehensive Plan was held on April 9, 2008.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Stable economic development and a strong community identity are affected by the wise use of resources. The conservation of agricultural land, the protection of natural features, and the preservation of cultural resources are all fundamental to a healthy environment and thriving community. Examples of resources affected by the Comprehensive Plan include productive agricultural areas, undeveloped areas, stream corridors, environmentally sensitive areas, wetlands, mineral resources, open spaces, and historical buildings and areas.

The Town of Grafton Comprehensive Plan recognizes that resources in the County and Town are limited and need to be properly managed. Key to this effort is the identification of the specific characteristics and locations of agricultural, natural, and cultural resources in the County and Town. This is necessary to properly locate future development, avoid serious environmental problems, and ensure the protection of natural resources.

AGRICULTURAL RESOURCES

Managing land for agricultural uses is important to the area as it impacts the area's economy and affects development decisions. It also contributes to the rural character and provides open space.

Soil Associations

The Natural Resources Conservation Service (NRCS) issued a soil survey for Ozaukee County in 1970. The data from this survey can be applied to following endeavors: managing farms and woodlands; selecting sites for roads, buildings, and other structures; identifying mineral resources; and judging the suitability of land for agricultural, industrial, or recreational uses.

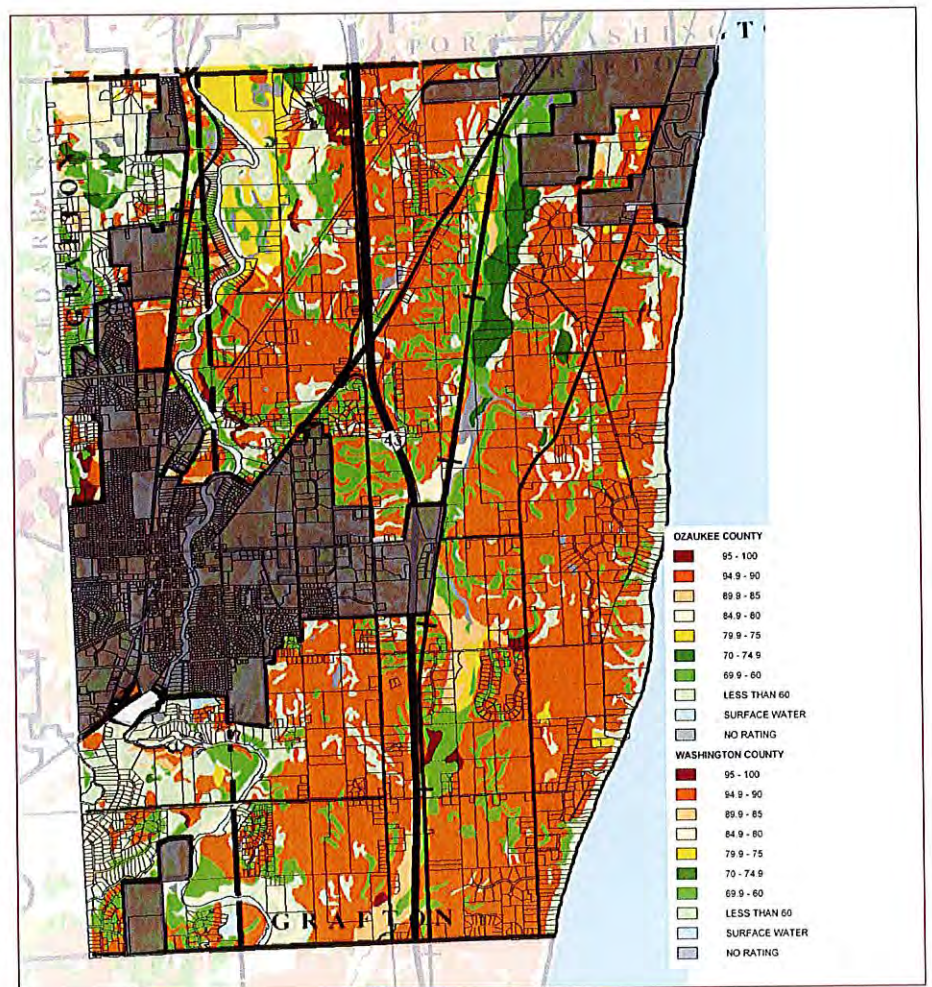


FIGURE 1: Land Evaluation Rating for Agricultural Lands in Ozaukee County.

Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; Natural Resources Conservation Service; SEWRPC

The survey identified the Town of Grafton to have a large soil association called Kewanee-Manawa association. Soil associations are general areas with broad patterns of soils. The Kewanee-Manawa association contains well-drained to somewhat poorly drained soils that have a subsoil of clay to silty clay loam formed in thin loess and silty clay loam glacial till on uplands. Most of this association is cultivated. Erosion control and drainage of low, wet areas are the main concerns in managing these soils.

Smaller soil associations found within the Town of Grafton are the Houghton-Adrian association and the Casco-Fabuis association.

Soil Suitability for Agricultural Production

The NRCS developed a method known as the Land Evaluation and Site Assessment (LESA) system. LESA is a numeric system for rating potential farmland preservation areas by evaluating soil quality and geographic variables.

The NRCS rated each soil type in Ozaukee and Washington Counties and placed soil ratings into groups ranging from the best to worst suited for cropland. The best group is assigned a value of 100 and all other groups are assigned lower values. In addition to soil type, the land evaluation component considers slope, the agricultural capability class, and soil productivity.

Figure 1 and Table 1 depict the land evaluation ratings for agricultural soils in the Town of Grafton and Ozaukee County.

Existing Agricultural Land

In 2000, the Southeastern Wisconsin Regional Planning Commission (SEWRPC) identified 4,856 total acres of existing agricultural lands as part of their land use inventory for the Town of Grafton. This land use inventory included cultivated lands, pasture lands and unused agricultural lands, orchards and nurseries, farm buildings, and non-residential farm buildings.

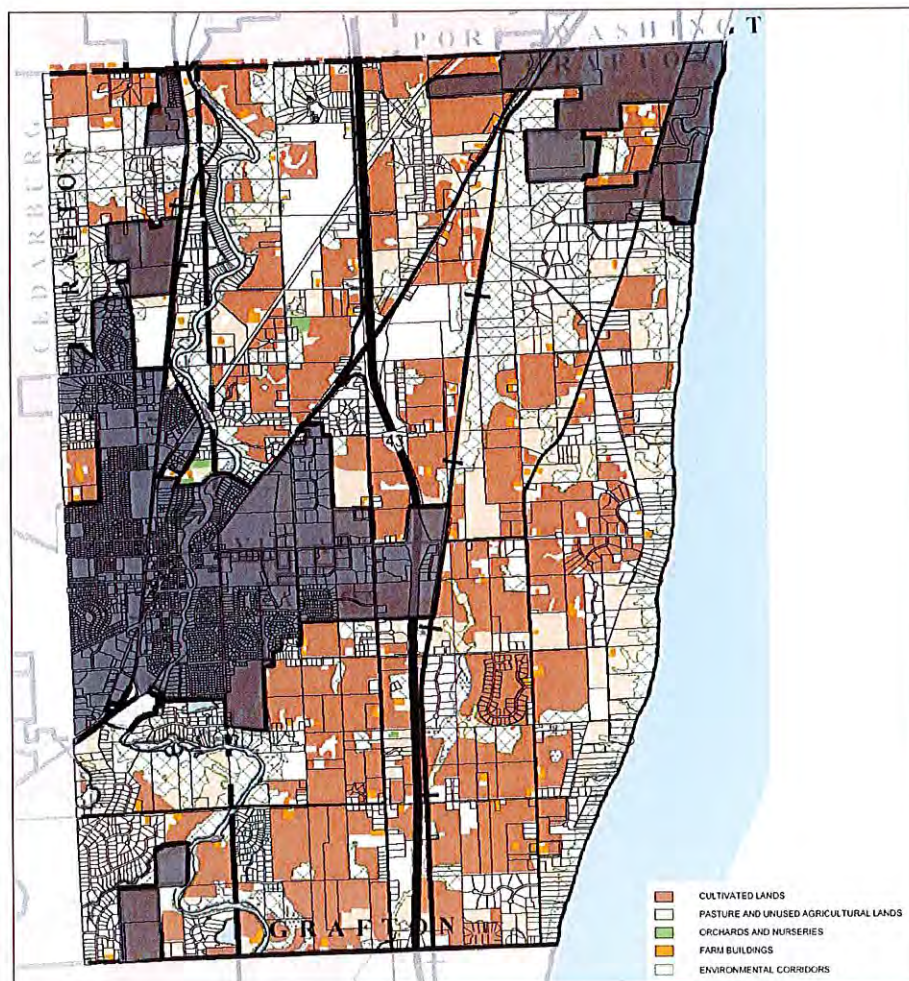


FIGURE 2: Existing Agricultural Lands in Ozaukee County: 2000.
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

TABLE 1: Land Evaluation Rating for Agricultural Lands in Ozaukee County.

Local Government	95-100 (acres)	90-94.9 (acres)	85-89.9 (acres)	80-84.9 (acres)	75-79.9 (acres)	70-74.9 (acres)	60-69.9 (acres)	> 60 (acres)
City of Mequon	6,808	12,282	3,685	835	305	101	2,786	2,976
Town of Belgium	566	15,203	224	1,441	772	320	1,469	2,418
Town of Cedarburg	2,877	5,226	1,876	1,750	587	519	2,637	2,685
Town of Fredonia	2,205	7,684	735	1,964	168	1,312	3,457	4,304
Town of Grafton	82	5,818	240	343	271	185	1,377	1,214
Town of Port Washington	64	8,052	27	484	76	118	1,201	1,511
Town of Saukville	1,653	4,522	828	1,859	472	2,826	3,805	4,608
Town of Framington	8	52	219	143	527	84	63	522
Town of Trenton	9	106	592	805	1,128	129	694	2,476
Other Cities and Villages	551	6,407	988	1,468	468	119	2,241	2,998
Ozaukee County	14,833	65,352	9,414	11,092	4,775	5,713	19,730	25,712

Source: NRCS and SEWRPC.

TABLE 2: Existing Agricultural Lands in Ozaukee County: 2000.

Local Government	Cultivated Lands (acres)	Pasture Land and Unused Agricultural Land (acres)	Orchards and Nurseries (acres)	Farm Buildings (acres)	Total (acres)
City of Mequon	7,070	3,795	873	226	11,964
Town of Belgium	17,231	751	240	305	18,527
Town of Cedarburg	6,650	1,663	306	256	8,875
Town of Fredonia	13,609	974	48	205	14,836
Town of Grafton	3,849	3,079	20	108	4,856
Town of Port Washington	8,123	237	23	142	8,525
Town of Saukville	8,940	1,764	122	276	11,103
Town of Framington	968	133	0	27	1,148
Town of Trenton	2,826	420	0	68	3,314
Other Cities and Villages	2,689	341	6	37	3,073
Total	71,755	11,181	1,638	1,711	86,285

Source: SEWRPC.

TABLE 3: Agricultural Production in Ozaukee County: 2002.

Crop	Ozaukee County *							State of Wisconsin	
	Land Area 2002 (acres)	Land Area 1999 (acres)	Change 1999- 2002 (acres)	Percent Change 1999-2002	Land Area 1990 (acres)	Change 1990- 1999 (acres)	Percent Change 1990-1999	Percent Change 1999-2002	Percent Change 1990-1999
Corn	19,900	16,700	3,200	19.0	22,200	-5,500	-25.0	5.0	-3.0
Forage	15,200	17,800	-2,600	-15.0	21,400	-3,600	-17.0	-17.0	-11.0
Soy	9,100	9,500	-400	-4.0	3,000	6,500	217.0	17.0	202.0
Small Grains	6,400	6,400	0	0.0	12,100	-5,700	-47.0	6.0	50.0
Total	50,600	50,400	200	0.4	58,700	-8,300	-14.0	3.0	-1.0

* Includes Ozaukee County only.

Source: U.S. Census Bureau, USDA National Agricultural Statistics Service, and SEWRPC.

TABLE 4: Agricultural Trends in Ozaukee County: 1976-2005

Variable	1976	1986	1996	1998	2002	2005
Total Number of Farms	660	510	550	560	533	N/A
Number of Dairy Farms	255	190	110	98	81	77
Number of Dairy Cows	9,900	11,200	9,300	9,100	9,000	8,800
Land in Farms (Acres)	106,500	88,000	86,000	85,000	75,467	71,755
Price per Acre (Average Land Sale)	\$1,500	\$1,774	\$2,215	\$2,288	\$6,602	\$14,415
Total Number of Cattle	N/A	N/A	20,000	19,000	19,000	20,000

Note: N/A indicates the Data is Not Available.

Source: Ozaukee County and SEWRPC.

TABLE 5: Agricultural Products Produced by Ozaukee County Farms: 2002

Agricultural Products	Number of Farms	Percent
Livestock & Poultry - Cattle and Calves	172	37.3
Livestock & Poultry - Hogs and Pigs	10	1.9
Livestock & Poultry - Sheep and Lambs	20	3.8
Livestock & Poultry - Chickens (Egg Production)	17	3.7
Crops - Corn for Grain	150	28.1
Crops - Corn for Silage or Greenchop	104	19.5
Crops - Wheat for Grain	87	16.3
Crops - Oats for Grain	91	17.1
Crops - Barely for Grain	15	2.8
Crops - Sorghum for Silage or Greenchop	3	0.6
Crops - Soybeans	118	22.1
Crops - Potatoes	9	1.7
Crops - Forage	218	40.9
Crops - Vegetables	59	11.1
Crops - Orchards	1b	0.8
Total	1088 ²	204.2 ²

^a Includes Ozaukee County only.

^b There were 533 farms in Ozaukee County in 2002. The number of farms total is greater than 533 and the percent total is greater than 100.0 because many farms produce more than one agricultural product.

Sources: U.S. Census Bureau, USDA National Agricultural Statistics Service, and SEWRPC.

TABLE 6: Farms in Ozaukee County and Wisconsin by Value of Agricultural Product Sales: 2007

Value of Sales	Ozaukee County ^a		State of Wisconsin	
	Number	Percent	Number	Percent
Less than \$2,500	226	32.4	30,491	39.5
\$2,500 to \$4,999	35	6.6	5,389	7.0
\$5,000 to \$9,999	33	6.2	5,758	7.5
\$10,000 to \$24,999	62	11.6	8,362	10.8
\$25,000 to \$49,999	33	6.2	5,929	7.7
\$50,000 to \$99,999	31	5.8	7,242	9.4
\$100,000 or More	113	21.2	13,930	18.1
Total	533	100.0	77,131	100.0

^a Gross Sales of Agricultural Products Produced per Farm (Before Taxes and Expenses).

^b Includes Ozaukee County only.

Sources: U.S. Census Bureau, USDA National Agricultural Statistics Service, and SEWRPC.

TABLE 7: Farm Size in Ozaukee County and Wisconsin: 2002

Size (acres)	Ozaukee County ^a		State of Wisconsin	
	Number	Percent	Number	Percent
Less Than 10 Acres	59	11.1	4,141	5.4
10 to 49 Acres	164	30.8	17,152	22.2
50 to 179 Acres	169	31.7	29,458	38.2
180 to 499 Acres	118	22.1	20,021	25.9
500 to 999 Acres	17	3.2	4,465	5.8
1,000 Acres or More	6	1.1	1,894	2.5
Total	533	100.0	77,131	100.0

^a Includes Ozaukee County only.

Sources: U.S. Census Bureau, USDA National Agricultural Statistics Service, and SEWRPC.

Figure 2 and Table 2 depict the existing agricultural lands in the Town of Grafton and Ozaukee County.

Agricultural Production

Ozaukee County farms produce an array of agricultural products including many varieties of crops and livestock. Among the most prominent of these agricultural products are corn, forage (hay, grass silage, and greenchop), soybeans, small grains, and dairy products. As Table 3 illustrates, from 1999 to 2002, the land area for the production of corn has increased by 3,200 acres, while the land area for forage, soy, and small grains has decreased.

In addition to crop agricultural activity, there is a significant livestock agricultural activity in Ozaukee County. The most prevalent livestock activity in the County is dairy farming.

As Table 4 illustrates, there were 533 farms in Ozaukee County in 2002. Of those 533 farms, 81 were dairy farms. These 81 dairy farms boarded 9,000 dairy cows (an average of 103 dairy cows per herd). These dairy farms produced 166,500,000 pounds of dairy products or 18,500 pounds per cow in 2002. This was a 13% increase in the County from 1999 to 2002.

Table 5 depicts the different agricultural products raised and grown in Ozaukee County and the number of farms involved in producing each agricultural product. It should be noted that individual farms in the County have diversified crops and livestock.

Agricultural Revenue

In 2002, Ozaukee County farms combined to produce agricultural products with a market value of \$38,323,000 consisting of \$14,471,000 in crops and \$23,852,000 in livestock. The average farm in the County produced agricultural products with a market value of \$71,901. Farms across the State combined to produce agricultural products with a market value of \$5,623,275,000 in 2002. The average farm in the

State produced agricultural products with a market value of \$72,906.

The average net income from farm operation in the County in 2002 was \$20,616, compared to an average of \$17,946 for the State. Farming was the principal occupation for the farm operator on 302 farms (57%) in Ozaukee County. Farming was the principal occupation for the farm operator on approximately 59% of farms in the State.

Table 6 illustrates the sales of agricultural products for Ozaukee County farms in 2002.

Number and Size of Agricultural Farms

In 2002 there were 533 farms in Ozaukee County. Table 7 illustrates the number of farms by size category in Ozaukee County and the State of Wisconsin. The average farm size in the County was 142 acres in 2002, while the median farm size was 79 acres. This compares to 204 acres (average farm size) and 140 acres (median farm size), for farms in the State (refer to Table 7).

As indicated in Table 4, the total number of farms in the County has steadily decreased over the past 30 years, while the number of livestock has remained almost the same. This trend indicates that the number or size of buildings on farms has been increased to accommodate larger herds. The loss of agricultural land to increasing development is also indicated by the significant increase in the average sale price per acre of agricultural land in the County over the past 30 years.

Agricultural Farms Enrolled in State and Federal Preservation Programs

There are a number of Federal and State conservation programs that have been created to help protect farmland and related rural land. The programs include the Conservation Reserve Program (CRP), Conservation Reserve Enhancement Program (CREP),

Wetland Reserve Program (WRP), and Wisconsin Farmland Preservation Program (FPP).

Table 8 identifies farms enrolled in State and Federal conservation programs for the Town of Grafton and Ozaukee County.

NATURAL RESOURCES

The landforms and physical features of the Town of Grafton and Ozaukee County are important determinants of regional growth and development. The physical geography of an area must be considered in land use, transportation, and utility and community facility planning and development. Additionally, physical features contribute to the natural beauty and overall quality of life in an area. The Town of Grafton and Ozaukee County lie on the western shore of Lake Michigan and directly east of a major subcontinental divide between the Mississippi River and the Great Lakes – St. Lawrence River drainage basins.

Topographic Features

Glaciation has largely determined the topography and soils of the Town of Grafton and Ozaukee County. Elevations in Ozaukee County range from 580 feet above sea level (Town of Belgium) to 988 feet above sea level (Town of Cedarburg). The Town of Grafton is 709 feet above sea level. In general, the topography of the Town of Grafton and Ozaukee County is relatively level to gently rolling in some areas, with low lying areas associated with streams and wetlands. The nature of the Lake Michigan shoreline in the County is generally characterized by areas of steep slopes, including bluffs and several ravines.

There is evidence of four major stages of glaciation in Ozaukee County. The last and most influential in terms of present topography was the Wisconsin stage, which ended in the State about 11,000 years ago. Most of the County is covered with glacial deposits ranging from large boulders to fine grain clays such as silty clay loam till, loam to clay loam, and organic mucky peat.

TABLE 8: Farms Enrolled in State and Federal Farmland Preservation Programs in Ozaukee County: 2005.

U.S. Public Land Survey Township	State Program		Federal Programs *				
	Farmland Preservation Program (FPP) ¹		Conservation Reserve Program (CRP)				Wetland Reserve Program (WRP)
	Parcels	Acres	Parcels	Acres	Parcels	Acres	
Belgium			21	2403	1	30	2
Cedarburg			12	535	0	0	0
Fredonia			16	1156	2	31	2
Grafton			9	464	0	0	0
Port Washington			8	461	2	60	0
Saukville			7	535	0	0	0
City of Mequon			7	338	0	0	0
Total			80	5692	5	121	4

* The Farm Service Agency has Refused to Release CRP, CREP, and WRP Contract and Acreage Data for the Washington County Portion of the Planning Area.

¹ Farmland Preservation Program Acreage Totals per Township as of 2000 are Currently Under Preparation.

Source: Ozaukee County and SEWRPC.

TABLE 9: Potential Sources of Sand and Gravel in Ozaukee County.

Local Government	Sands (acres)	Gravel (acres)
City of Mequon	2,403	1,346
City of Port Washington	613	478
Village of Belgium	15	7
Village of Fredonia	188	140
Village of Grafton	245	152
Village of Newburg	378	363
Village of Saukville	625	520
Village of Thiensville	244	23
Town of Belgium	1,722	687
Town of Cedarburg	2,926	1,590
Town of Fredonia	3,464	2,430
Town of Grafton	889	627
Town of Port Washington	786	485
Town of Saukville	5,035	3,726
Town of Framington	792	786
Town of Trenton	3,191	3,008
Ozaukee County Planning Area ²	23,752	16,482

² Includes Data for the City of Cedarburg.

Source: SEWRPC.

Geology

The bedrock formations underlying Ozaukee County consist of the Milwaukee Formation and Niagara Dolomite. The Milwaukee Formation includes shale, shale limestone, and dolomite. It is approximately 130 feet thick and is found in the eastern portion of the County along Lake Michigan. Niagara Dolomite is approximately 100 feet thick and is found in the central and western portions of the County.

Also located in the Town of Grafton (Section 25) is the Milwaukee River-Grafton Outcrops and Lime Kiln Park. This significant, 57-acre geologic site is an undisturbed, 40-foot-high rock outcrop along the Milwaukee River, containing the best and most extensive exposures of Silurian Racine Dolomite in the region. Historically, this site has been used for scientific research.

Lake Michigan Bluff and Ravine Areas

Shoreline erosion and bluff stability conditions are important considerations in planning for the protection and sound development and redevelopment of lands located along Lake Michigan. These conditions can change over time because they are related to changes in climate, water level, the geometry of the near shore areas, the extent and condition of shore protection measures, the type and extent of vegetation, and the type of land uses in shoreland areas.

There are approximately 25 linear miles of Lake Michigan shoreline in Ozaukee County. Of the 25 linear miles of shoreline, six are in the Town of Grafton. The Lake Michigan shoreline contains areas of substantial bluffs with heights of up to 140 feet; areas of gently rolling beaches with widths of up to 150 feet; and areas of low sand dune ridges and swales.

Nonmetallic Mineral Resources

Nonmetallic minerals include crushed stone (gravel), dimension stone, and sand. Nonmetallic mines (quarries) provide sand and stone for transportation facilities and buildings. Nonmetallic minerals are important economic resources that should be taken

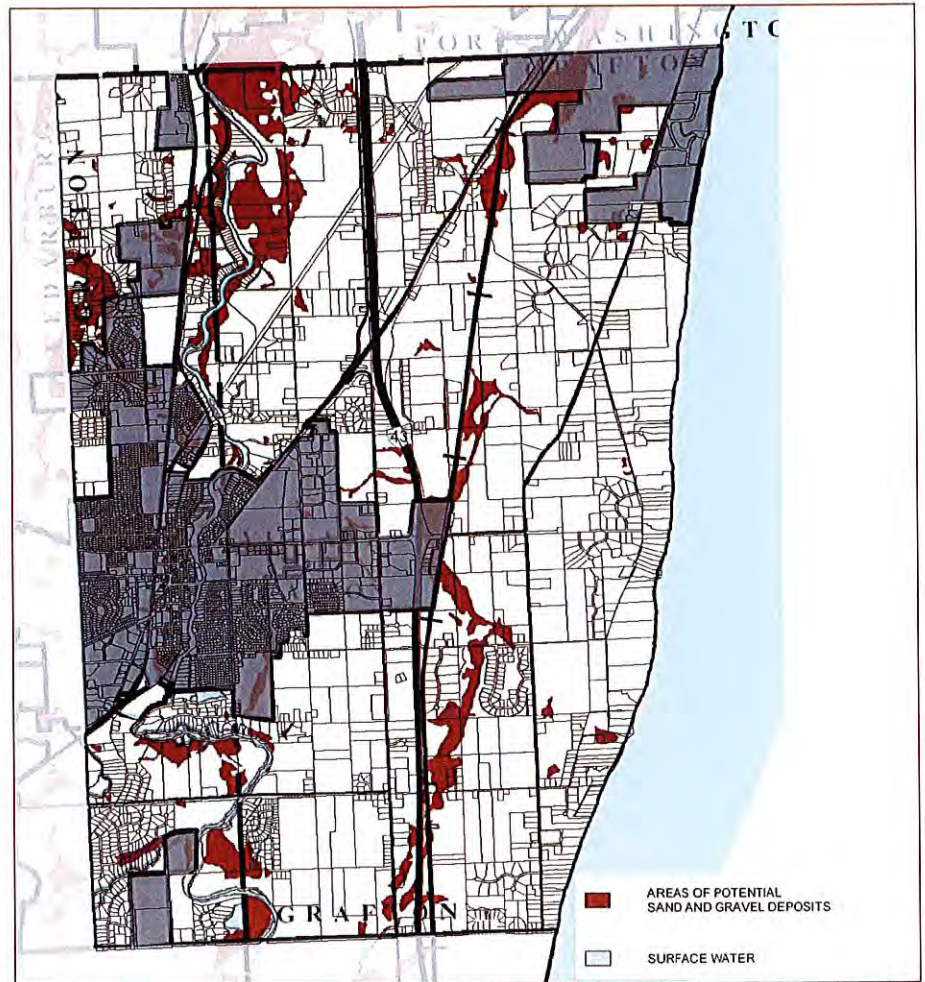


FIGURE 3: Potential Sources of Sand and Gravel in Ozaukee County.

Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; Natural Resources Conservation Service; SEWRPC.

into careful consideration whenever land is being considered for development. Mineral resources, like other natural resources, occur where nature put them, which is not always convenient or locally desirable. If an adequate supply of stone and sand is desired for the future, wise management of nonmetallic mineral resources is important.

Areas Suitable for Sand and Gravel Extraction

Figure 3 illustrates areas possibly containing commercially workable amounts of sand and gravel, with the largest concentrations in the western portion of the County and along the Milwaukee River. Table 9 depicts the potential sources of sand and gravel, in acres, for the Town of Grafton and Ozaukee County.

Existing Nonmetallic Mining Sites and Registered Sites

There are 21 nonmetallic mining operations encompassing about 479 acres in Ozaukee County. Each mining operation may include a combination of active mining sites, future mining sites, proposed mining sites, reclaimed mining sites, and unreclaimed mining sites. As the inventory of agricultural, natural, and cultural resources provided by Ozaukee County and SEWRPC illustrates, active mining sites include about 216 acres, future mining sites include 17 acres, proposed mining sites include 39 acres, reclaimed mining sites include 94 acres, and unreclaimed mining sites include 113 acres.

According to the inventory provided by Ozaukee County and SEWRPC, the Town of Grafton has two nonmetallic mining sites. The Tillman Pit encompasses 11.5 acres of active mining, 3.2 acres of proposed mining, 1.1 acres of reclaimed mining, and 1.3 acres of unreclaimed mining, for a total of 17.1 acres. The Denow Pit, which is identified as a historic pit, encompasses 30.1 acres of unreclaimed mining.

Water Resources

Water resources such as lakes, streams and their associated floodplains, and groundwater form an

important element of the natural resource base for Ozaukee County. The contribution of these resources is immeasurable to economic development, recreational activity, and aesthetic quality of the Town of Grafton and Ozaukee County.

Watersheds

Ozaukee County encompasses five major watersheds and an area that drains directly into Lake Michigan. All of the watersheds are part of the Great Lakes-St. Lawrence River drainage system. The major watersheds include the Milwaukee River watershed, Sauk Creek watershed, Menomonee River watershed, Sheboygan River watershed, and Sucker Creek watershed. A majority of Ozaukee County is located in the Milwaukee River watershed.

Furthermore, since Ozaukee County is located entirely east of the subcontinental divide that separates the Mississippi River and the Great Lakes-St. Lawrence River drainage basin, local governments within Ozaukee County are not subject to limitations on the use of Lake Michigan water that affect areas west of the divide.

Surface Water Resources

Surface water resources consist of streams, rivers, lakes, and associated floodplains and shorelands. Lakes, rivers, and streams constitute a focal point for water-related recreation activities and greatly enhance the aesthetic quality of the environment. However, lakes, rivers, and streams are readily susceptible to degradation through improper land development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads from manufacturing and improperly located onsite waste treatment systems; sanitary sewer overflows; urban runoff, including runoff from construction sites; and careless agricultural practices. The water quality of surface waters may also be adversely affected by the excessive development of riparian areas and inappropriate filling of peripheral wetlands. This adds new sources of undesirable nutrients and sediment,

while removing needed areas for trapping nutrients and sediments. Surface waters, illustrated on Figure 4 cover an area of 2,280 acres, or about 1%, of Ozaukee County.

Floodplains

Floodplains are the wide, gently sloping areas usually lying on both sides of a river or stream channel. The flow of a river onto its floodplain is a normal phenomenon and, in the absence of flood control, can be expected to occur periodically. For planning and regulatory purposes, floodplains are defined as those areas subject to inundation by the 100-year interval flood event.

Floodplains in the Town of Grafton and Ozaukee County were identified as part of the Ozaukee County Flood Insurance Study (FIS). Subsequent to adoption of the FIS, detailed floodplain studies were conducted for Cedar Creek and a portion of Ulao Creek. Floodplain delineations developed as part of the FIS and the Cedar Creek and Ulao Creek detailed studies are illustrated on Figure 4.

Shorelands

Shorelands are defined by the Wisconsin Statutes as lands within the following distances from the ordinary high water mark of navigable waters: 1000 feet from a lake, pond, or flowage; and 300 feet from a river or stream, or to the landward side of the floodplain, whichever distance is greater. Additional ordinances in Ozaukee County restrict removal of vegetation and other activities in shoreland areas and require most structures to be set back a minimum of 75 feet from navigable waters. Areas affected by shoreland regulations are illustrated on Figure 5 for the Town of Grafton and Ozaukee County.

Wetlands

Wetlands are defined as areas that are inundated or saturated by surface or groundwater at a frequency and duration that is sufficient to support a prevalence of vegetation typically adopted for life in saturated

soil conditions. As illustrated on Figure 4, wetlands occur in depressions, near the bottom of slopes, along lakeshores and stream banks, and on land areas that are poorly drained. Wetlands are generally unsuited or poorly suited for most agricultural or urban development purposes.

Groundwater Resources

Ozaukee County has seen an increase in overall water consumption and groundwater consumption in recent decades. Total water consumption increased 15% (gallons per day) between 1979 and 1995. Groundwater consumption in Ozaukee County increased 14% (gallons per day) between 1979 and 1995. Over 84% of the total water used per day by Ozaukee County was groundwater in 1995.

A regional groundwater report prepared by SEWRPC indicates that there is an adequate supply of groundwater in the shallow aquifer of Ozaukee County and the Region as a whole. The shallow aquifer is the source of water for most wells in the Town of Grafton and Ozaukee County.

A critical factor to maintaining a high quality groundwater supply is determining which areas of the Town of Grafton and Ozaukee County are most vulnerable to groundwater contamination. Land use planning can be used to steer incompatible uses away from these areas once they have been identified.

Woodlands

With good planning practices, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air, water, and regulating surface water runoff, woodlands help maintain a diversity of plant and animal life. The destruction of woodlands, can contribute to excessive stormwater runoff, siltation of lakes and streams, and loss of wildlife habitat.

Figure 6 identifies the woodland areas for the Town of Grafton and Ozaukee County. For the purpose of this Comprehensive Plan, woodlands are defined as

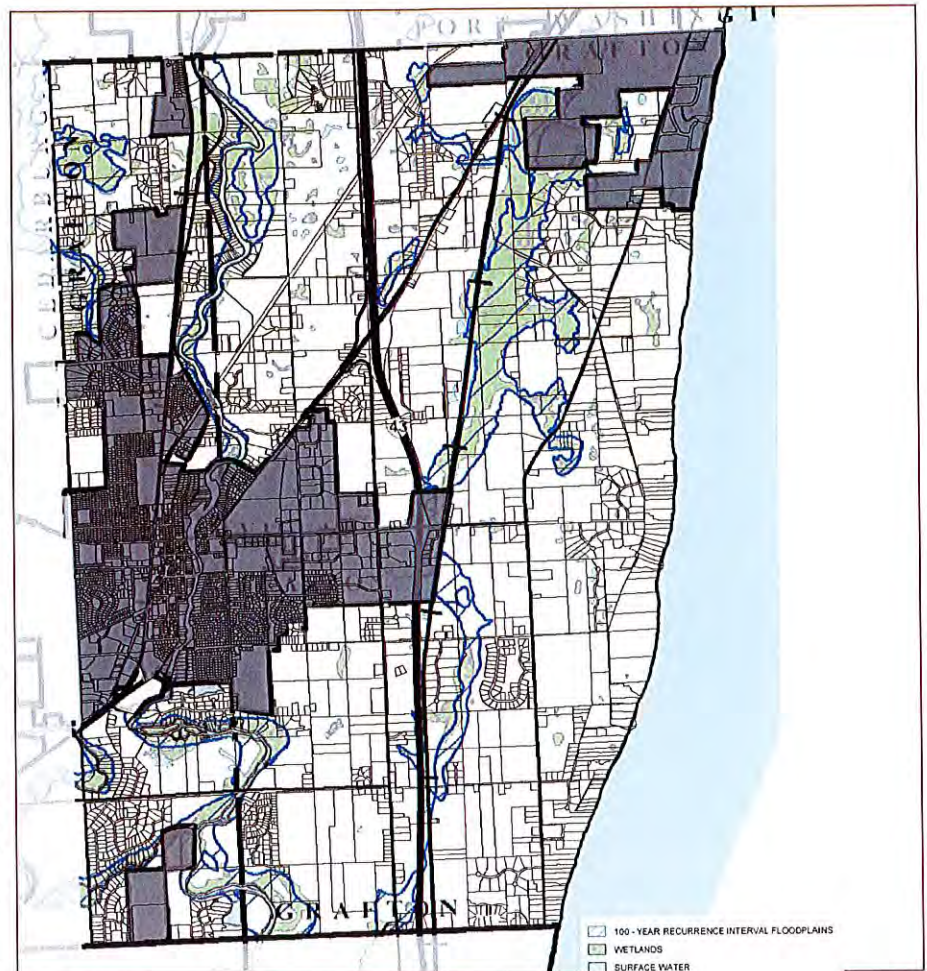


FIGURE 4: Surface Waters, Wetlands, and Floodplains in Ozaukee County.

Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; Federal Emergency Management Agency, Wisconsin Department of Natural Resources and SEWRPC.

upland areas of one acre or more in area, having 17 or more trees per acre (each measuring 4 inches in diameter and 4.5 feet above the ground), and having a canopy coverage of 50% or greater.

Natural Areas

Natural areas are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. Natural areas are classified into one of three categories: NA-1 (statewide or greater significance), NA-2 (county-wide or regional significance), and NA-3 (local significance). Consideration on an area for one of these classification is based on the diversity of plant and animal species and community type present, the structure and integrity of the native plant or animal community, the uniqueness of the natural features, the size of the site, and the educational value.

Figure 7 identifies natural areas in Ozaukee County. The natural areas within the Town of Grafton include: Kurtz Woods State Natural Area (NA-1), Grafton Woods (NA-3), and Lions Den Gorge (NA-3). These natural areas encompass a total of 108 acres of natural areas in the Town of Grafton. The Town supports the continued preservation of these areas and the Ulao Creek Conservancy, including the protection of wildlife habitats.

Critical Species Habitat and Aquatic Sites

Critical species habitat sites consist of areas outside natural areas which are important for their ability to support rare, threatened, or endangered plant or animal species. Such areas identified as "critical" habitat are considered to be important to the survival of a particular species or group of species of special concern. There are 7 critical habitat sites within Ozaukee County which encompass approximately 294

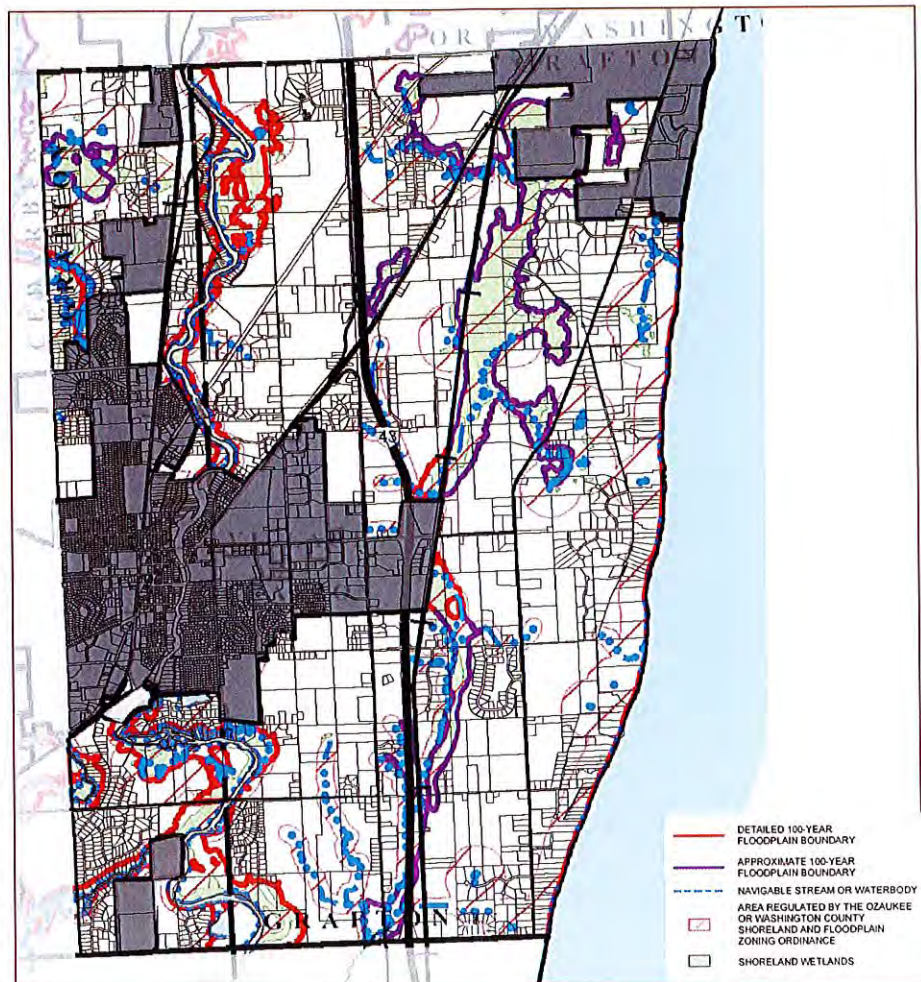


FIGURE 5: Shoreland and Floodplain Zoning in Unincorporated Areas in Ozaukee County: 2005.

Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

acres. However, these sites are not located in the Town of Grafton.

There are also 30 aquatic sites that support threatened or rare fish, reptile, or mussel species in Ozaukee County. In the Town of Grafton, the Milwaukee River is identified as a critical aquatic habitat site for several fish species, including but not limited to, the striped shiner.

Environmental Corridors and Isolated Natural Resource Areas

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in which concentrations of the best remaining elements of the natural resources occur. It has been recognized that preservation of these areas is essential to both the maintenance of the overall environmental quality of the region and to the continued provision of the amenities required to maintain a high quality of life for residents.

Seven elements of the natural resources are considered essential to the maintenance of the ecological balance and the overall quality of life in the Region, and served as the basis for identifying the environmental corridor network.

These seven elements are:

- Lakes, rivers, streams, and associated shorelands and floodplains
- Wetlands
- Prairies
- Wildlife habitat areas
- Wet, poorly drained, and organic soils
- Rugged terrain and high relief topography

In addition, there are certain features which are closely related to the natural resources and were used to identify areas with recreational, aesthetic, ecological, and natural value. These features include existing

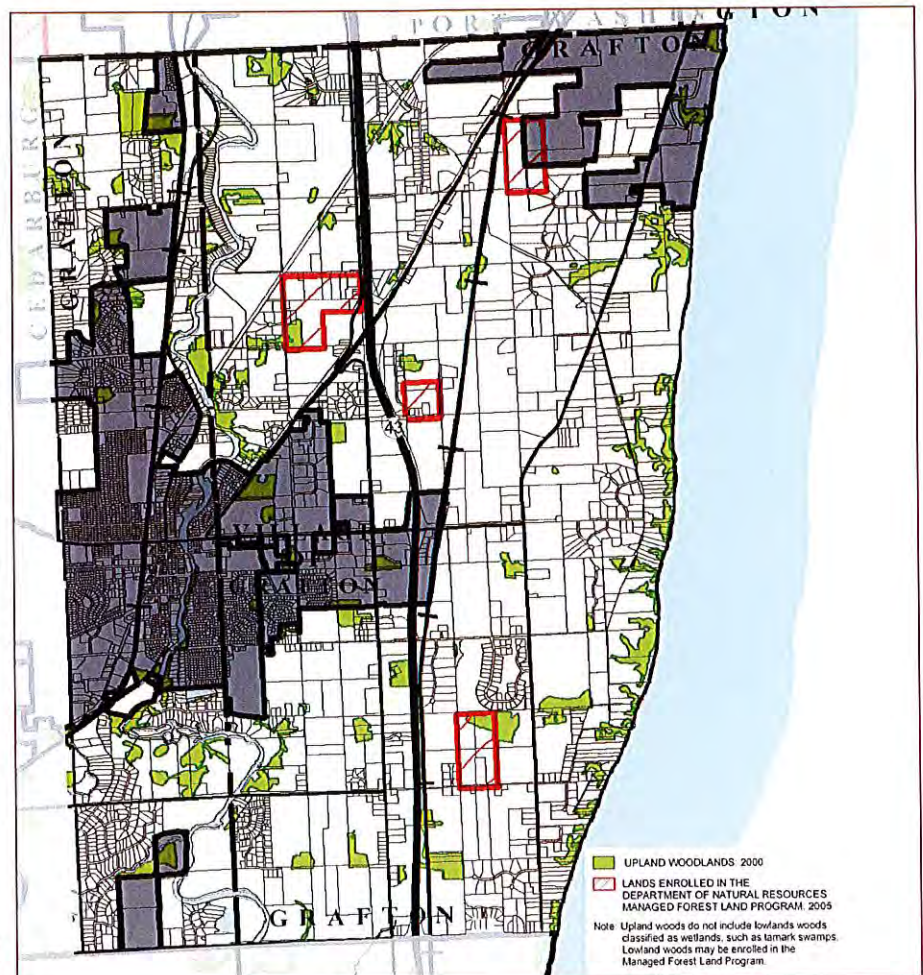


FIGURE 6: Woodlands and Managed Forest Lands in Ozaukee County.

Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

park and open space sites, potential park and open space sites, historic sites, scenic areas and vistas, and natural areas.

Figure 8 identifies the environmental corridors and isolated natural resource areas for the Town of Grafton and Ozaukee County.

Primary environmental corridors include a wide variety of most important natural resources and are at least 400 acres in size, two miles long, and 200 feet wide. Secondary environmental corridors serve to link primary environmental corridors; no minimum area or length criteria apply. Secondary environmental corridors that do not connect primary environmental corridors must be at least 100 acres in size and one mile long. An isolated natural resource area is a concentration of natural resource features, encompassing at least five acres but not large enough to meet the size or length criteria for primary or secondary environmental corridors.

The importance of maintaining the integrity of the remaining environmental corridors and isolated natural resource areas is apparent. The preservation of environmental corridors and isolated natural resource areas as natural open areas can assist in flood-flow attenuation, water pollution abatement, noise pollution abatement, and maintenance of air quality. Corridor preservation is also important to the movement of wildlife and for the movement and dispersal of seeds for a variety of plant species.

Park and Open Space Sites

Park and open space sites and related topics will be addressed as part of the Utilities and Community Facilities element of the Town of Grafton's Comprehensive Plan.

CULTURAL RESOURCES

Cultural resources encompass historic buildings, structures, and sites, and archeological sites. Cultural resources help to provide Ozaukee County, the Town of

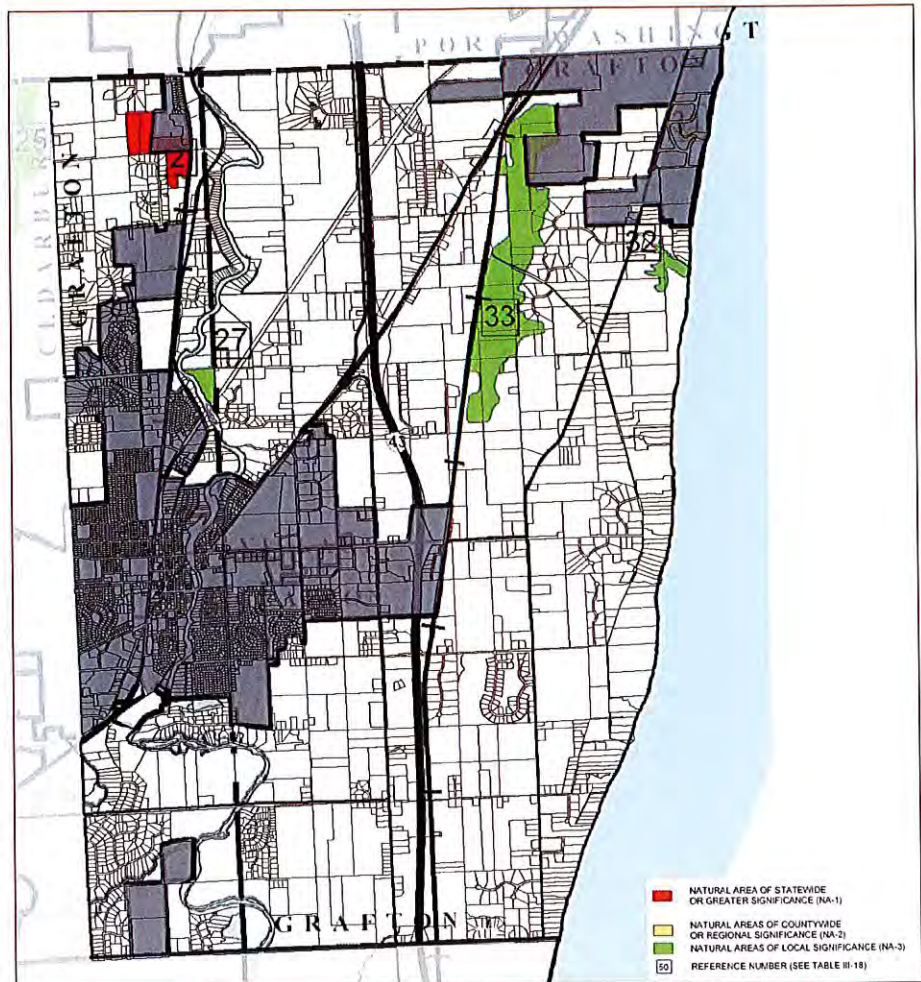


FIGURE 7: Natural Areas in Ozaukee County: 1994.

Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

Grafton, and each distinct community with a sense of heritage, identity, and civic pride.

The Town of Grafton does not have any cultural, historical, or archaeological resources that are listed on the National or State Historic Register at this time.

With few physical remains, however, the Town of Grafton is poignant, rich, and varied when it comes to the history of Ulao. A descriptive history of the Town of Grafton can be read in the Issues and Opportunities element of the Town of Grafton's Comprehensive Plan.

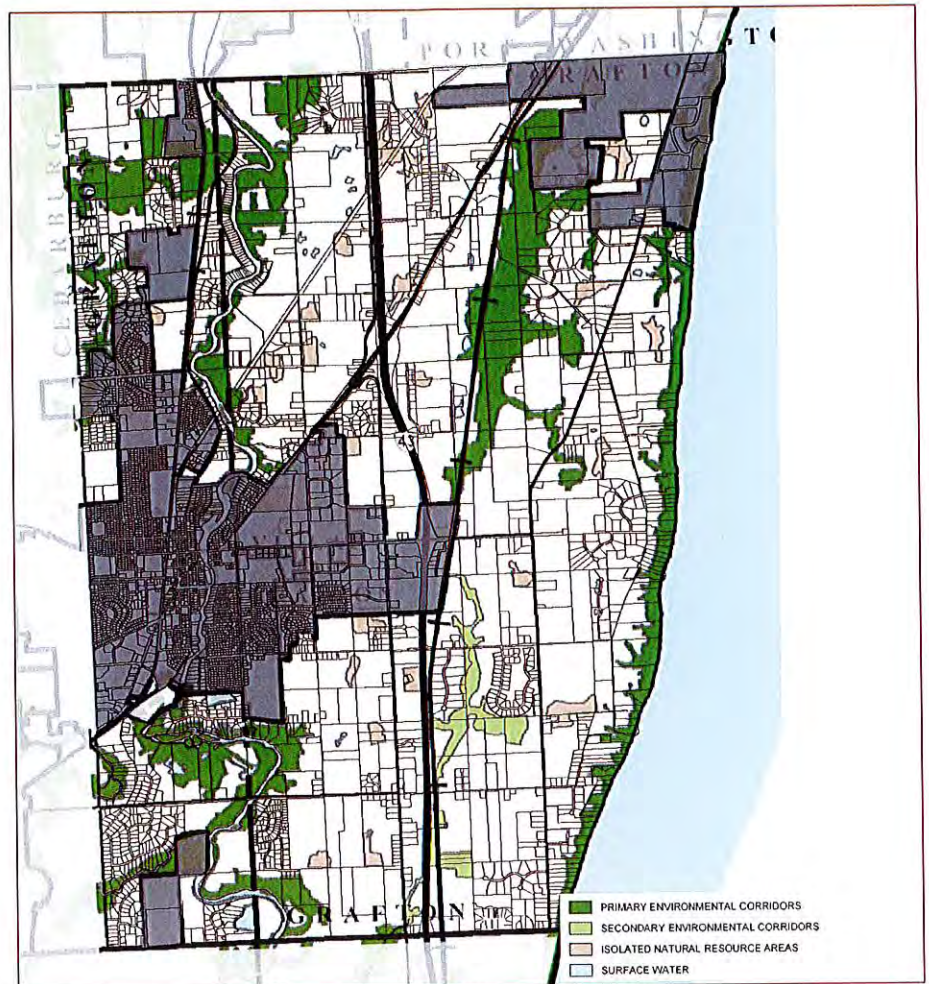


FIGURE 8: Environmental Corridors and Isolated Natural Resource Areas in Ozaukee County: 2000.
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

**AGRICULTURAL, NATURAL, AND CULTURAL
RESOURCES GOALS, OBJECTIVES, AND POLICIES**

Goal

Maintain and protect the Town of Grafton's unique rural character and identity.

Objective

Preserve and maintain significant cultural features, natural areas, and environmental corridors.

Policies

Explore the use of program to allow the transfer of development rights (TDR) and the purchase of development rights (PDR) for significant cultural features, natural areas, and environmental corridors.

Encourage deed restrictions on unique/sensitive areas as part of new development or redevelopment to preserve open space.

Promote Managed Forest Law (MFL) or similar programs as incentives to encourage the sustainability of woodlands in the Town of Grafton.

Promote the implementation of a Tree Preservation Ordinance for the Town of Grafton.

Promote the implementation of a Park and Open Space Plan for the Town of Grafton.

Objective

Preserve scenic views and minimize views of new development from roads.

Policies

Discourage new development on hilltops and ridges and encourage significant housing setbacks from major roads.

Encourage "parkway" streetscapes along major roadways in the Town of Grafton.

Goal

Ensure the long-term continuation of agricultural and agricultural related uses in the Town.

Objective

Preserve and protect agricultural land from premature development.

Policies

Promote the use of agricultural tax incremental financing (TIFs) to maintain, attract, or expand agricultural and agricultural related uses.

Promote unique agricultural uses (i.e. forestry, tree farms, vegetable farms, equestrian facilities, etc.). The Town of Grafton should explore incentive programs to attract these types of uses.

Manage conflicts between agricultural uses and residential development.

Achieve a balance between residential development and maintaining the rural character and identity of the Town.

Authorize limited non-agricultural commercial activities that meet applicable regulations pertaining to home occupations/professional home offices, or, in the case of utilizing outbuildings, such commercial activities that are low profile in nature, be operated by the owner of the premises, employ no more than two non-resident employees, produce no light or noise, be compatible with the agricultural setting of the area, and be a commercial activity that would not be better suited to be maintained in a traditional commercial setting or business park.

Goal

Require all mineral extraction operations and utilities to be functionally and visually compatible with the predominant agricultural and rural residential uses of the Town.

Objective

Require the submission of a master land plan, mineral extraction phasing plan, and reclamation plan for future mineral extraction sites in the Town of Grafton.

Policies

Actively participate with Ozaukee County and the Wisconsin Department of Natural Resources in zoning and conditional use deliberations for the establishment, maintenance, operation, and reclamation of any existing or future mineral extraction sites.

LAND USE

LAND USE PLANNING IN RELATION TO STATE STATUTES

Section 62.23 of the Wisconsin Statutes grants cities and villages the authority to prepare and adopt local master plans or plan elements. Section 60.10(2)(c) of the Statutes gives towns the authority to prepare and adopt a local master plan under Section 62.23 provided a town adopts village powers and creates a town plan commission. All of the towns in Ozaukee County, including the Town of Grafton, have adopted village powers and created a plan commission.

In 1999, the Wisconsin Legislature enacted legislation that greatly expanded the scope and significance of comprehensive plans within the State. The law, often referred to as Wisconsin's "Smart Growth" law, provides a new framework for the development, adoption, and implementation of comprehensive plans by regional planning commissions and by county, city, village, and town units of government. The law, which is set forth in Section 66.1001 of the Wisconsin Statutes, requires that the administration of zoning, subdivision, and official mapping ordinances be consistent with a community's adopted comprehensive plan beginning on January 1, 2010.

Several of the nine comprehensive planning elements required by Section 66.1001 of the Statutes must be updated or addressed to bring existing land use or master plans into compliance with the requirements of the comprehensive planning legislation. This chapter will focus on updating the Land Use Element for the Town of Grafton.

LAND USE PLANNING IN THE REGION

The regional land use plan sets forth the fundamental concepts that are recommended to guide the development of the seven-county Southeastern Wisconsin Region. The most recent version of the plan

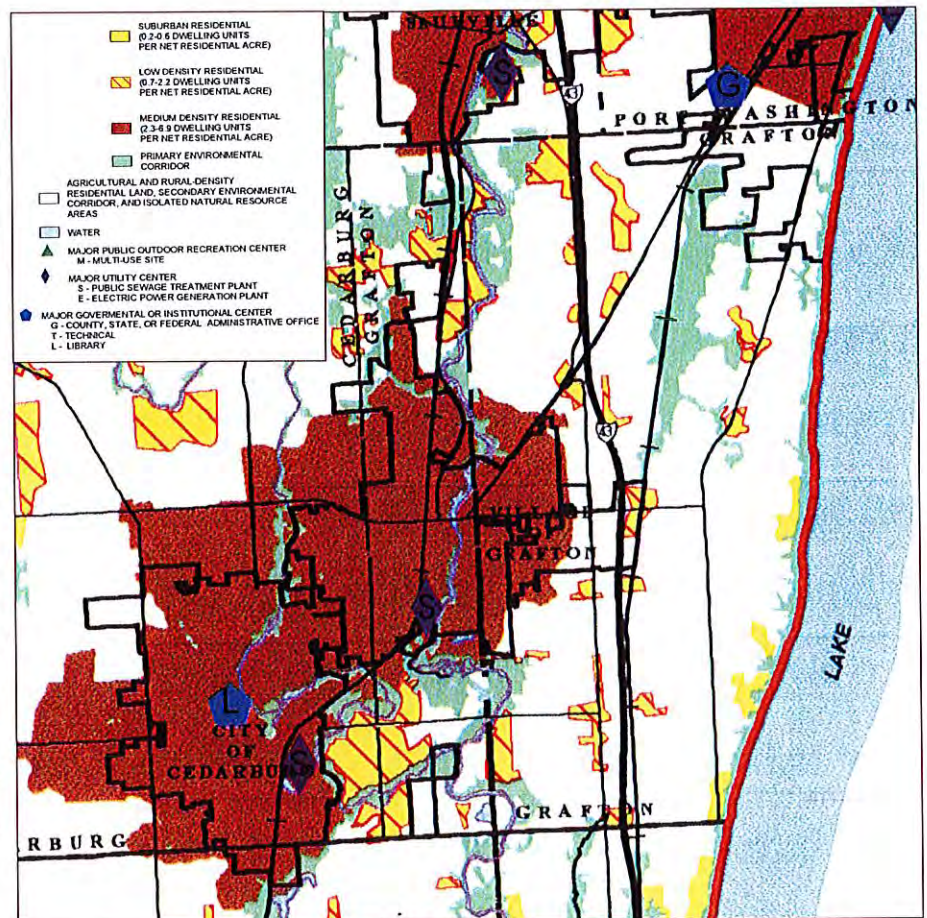


FIGURE 1: Regional Land Use Plan as it Pertains to the Ozaukee County Planning Area.
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

(A Regional Land Use Plan for Southeastern Wisconsin: 2020) was adopted by SEWRPC on December 1997. The regional land use plan map as it pertains to the Ozaukee County planning area is illustrated in Figure 1.

The key recommendations of the plan include:

Environmental Corridors

The regional land use plan recommends the preservation of natural, open uses of the remaining primary environmental corridors. Under the plan, development within primary environmental corridors should be limited to transportation and utility facilities, compatible outdoor recreational facilities, and on a limited basis, rural density housing located at the fringes of upland environmental corridor using cluster development techniques at a maximum density of one dwelling unit per five acres. The plan further recommends the preservation, to the extent practicable, of remaining secondary environmental corridors and isolated natural resource areas, as determined through county and local planning efforts.

Urban Development

The regional land use plan encourages urban development only in those areas which are covered by soils suitable for such development, which are not subject to special hazards such as flooding or erosion, and which can be readily provided with basic urban services including public sanitary sewer service.

Prime Agricultural Land

The regional land use plan recommends that prime agricultural land be preserved for long-term agricultural use and not converted to either urban development or to other forms of rural development.

Other Agricultural and Rural-Density Residential Lands

In addition to preserving prime agricultural lands and environmental corridors, the regional land use plan seeks to maintain the rural character of other lands

located outside planned urban service areas. The plan encourages continued agricultural and other open space uses in such areas. The plan seeks to limit development in such areas primarily to rural-density residential development, with an overall density of no more than one dwelling unit per five acres. Where rural residential development is accommodated, the regional plan encourages the use of conservation design, with homes grouped together on relatively small lots surrounded by permanently preserved agricultural, recreational, or natural resource areas such as woodlands, wetlands, or prairies sufficient to maintain the maximum recommended density of no more than one home per five acres.

LAND USE PLANNING IN THE TOWN OF GRAFTON

The purpose of land use planning in the Town of Grafton is to provide a description of how development will appear and what types of activities and densities are allowed. This chapter will serve as a primary tool for guiding future growth and development in the Town.

The land use element is based on standards which reflect the desires of community residents, committee members, elected officials and proven principles in community development, environmental preservation, and residential development.

Several factors of growth shall be explored regarding land use including social, economic, and physical.

- Social factors include those which give or maintain character (i.e. gathering areas, civic identity, and the "rural small town" feeling).
- Economic factors include the creation of jobs, balance of municipal expenses and revenue, and land value influenced by natural amenities and water quality.
- Physical factors include the actual development of the land (i.e. how it appears and feels, what types of development are allowed, and where development is located).

The land use element cannot be successfully implemented when only looking at the physical attributes of growth. Diverse and healthy communities grow in all three areas and a balance should be achieved to provide a quality environment for its residents. Together these factors influence one another, the current residents, and the attractiveness for new residents and businesses.

Demand for Development

One method for measuring the demand for development within a community is to examine the amount and price of land being sold. Table 1 - Table 3 compare agricultural land sales between Ozaukee County and the remaining Region. Table 1 illustrates agricultural land sales for 2004, Table 2 illustrates agricultural land sales for 1998, and Table 3 illustrates the percent change from 1998 to 2004. The middle columns in each table identify agricultural land that has been converted to other uses for development.

For agricultural land being developed, the number of transactions in 1998 was very similar to 2004; however, the number of acres sold and the average dollar per acre greatly increased. A 73% increase in the total number of acres sold is shared with a 317% increase in the overall dollars per acre.

The 73% change in agricultural land sales reveals the fact that Ozaukee County has agricultural land that is in high demand for development. This can be attributed to Ozaukee County's close proximity to the City of Milwaukee. Agricultural land proximate to the City is, in general, valued higher for development. The Town of Grafton certainly falls within this development scenario.

LAND USE PLAN - DISTRICTS

Figure 2 (Generalized Land Uses in the Town of Grafton: 2007) shows the existing land uses for the Town of Grafton per SEWRPC. The Zoning Map and Future Land Use Map are the primary planning tools that the Town of Grafton uses in its land use decision making. The Town utilizes its current Zoning Map, which is updated frequently and on file in the Town office, as its display of existing land uses.

The following descriptive standards for each district within the Town's Future Land Use Map are based on goals, objectives, and policies from all the elements of this Comprehensive Plan. The following districts and standards associated with each district are intended to guide future land use decisions in the Town. The districts are as follows:

- Residential Districts (R-1, R-2, R-3, R-Tr)
- Business Districts (B-1, B-2, BP-1, BP-2, BP-3)
- Manufacturing and Warehousing Districts (M-1, M-2)
- Agricultural/ Rural Residential District (A-2)
- Park and Recreation District (P-1)
- Port Washington Road Districts (PW, PWB-1)
- Multi-Family Residential District (RM-1)
- Residential Conservation Overlay (RCDO)
- Office District (O-1)
- Conservancy Overlay Districts (C-1, C-2)

Residential District (R-1, R-2, R-3, R-Tr)

The intent of the Town's Residential Districts is to focus on and maintain a natural/rural character and preserve and protect the scenic and traditional resources of the area. The Residential Districts are identified as R-1, R-2, R-3, & R-Tr. Densities in these districts range from 1 unit/5 acres (R-1), to 1 unit/3 acres (R-2), and 1 unit/acre or less (R-3). R-Tr is unique.

Lower density residential areas of the Town are located on the eastern side of Interstate 43 (along the lakeshore) and intend to provide for larger lots as well as lakeshore development. These sections are also focused along

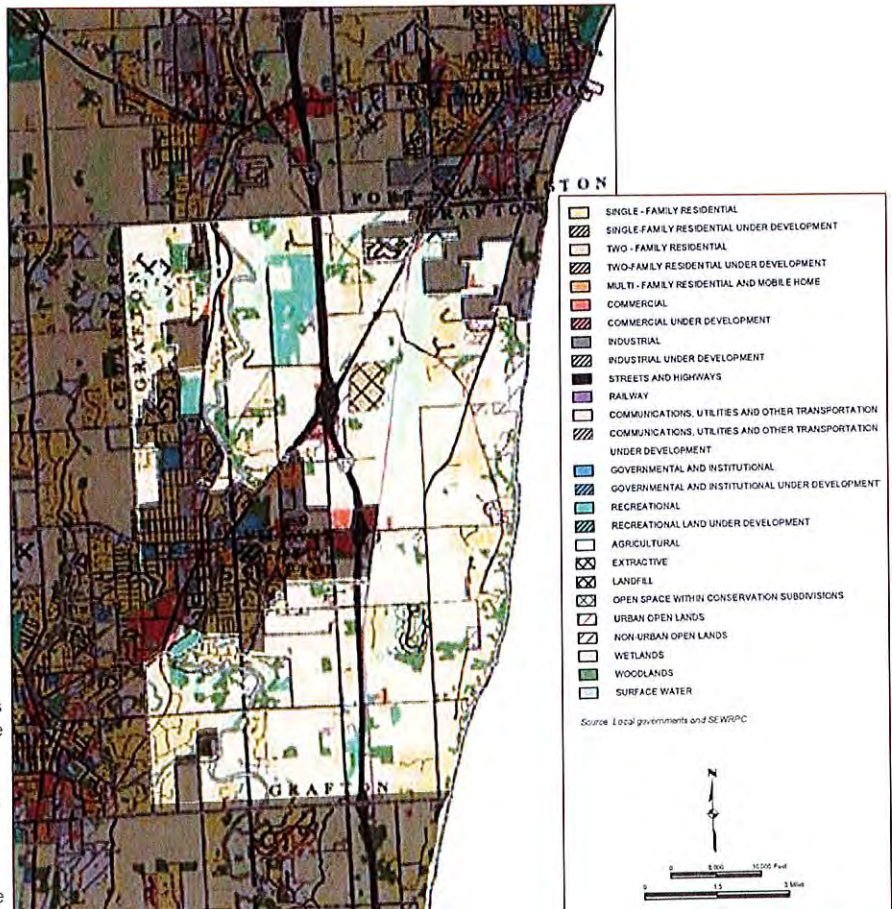


FIGURE 2: Generalized Land Uses in the Town of Grafton: 2007
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

TABLE 1: Agricultural Land Sales - Land with and without Buildings and Improvements (2004).

County	Ag. Land Continuing In Ag. Use			Ag. Land Being Diverted to Other Uses			Total of All Agricultural Land		
	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre
Ozaukee	8	541	\$5,699	11	785	\$19,733	19	1,326	\$13,817
Kenosha	15	1,016	\$11,338	7	557	\$25,070	22	1,573	\$15,756
Milwaukee	0	0	\$0	0	0	\$0	0	0	\$0
Racine	8	623	\$9,317	12	806	\$11,115	20	1,429	\$11,581
Walworth	35	4,326	\$6,777	8	680	\$14,178	43	5,006	\$7,621
Washington	9	518	\$4,857	28	1,970	\$17,721	37	2,488	\$14,494
Waukesha	6	340	\$11,923	24	1,291	\$2,783	30	1,631	\$24,215
Southeastern District	81	7,364	\$7,797	90	6,089	\$18,565	171	13,453	\$12,766

Source: Wisconsin Agricultural Statistics Service

TABLE 2: Agricultural Land Sales - Land with and without Buildings and Improvements (1998).

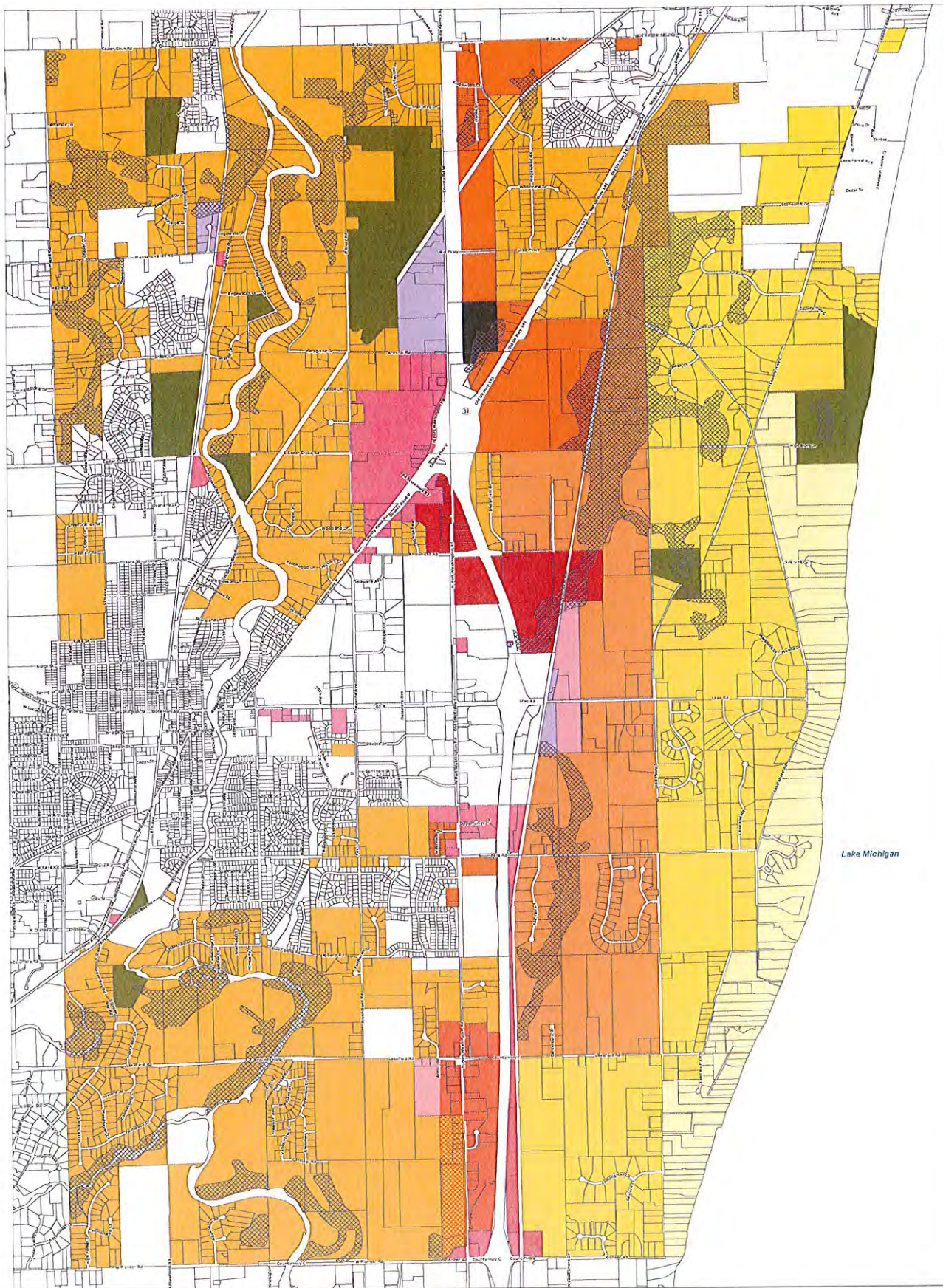
County	Ag. Land Continuing In Ag. Use			Ag. Land Being Diverted to Other Uses			Total of All Agricultural Land		
	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre
Ozaukee	8	443	\$2,625	7	325	\$3,874	15	768	\$3,312
Kenosha	14	704	\$5,606	8	444	\$1,485	22	1,148	\$9,196
Milwaukee	0	0	\$0	1	38	\$6,216	1	38	\$6,216
Racine	12	969	\$3,143	5	144	\$2,747	17	1,113	\$3,056
Walworth	43	3,257	\$3,363	13	833	\$5,089	56	4,090	\$3,670
Washington	12	705	\$3,796	7	242	\$6,163	19	947	\$4,290
Waukesha	11	616	\$4,603	14	623	\$5,566	25	1,239	\$5,037
Southeastern District	100	6,694	\$3,790	55	2,649	\$7,100	155	9,343	\$4,768

Source: Wisconsin Agricultural Statistics Service

TABLE 3: Agricultural Land Sales - Land with and without Buildings and Improvements (Change 1998 - 2004).

County	Ag. Land Continuing In Ag. Use			Ag. Land Being Diverted to Other Uses			Total of All Agricultural Land		
	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre	Number of Transactions	Acres Sold	Ave. Dollars Per Acre
Ozaukee	0%	22%	117%	57%	142%	409%	27%	75%	317%
Kenosha	1%	44%	95%	-1%	25%	1586%	0%	37%	71%
Milwaukee	0%	0%	0%	-100%	-100%	-100%	-100%	-100%	-100%
Racine	-33%	-36%	212%	140%	490%	305%	18%	28%	279%
Walworth	-19%	33%	132%	-38%	-18%	179%	-23%	22%	108%
Washington	-25%	-27%	28%	300%	714%	188%	9%	163%	236%
Waukesha	-45%	-45%	159%	71%	107%	-50%	20%	32%	381%
Southeastern District	-19%	10%	106%	64%	130%	161%	10%	44%	168%

Source: Wisconsin Agricultural Statistics Service



Town of Grafton Future Land Use Map

- | | | |
|---|---|--|
| <ul style="list-style-type: none"> □ Parcels ▨ PW Zoning Allowed After 80% of Planned PW Develops ▨ C-1: Conservancy Overlay District Comp_Plan_Amend_Future_LU ■ B-1: Business District ■ B-2: Business District | <ul style="list-style-type: none"> ■ BP-1: Business Park District ■ BP-3: Business Park District ■ C-2: Conservation District ■ M-1: Light Manufacturing and Warehousing District ■ M-2: Light Manufacturing and Warehousing District ■ O-1: Office District ■ P-1: Park and Recreation District | <ul style="list-style-type: none"> ■ PW: Port Washington Road District ■ PWB-1: Port Washington Business District ■ R-1: Residential District ■ R-2: Residential District ■ R-3: Residential District ■ R-Tr: Transitional Residential District ■ RM-1: Multi-Family Residential District |
|---|---|--|

0 0.25 0.5 1 Miles



TABLE 4: Land Use Trends.

	Town of Grafton									Ozaukee County Towns			Ozaukee County		
	1970			1980			1990			2000			2000		
	Acres	% Dev Area	% Total Area	Acres	% Dev Area	% Total Area	Acres	% Dev Area	% Total Area	Acres	% Dev Area	% Total Area	Acres	% Dev Area	% Total Area
Residential										1,201	52.1%	124%	18,938	55.0%	11.9%
Single Family										1,185	51.4%	121%	17,920	52.0%	11.2%
Two Family										NA	NA	NA	453	1.3%	0.3%
Multi Family										9	0.4%	0.1%	573	1.7%	0.4%
Mobile Home										6	0.3%	0.1%	12	NA	NA
Commercial										44	1.9%	0.5%	933	2.7%	0.6%
Industrial										35	1.5%	0.4%	978	2.9%	0.6%
Transportation										751	32.5%	7.7%	9,806	27.9%	6.0%
Arterial Street ROWs										450	19.5%	4.6%	4,021	11.7%	2.5%
Non-arterial Street ROWs										248	10.7%	2.6%	5,127	14.9%	3.2%
Railroad ROWs										53	2.3%	0.5%	458	1.3%	0.3%
Communication & Utilities										11	0.5%	0.1%	384	1.1%	0.2%
Governmental & Institutional										8	0.4%	0.1%	1,145	3.3%	0.7%
Recreational										257	11.1%	2.6%	2,456	7.1%	1.5%
Urban Subtotal										4,259	100.0%	23.8%	44,046	100.0%	21.6%
Natural Resource Areas										1,605	21.7%	16.5%	27,892	22.4%	17.6%
Woodslands										517	7.0%	5.3%	7,863	6.3%	5.0%
Wetlands										984	13.3%	13.1%	17,750	14.3%	11.2%
Surface Water										104	1.4%	1.1%	2,279	1.8%	1.4%
Agricultural										4,846	65.5%	49.9%	85,799	69.0%	54.0%
Extractive & Landfill										118	1.6%	1.2%	662	0.5%	0.4%
Open Lands										832	11.2%	8.6%	10,003	8.1%	6.4%
Nonurban Subtotal										7,401	100.0%	76.2%	124,356	100.0%	78.4%
Total										11,660	-	100.0%	168,402	-	100.0%

Source: SEWRPC

the Ulao Creek and Ulao Swamp - with the C-1, C-2, and RCDO Overlays.

Higher density residential areas of the Town are typically located on the western side of the Town or closer to the freeway. It should be noted that the Future Land Use Plan Map still allows for larger lots in that same area, as the 1 unit/acre density is simply a minimum. The R-Tr allows for a transitional district within the Village of Grafton Planning's area to offer development flexibility.

Multi-Family Residential (RM-1)

The Town of Grafton introduced a multi-family residential area in 2011 to allow for flexibility in housing options. The maximum number of units per building is outlined in the Zoning Code, along with other regulations.

Business District (B-1, B-2)

Areas of the Business District in the Town are primarily along Interstate 43, County Trunk Highway V, and State Trunk Highway 32 along with others. The intent of the Business District is to provide for the orderly and attractive clustering of retail and other compatible service uses in the Town. The uses of this district provide for a high degree of visibility and accessibility.

Typical uses in this District may include retail uses, medical uses, and special service uses compatible with the area.

Manufacturing and Warehousing District (M-1, M-2)

Located primarily near the major intersection of Interstate 43, County Trunk Highway V, and State Trunk Highway 32, this district is intended to allow for light manufacturing and warehouse uses. This location, along with a few other nodes within the Town, is deemed appropriate by the Town due to its close proximity to the arterial highway system, if properly sited and buffered from adjacent uses that may not be compatible.

Typical uses in this District may include greenhouses, machine shops, business offices, and essential services.

Agricultural / Rural Residential District (A-2)

The Town utilizes approximately 50% of its land as Exclusive Agricultural land (A-1) and Agricultural / Rural Residential land (A-2). Agricultural land has always been a source of pride, livelihood, and a main characteristic for the community. The Agricultural District is intended to maintain, enhance, and preserve agricultural lands that have been primarily used for crop production and the raising of livestock. With the Agricultural / Rural Residential District, small farm units and other agriculturally-related activities are allowed, along with the creation of rural residential estate type lots.

Office District (O-1)

The Town of Grafton introduced an office district in 2014 as a joint effort with the Village of Grafton. This district includes the parcels along STH 60.

Park and Recreation District (P-1)

The Town is very proactive in terms of protecting its existing environmental, natural, and sensitive areas. The Park and Recreation District is intended to provide for areas where both the public and private recreational needs are fulfilled without disturbing natural and adjacent areas.

Port Washington Road District (PW, PWB-1) Located along Port Washington Road, the Port Washington Road Districts utilize the high traffic counts and accessibility to the arterial highway system. Because of its location, these Districts are essential to the future growth and expansion of smaller businesses in the Town.

The Town of Grafton strives to preserve its rural character and maintain sensitivity to all surrounding residential development. Therefore the intent of these districts is for orderly and attractive business development that maintains lower traffic volumes and less intense activities than conventional business districts in the area. Furthermore, aesthetically pleasing small-scale business and retail structures

with proper vehicle access, signage, and appropriately landscaped yards are required in these districts. Typical uses include retail, office, information, service trade, and other civic uses.

Business Park District (BP-1, BP-2, BP-3)

Located along the major components of the arterial highway system (Interstate 43, County Trunk Highway V, and County Trunk Highway 32), the Business Park Districts are intended to allow for the development of large-scale business facilities in a campus setting. The location of these Districts along arterials is ideal for a high degree of both visibility and accessibility.

The Business Park Districts are imperative to the Town's tax base; however, poor and/or improper interpretation of permitted uses can lead to a lesser aesthetic appeal of the structure(s) and inefficient site circulation. Careful evaluation must be taken to ensure proper design of structures that include orderly off-street parking, storage, loading zones, and landscape buffers. All parking areas should have adequate pedestrian circulation and landscape buffers for visual appeal.

Additional design standards for the BP-1, BP-2, and BP-3 District are outlined in the Town of Grafton's Zoning Code. Typical uses in this District include office, light industrial, warehousing, and other retail trade and civic uses.

Residential Conservation Development Overlay District (RCDO)

The RCDO is an overlay district intended to be used in some of the Residential Districts by choice of either the landowner or developer interested in developing a specific residential property within the Town.

The Residential Conservation Development Overlay District is intended to preserve the rural characteristics,

sensitive natural areas, farmland, and other large areas of open land within the Town. This District allows residential development at appropriate densities while reducing the perceived development intensity by requiring a certain percentage of common open space as part of the overall development.

The RCDO District creates a progressive attitude toward land stewardship by requiring the land within common open space areas to have a land management plan.

Detailed guidelines regarding the common open space and specific objectives for the RCDO District are outlined in the Town of Grafton's Zoning Code.

Conservancy Overlay District (C-1, C-2)

The Conservancy Overlay District is intended to prevent destruction of valuable natural resources. Natural features of environmental areas contribute to both the beauty and environmental health of the Town. The District also focuses on the protection of watercourses which include navigable waters and areas that are not adequately drained or are prone to experience periodic flooding. Development in this District could be hazardous to the health and safety of the community, as well as deplete or destroy the Town's natural resources.

The Milwaukee River, Ulao Creek, and Ulao Swamp are key environmental amenities in the Town. They are visually pleasing and contribute to the essential increase in land value; therefore, precautionary measures – like the Conservancy Overlay District – have been established to preserve these precious commodities.

Typical uses in this District include provisional agricultural use, fishing, hunting, and wildlife preserves. Structures and private wells are prohibited in this District.

LAND USE CONDITIONS

In addition to the Land Use Plan, the "Natural Conditions that may Limit Building Site Development" and "Other Environmentally Sensitive Lands" maps are two integral components to the Town's Land Use element. These maps are for informational purpose and are not regulatory maps; however, they should be utilized in coordination with the Land Use Plan when reviewing and approving changes in zoning, planned unit developments, planned unit developments (PUDs), conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters. A primary use of these maps shall be for the development of stewardship plans or preservation of environmental corridors or other environmentally sensitive areas.

Natural Conditions that may Limit Building Site Development

Figure 4 identifies natural features that may limit potential building site development. The natural features identified on Figure 4 are as follows:

- 100-Year Floodplain
- Floodway
- Hydric Soils
- Nonmetallic Mining Sites (existing)
- Surface Water
- Wetlands
- Bluff Stability
- Bluff Recessioning

Other Environmentally Sensitive Areas

Figure 5 identifies natural features that should be protected, buffered, or incorporated as an open space amenity as future development occurs. The natural features identified on Figure 5 are as follows:

- Primary Environmental Corridors
- Secondary Environmental Corridors
- Isolated Natural Resources
- Natural Areas
- Woodlands

LAND USE PLAN - DEVELOPMENT PROJECTIONS

PLEASE NOTE THAT THE FOLLOWING SECTIONS WERE DRAFTED PRIOR TO THE FORMULATION OF NEW ZONING DISTRICTS AND RECENT LAND USE PLAN MAP AMENDMENTS. THE SECTIONS WILL BE ANALYZED DURING THE TOWN'S NEXT COMPREHENSIVE PLANNING EFFORT. - DEC. 2014

Residential Development Projections

Table 5 outlines two potential scenarios in the Town for future residential units over the next 30 years. The first set of projections assumes that all of the land planned for residential will be 'built-out' over the next 30 years, which results in approximately 798.5 units every five years for a total of 4,793 units.

The second set of projections assumes that the Town will grow according to the U.S. Census Bureau and SEWRPC population projections, which results in 286 units over the next 30 years.

Based on past trends and data, it is realistic to assume that the population growth and housing growth will follow the projections identified by the U.S. Census Bureau and SEWRPC.

Commercial Development Projections

The Town has three distinct commercial areas. They are the Business District, Business Park, and the Port Washington Road District. Based on land use data (01/25/05) provided by the Town engineer, there are approximately 522 acres planned for the Business District, 62 acres planned for the Business Park, and 136 acres planned for the Port Washington Road District.

If the Town assumes that all of the land planned for commercial will be 'built-out' over the next 30 years, every five years approximately 87 acres of land planned for the Business District would be developed. Furthermore, 10.3 acres of land planned for Business Park would be developed every five years, and

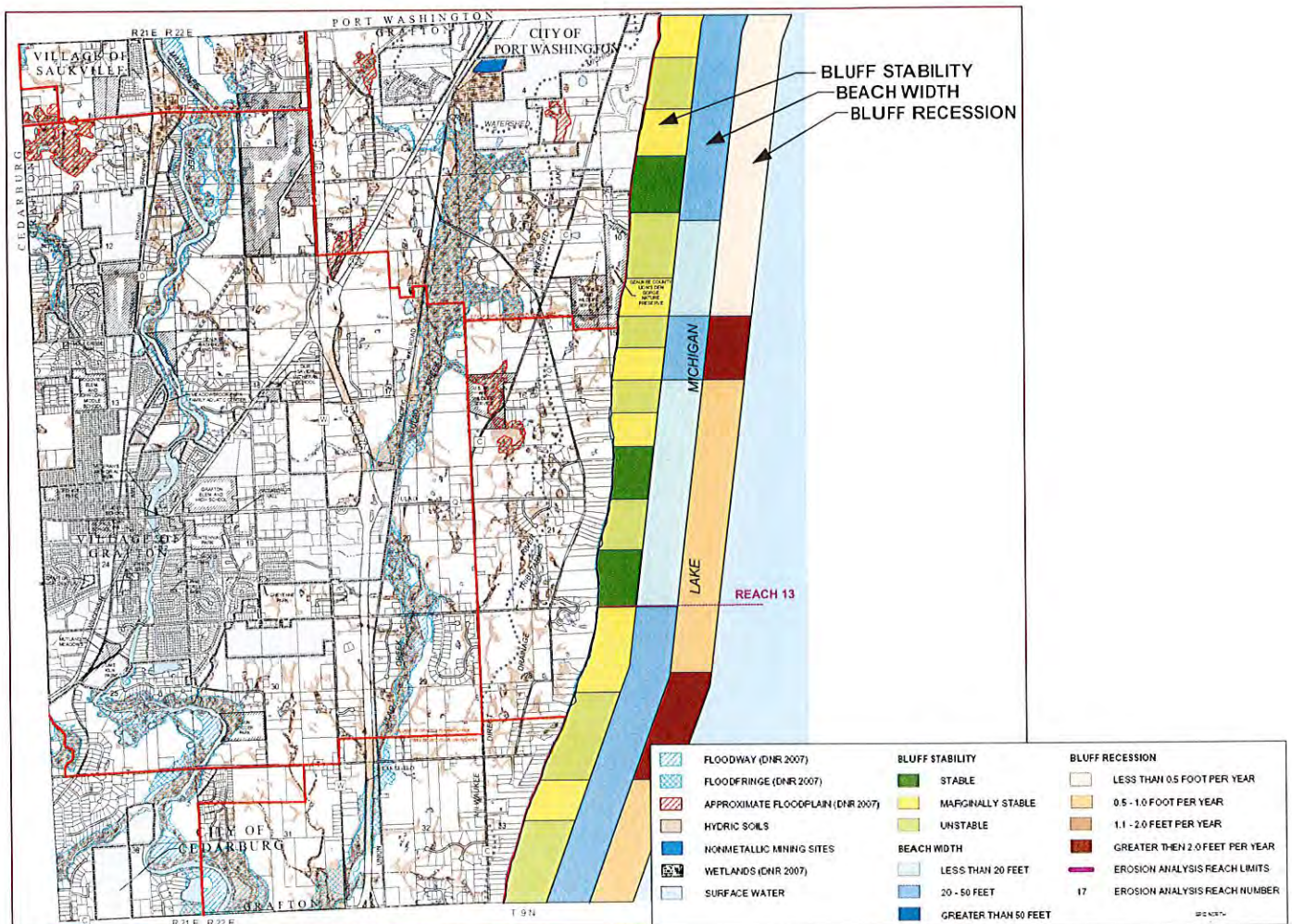


FIGURE 4: Natural Conditions that may Limit Building Site Development

Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

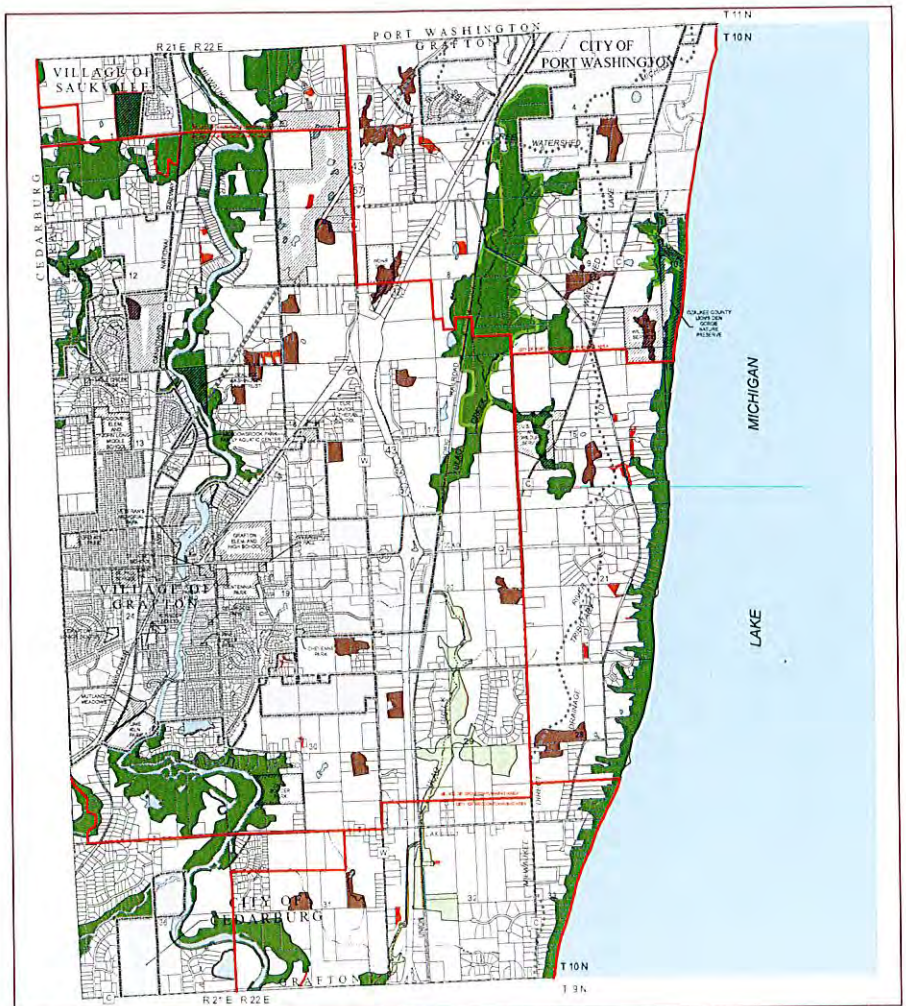
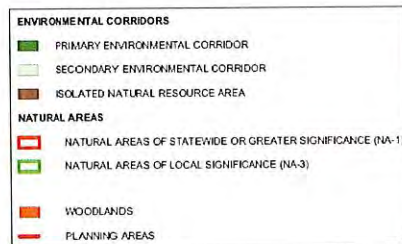


FIGURE 5: Other Environmentally Sensitive Areas
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

TABLE 5: Residential Unit Projections.

Residential District	Approximate Acres	Gross Density Average Units/Acre	Estimated Units at Build-Out	Housing Units in 5-Year Increments*						Housing Units in 5-Year Increments**					
				2010	2015	2020	2025	2030	2035	2010	2015	2020	2025	2030	2035
R-1	860	5	176	29.3	29.3	29.3	29.3	29.3	29.3	6	5	6	5	4	2
R-2	5270	3	1757	292.6	292.6	292.6	292.6	292.6	292.6	32	31	33	31	25	14
R-3	2860	1	2860	476.6	476.6	476.6	476.6	476.6	476.6	18	17	18	17	14	8
Total	9010		4793	798.5	798.5	798.5	798.5	798.5	798.5	55	53	57	54	43	24

*Assuming Build-Out by 2035

**Based on U.S. Census Bureau and SEWRPC Projections

22.6 acres of land would be developed for the Port Washington Road District.

It is realistic to assume that the above outlined 'build-out' scenario is an aggressive projection for the Town of Grafton and that the actual 'build-out' scenario will be based on market trends and absorption rates for the County and Town.

Industrial Development Projections

The Town has one industrial district. Based on land use data (01/25/05) provided by the Town engineer, there are approximately 430 acres planned for light manufacturing and warehousing.

If the Town assumes that all of the land planned for industrial will be 'built-out' over the next 30 years, approximately 71.6 acres of land planned for the Industrial District would be developed every five years.

It is realistic to assume that the above outlined 'build-out' scenario is an aggressive projection for the Town of Grafton and that the actual 'build-out' scenario will be based on market trends and absorption rates for the County and Town.

Exclusive Agricultural Development Projections

In 2001, the Town had approximately 4,122 acres of exclusive agricultural land (A1). In 2006, the amount of exclusive agricultural land has decreased to 3,068 acres. This is a loss of approximately 1,054 acres of exclusive agricultural land over a five-year period.

As stated earlier in this chapter, the loss of exclusive agricultural land can be attributed to the increase in demand for residential development, the attractive rural character of the Town, the close proximity to a highway system, and the Town's close proximity to the City of Milwaukee.

If this land use trend continues, the Town will lose approximately 210.8 acres of exclusive agricultural land per year to development pressures. Based on this projection, all of the exclusive agricultural land in the Town will be developed or converted to another land use by the year 2021.

LAND USE PLAN - FUTURE ROADS

The future roads depicted on Figure 6 represent important roadway connections that should be established as development occurs.

The exact configuration and location of each road connection is not limited to what is represented on Figure 6, rather they are provided as a general guide to ensure future connectivity between new and existing roadways and developments.

LAND USE PLAN - DEVELOPMENT POLICIES

The Land Use Element proposes specific principles in the form of development policies for each District. The policies describe the type of place desired by the communities — how the place looks and what types

of activities are recommended. Specific permitted uses, setbacks, size limitations, and other regulations are outlined in the Town's Zoning Code. The following development policies are intended to help the Town's public officials review development proposals.

The districts are shown on the Town's Future Land Use Map. Each district is described based on five planning categories. The categories are as follows:

- Visual Character — the desired visual character of the built environment.
- Natural Environment and Landscape — the patterns of landscape and vegetation that support and complement the visual character, circulation, and the intended social and economic activities of the place.
- Traffic and Circulation — appropriate patterns of vehicular/pedestrian movement and access (including parking) and the integration of these patterns with each other and public places.
- Activities and Uses — the integrated set of social and economic activities associated with public places, including diverse land uses that emphasize traditional values of the community.
- Land Management and Control — the appropriate policies and programs that maintain and manage public places for long-term success.

Park and Recreational District (P-1)

Conservation Overlay District (C-1)

Natural features of environmental corridors and conservancy lands contribute to the overall beauty of the Town. Development should not be allowed in these areas. They should be utilized as amenities for the existing residents and future residents. Development within the environmental corridors may lead to environmental and development problems in the future due to soil and topography issues. Development of recreational facilities should be limited to the Park and Recreation District (P-1).

1. Visual Character

- *Protect all identified environmental corridors and conservancy areas.* The only development allowed in the District are park structures and public facilities as approved by the respective municipality. Surrounding development should not negatively affect the visual connection to the natural feature, growth of the landscape, or increase the erosion of surrounding soils.
- *Preserve and integrate landscape elements.* Link proposed landscape to the environmental features to enhance its value and provide a connection between the built and natural environments.
- *Limit vehicular entries to the area.* Vehicular entries to the area should not divide or cut through natural areas.
- *Vistas should be created along roadways.* Roads should follow along the edge of the natural area, visually linking drivers to the natural landscape and/or shoreline.

2. Natural Environment and Landscape

- *Conform to water quality regulations.* Conform to the rules for watershed and water quality, and water control regulations such that this District includes all wetlands at least two acres in size, within 100 feet of shoreline, streams or creeks (with a maintained natural vegetation buffer of 50 feet adjacent to these).
- *Connect the landscaping.* Extend and connect the existing natural areas and environmental corridors

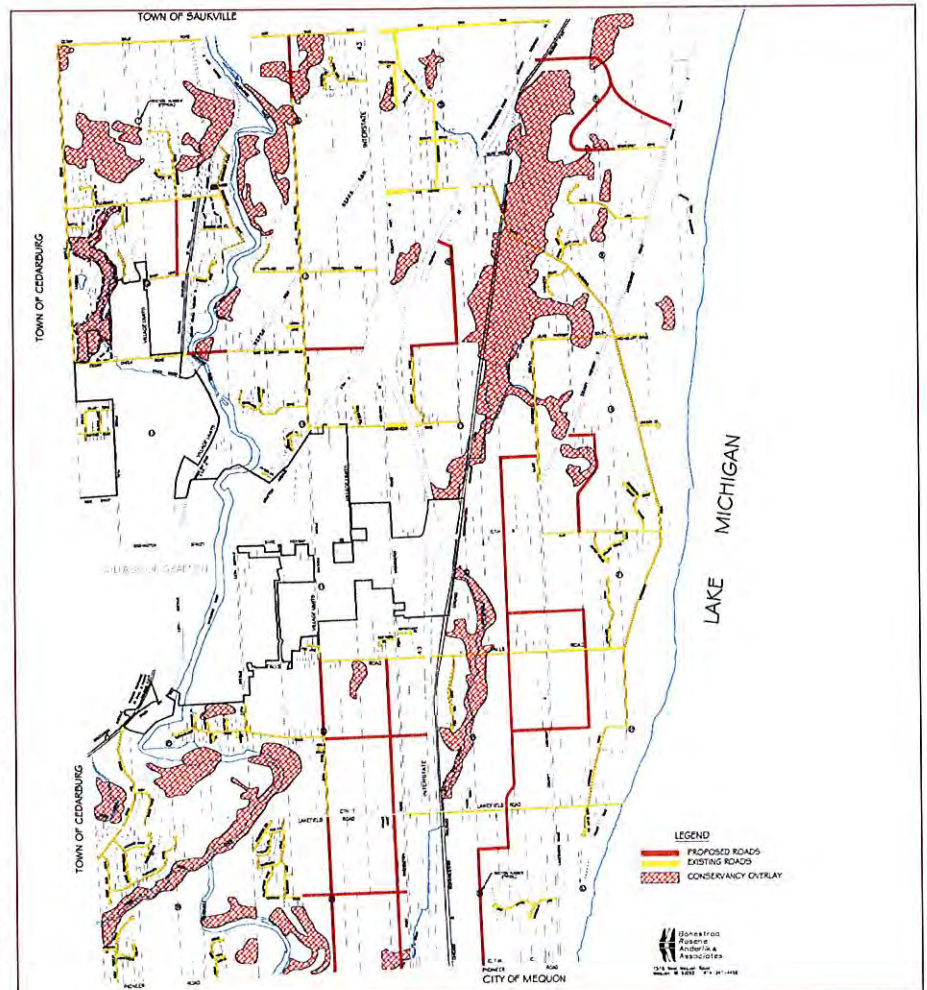


FIGURE 6: Future Roads in the Town of Grafton.
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

with new plantings and landscaping that match the existing landscape. Create continuous landscape edges along public roads and between surrounding development using mixtures of species that create a varied image as the seasons change and maintains the natural character.

- *Preserve the existing landscape.* Minimize the use of structures and paved trails, roads or parking areas along the lakefront which will detract from the natural beauty of the landscape.
- *Protect special habitats.* Protect special habitats and utilize them as educational opportunities when possible.
- *Protect existing wildlife.* Protect animals and plantings native to the preserve.

3. Traffic and Circulation

- *Include scenic drives.* Encourage the creation of scenic drives where houses are located only on one side of a road and the corridor or conservancy are preserved on the other side. Preserve existing scenic drives in order to protect the natural character of the neighborhood.
- *Create and connect trail systems throughout the area.* Create and connect trails in the area that correspond directly to the activities and patterns of movement in and around the site. Accommodate movement for bicyclists, walkers, joggers, and other pedestrians where appropriate.
- *Minimize paved parking areas.* Utilize parking areas when necessary to provide public access to the site but minimize the amount of paving in the natural areas.

4. Activities and Uses

- *Allow development of active recreational facilities in the Park and Recreation District (P-1).* Allow only passive recreational facilities in the Conservation Overlay District (C-1).
- *Provide paths through the environmental area.* Allow access to and through the corridors and conservancy areas but minimize the impact by having only a few, simple paths.

- *Utilize the natural features as an amenity for development.* Plan surrounding development such that the feature is seen by many residents. Do not block the view of the corridor or conservancy from public roads.
- *Create educational opportunities.* Educate the public about the natural environment and habitats. This can be done with signage, structures with exhibits, or permanent facilities which can also be used for educational purposes.
- *Allow informal, passive recreational activities.* Allow for informal passive recreational activities such as biking, walking, jogging, swimming and canoeing.
- *Protect the environment.* Activities should not harm natural inhabitants such as animals, fish, birds and plantings.
- *Allow public use of the land and limited public structures.* Allow public use of the conservancy areas with an occasional public structure to be used for shelter or educational purposes.
- *Consider controlling access to preservation areas.* Consider controlling access to conservancy areas if it is essential to protecting and supporting the natural character.
- *Allow P-1 and C-1 zoning.*

5. Land Management and Control

- *Use preservation techniques to protect the land.* Require deed restrictions, covenants, and easements that guarantee land control and management of natural areas. Create restrictions that are difficult to change without broad public approval (such as referenda, unanimous agreements, and so forth).
- *Design to preserve open space.* Encourage the design and preservation of common areas to minimize their future utility as developable parcels.
- *Assign maintenance and management of the preserved open space.* Assign maintenance and management of the preserved open space to public agencies or, in special cases, to large neighborhood or homeowners associations that have the organizational capacity to sustain maintenance and management services.

- *Coordinate maintenance of the conservancy areas.* Encourage the various agencies responsible for maintenance and management to coordinate their efforts.
- *As a method to preserve natural areas and open space in the Town, a purchase of development rights program (PDR) and/or transfer of development rights program (TDR) should be explored and pursued.*

Business District (B-1)

Light Manufacturing and Warehousing District (M-1)

Port Washington Road District (PW)

Business Park District (BP-1, BP-2, BP-3)

Commercial, mixed-use development and light industry should be focused in appropriate areas along the interstate and arterial roads. By focusing development in these areas, the rural character of the Town will be better preserved. To ensure safety, limited access points should be allowed off the roads. Internal circulation, linked parking lots and/or frontage roads, should be required for all development plans.

It is intended that the boundaries between both the B-1, M-1, PW, and BP Districts and adjacent R-1, R-2, and R-3 Districts remain flexible. The Town's Future Land Use Plan Map illustrates rigid boundaries between these Districts; however, the Town Plan Commission and property owners shall be able to negotiate zoning changes on an individual basis where appropriate.

1. Visual Character

- *Establish strong visual edges along public rights-of-way.* Landscaping and fencing shall be designed to establish a clear edge along the side of the site that is visible to motorists and others viewing the site. The only openings or breaks in this edge, or surfaces designed for parking or vehicular movement, shall be those allowed for entries, signage, or other provisions described in these standards. The ground surface shall be grass or other planting material unless otherwise noted.
- *Design entries as gateways.* Along major edges, there shall be gateways for vehicular entrances. These

similar features are visually more prominent relative to the other features surrounding the site or road. The construction materials shall be similar to those used for the building and other site amenities.

- **Encourage attractive roadside signage.** All signs along the edge of a property shall be the same design in terms of materials, graphic design, and character within each development. The sign shall be located within the "Roadside Edge," have a maximum height restriction that provides a low profile, and be located near the road or at main entrances to the development. Signs should have a masonry base.
- **Use buildings to form public places.** Building locations should emphasize the shape of public plazas, courtyards, gateways, and significant landscape features. Buildings should have connections to pedestrians with appropriately scaled design details, windows along the parking areas and pedestrian pathways, and special features at public entrances.
- **Design off-street parking lots as public places.** Parking lots should have strong edges to define them as spaces. This can be achieved with either building forms, landscaping, fencing, light fixtures, or combinations of these elements. The geometry should be orthogonal and parallel to major buildings. Parking areas should include distinctive paving patterns and material changes as a feature to identify travel lanes, parking areas and pedestrian paths. The paving patterns and material changes should create an identity for the parking area and entrances into the space from surrounding development.

2. Natural Environment and Landscape

- **Conform to water quality regulations.** Conform to the rules for watershed and water quality, and water control regulations such that this District includes all wetlands at least two acres in size, within 100 feet of streams or creeks (with a maintained natural vegetation buffer of 50 feet adjacent to these).
- **Encourage landscape continuity (not fragmentation).** Landscape plans should use a limited number of tree and shrub species for the edge which are native, low maintenance, resistant to salt, and have a relatively

fast growth rate. All trees and shrubs planted in groups of up to ten shall be similar to the existing vegetation.

- **Save existing trees.** Incorporate existing trees where possible to form clusters of older and younger trees.
- **Integrate road drainage with the site design.** Allow for proper road drainage, but consider options that allow for landscaping near the road edge.
- **Create significant landscapes.** Create significant landscapes between buildings that are meant to be occupied by people. Include seating areas to encourage the use of the space. The landscaping should be grouped together to create a significant place (i.e. groves or gardens) instead of scattered throughout the parking area.
- **Discourage artificial berms and similar topographic changes.** Berms and other topographic changes which appear clearly artificial should be discouraged, especially as visual barriers. Topographic changes should be allowed when needed to accommodate drainage, reduce erosion, or otherwise enhance or preserve the natural environment. When a visual screen is needed, a double or single row of trees or shrubs should be used.

3. Traffic and Circulation

- **Make vehicular entrances appealing to motorists.** Create an easily identified entry place for motorists to pass through, which has a distinctive gate-like feature. Signs should be used to highlight the entrance and attract motorists. Such gateways and entrances shall be designed such that they allow for sufficient sight lines for traffic movement.
- **Encourage vehicular linkages between sites.** Along side yard edges, the plan shall be designed to include options for vehicular linkages between off-street parking lots that are open to the public for general business purposes. Such options shall be created when an off-street parking lot, or a driveway servicing such a lot, is located adjacent to the edge of the site. Such options shall consist of driveway alignments and parking alignments designed to facilitate vehicular movement by the general public

from one off-street parking lot to another, across the edge separating the lot from the adjacent lot. This should provide for a safer entrance area onto the street.

- **Make service areas attractive.** Service areas can be visible but should be designed as visually attractive components of public areas or visually separated from such areas. Acceptable dividing elements for service areas can be any combination of fences or hedges that provide visual screening at least 60" high.

4. Activities and Uses

- **Encourage outdoor activities and pedestrian uses.** Integrate uses such as bikeways, outdoor eating, seating, gathering spots, and other park elements that encourage pedestrian use. Provide entrances to these areas between buildings along a pathway from the parking areas.
- **Link building interiors to the outdoors.** Promote views into the buildings to attract customers and provide a connection between the indoor and outdoor environments.
- **Provide for business and light industrial parks within the District.** Provide opportunities for business and light industrial park developments which have site regulations and architectural guidelines. The business and industrial parks should be located adjacent to other commercial activity and near major transportation arterials.
- **Allow B-1, M-1, PW and BP zoning.**

5. Land Management and Control

- **Ensure effective maintenance procedures.** Ensure long-term maintenance by either (a) the property owners or (b) the Town with special assessment to property owners.

Residential District (R-2, R-3, R-Tr)
Residential Conservation Development Overlay
District (RCDO)

Throughout this chapter there are references to preserving the natural and rural character of the area and maintaining the quality of development. As large subdivisions are proposed, it will be important to provide specific examples to developers so they can easily achieve the goals and objectives of the Land Use Element. These districts are developed to maintain the rural character of the community with preserved open space within the development. Conservation subdivision principles should be followed when developing these districts.

1. Visual Character

- *Locate houses to minimize disruption to the natural character.* Locate houses such that (a) the houses are sited around open spaces that include natural environmental areas, fields, woodlands, pastures, or farmland, (b) the houses are grouped together in ways that create a large, clearly defined natural landscaped area between groups of houses, and (c) the houses will be visually overshadowed by important natural features such as woodlands, hedgerows, hills, or other key features of the landscape. Locate houses so as to minimize the length of time the house is visible to drivers on public roads — do this by placing houses behind landscape elements or natural features that reduce visibility of the house. Minimize the degree to which houses are prominently featured on ridges and hilltops, especially when they are visible to other houses and public roads.
- *Preserve and integrate landscape elements.* Try to make the groups of houses seem like separate developments intertwined by a continuous system of landscape and natural features — use landscape elements (fields, hedgerows, woodlands) as separations between groups of houses. The landscape elements can be either formal or informal.
- *Group houses together.* Groupings of 4 to 5 units are preferable, but larger groupings (perhaps as many

as 8 units) could be satisfactory if there are larger open spaces and natural areas around them.

2. Natural Environment and Landscape

- *Conform to water quality regulations.* Conform to the rules for watershed and water quality, and water control regulations such that this District includes all wetlands at least two acres in size, within 100 feet of streams or creeks (with a maintained natural vegetation buffer of 50 feet adjacent to these).
- *Connect the landscaping.* Extend and connect the existing natural areas and environmental corridors with new plantings and landscaping that match the existing plantings and landscape. Create continuous landscape edges along public roads and between groups of houses using mixtures of species that create a varied image as the seasons change.
- *Link trail systems.* Link natural features between parcels with a trail system which continues throughout the Town.
- *Create features within cul-de-sacs.* Minimize the use of cul-de-sacs except where necessary to preserve a natural feature. Include planting in the cul-de-sac and create formal shapes to provide a front “green” for the surrounding homes.

3. Traffic and Circulation

- *Road design.* Design roads (and adjacent landscapes) to minimize (a) the number of houses that are seen from roads and (b) the length of time houses are seen from the road. When houses are visible from roads, try to create compact groups with clear open or natural areas between the groups. Where feasible, design roads with straight alignments that are aimed at natural vistas with no buildings in them. Use curves to slow traffic naturally, rather than to accommodate increased speed.
- *Include scenic drives.* Encourage the creation of scenic drives where houses are located only on one side of a road and natural landscapes are preserved on the other side. Preserve existing scenic drives in order to protect the natural character of the neighborhood.

- *Create walking and hiking trails.* Create walking and hiking trails that are adjacent to public roads and act as buffers to residential uses. Integrate walking and hiking trails with the geometry and pattern of roads.
- *Plan for future roads.* Plan for future road extensions with easements, deed restrictions, or covenants to maintain a range of future options and connections.
- *Provide routes for trucking and commercial traffic that does not diminish the quality of residential neighborhoods.*

4. Activities and Uses

- *Include shared open spaces.* Design shared open spaces and natural features which will attract home buyers who value direct connections to rural landscape elements, natural environmental features, fields and woodlands, walking and hiking trails, horseback riding, and (where feasible) agricultural uses.
- *Lots should have edges on a natural feature.* Plan the lots such that as many lots as possible have at least one significant edge along a natural feature. Lots can face such features across a road, or have connections along the side or rear of the lot.
- *Allow R-2, R-3, and R-Tr zoning.*

5. Land Management and Control

- *Use preservation techniques to protect the land.* Require deed restrictions, covenants, and easements that guarantee land control and management of natural areas. Create restrictions that are difficult to change without broad public approval (such as conservation easements.)
- *Reduce maintenance costs.* Reduce the need for major maintenance in this area by selecting appropriate landscaping and screening elements. Select materials that can be replaced and repaired cost-effectively. Use materials that can be repaired easily in case of vandalism or graffiti.
- *Require common property maintenance.* Require property owner associations to guarantee maintenance of common areas, including options

for public intervention if homeowners fail to maintain the land.

- *Design to preserve open space.* Encourage the design and preservation of common areas to minimize their future utility as developable parcels.

Residential District (R-1)

This district includes all residential property between Lakeshore Road and Lake Michigan. It protects the smaller lots which currently exist along the lakefront while maintaining existing views of the lake.

1. Visual Character

- *Locate houses to minimize disruption to the natural environment.* Locate houses such that (a) views to the lake are preserved, and (b) minimize the degree to which houses are prominently featured on hilltops.
- *Preserve and integrate landscape elements.* Preserve and integrate existing landscape to maintain the historic quality and natural character of the area.
- *Lakefront lot sizes may vary.* Existing smaller lots are permitted along the lakefront to take advantage of the value and views.
- *Preserve the shoreline.* Appropriate setbacks should be determined along the shoreline to prevent erosion and future danger to the land.

2. Natural Environment and Landscape

- *Conform to water quality regulations/protect the shoreline from future erosion.* Conform to the rules for watershed and water quality, and water control regulations such that this District includes all wetlands at least two acres in size, within 100 feet of shoreline, streams or creeks (with a maintained natural vegetation buffer of 50 feet adjacent to these).
- *Protect existing shoreline vegetation.* Establish regulations to severely limit the clearing of existing shoreline/bluff vegetation and flora.
- *Preserve the existing views of the lake.* Preserve the existing view of the lake and natural areas surrounding the lake.

3. Traffic and Circulation

- *Create walking and hiking trails.* Create walking and hiking trails that are adjacent to public roads and existing public areas along the lake. Link them to surrounding natural features to create a community-wide trail system.
- *Plan for future roads and maintain existing access.* Plan for future road extensions by establishing easements where the road could connect to another development (either existing or proposed). Allow for minimal parking when needed for public access to park areas.
- *Moderate standards for public roads.* Develop moderate standards for public roads to accommodate topography, vegetation, existing traffic patterns, existing driveways and the aesthetic character of the shoreline. Maintain existing roads along the shoreline to provide continued access and scenic views.

4. Activities and Uses

- *Allow new residential development.* Allow single family residential development in this District as reviewed and permitted by the Town.
- *Include shared open spaces.* Include shared open spaces along lakefront and natural features which will attract residents who value a connection to environmental amenities.
- *Allow R-1 zoning.*

5. Land Management and Control

- *Require common property maintenance.* Require property owner associations to guaranty maintenance of common areas, including options for public intervention if property owners fail to maintain the land.
- *Require guidelines for additions and maintenance to structures.* Additions and repairs to structures should be in keeping with the residential/architectural character or existing use character.

- *Conform to water quality regulations.* Conform to the rules for watershed and water quality, and water control regulations.

LAND USE PLAN - DESIGN STANDARDS

In addition to the above mentioned development policies, several of the Land Use Districts require specific design standards as part of the development. These Land Use Districts are:

- Residential Conservation Overlay District (RCDO)
- Port Washington Road District (PW)
- Business Park District (BP-1, BP-2, BP-3)

The design standards for each of these Districts are outlined in the Town's Zoning Code.

POTENTIAL LAND USE PLAN CONFLICTS

An important issue when developing land use plans for the Town is the potential for conflicts with the plans of surrounding incorporated areas. This is complicated by the following policies:

- Villages and cities are allowed to develop plans for the areas outside their corporate boundaries which will include land in Town of Grafton.
- Ozaukee County is obligated to include the comprehensive plans of villages and cities within the County Plan regardless of whether or not such plans conflict with town plans.
- State Statutes require land use decisions to be consistent with the comprehensive plans after January 1, 2010.
- The County could be in a position in reviewing a land use decision in the Town of Grafton that was consistent with the Town's Plan but inconsistent with the extraterritorial plans adopted by surrounding incorporated areas (i.e. Village of Grafton, City of Mequon).
- The areas that may be subject to such extraterritorial plans are illustrated in the chapter on Intergovernmental Cooperation.

- Consistency of town plans with county-wide multi-jurisdictional plans and the comprehensive plans of surrounding municipalities may also be considered as a basis for reviewing zoning decisions and plat decisions.

Land Use Conflicts and the "Consistency" Requirement

It is important, however, to emphasize several related issues: (1) such conflicts are not an issue until after January 1, 2010; furthermore, it is conceivable that the legislation may be changed prior to that time, and (2) the definitions of "consistency" will ultimately be decided in the courts. For example, the following positions may be argued:

- Consistency means that there is an absolute match between the current zoning and the current plan.
- Consistency means that the current zoning should match the plan, which depicts a future state, if and when the zoning is changed. Put another way, if everything matched the plan exactly it would not be a "plan" but a map of "existing conditions". The purpose of the plan is to guide decisions as they are made.
- Consistency means that as decisions are made they are generally within the intent and guidelines established by the plan, including all the provisions that such plans allow for making reasonable exceptions due to unique circumstances (not unlike conditional uses in zoning).

The specific issue of conflicts with regard to extraterritorial plat review deserves special consideration. For example, when a village exercises its authority for extraterritorial plat review, it is looking at the plat, not the land use. In such a context, the question of whether or not a plat is consistent with the land use plan may be a moot issue – that is, the plat and the land use are separate issues. If the requirement for consistency between plats and land use is required in 2010, it will be a matter of debate whether a land division is implicitly a land use decision. From one perspective, it may be reasonable to argue

that a plat is inconsistent with a comprehensive plan only if that plat is also accompanied by a change in land use.

Land Use Conflicts and Multi-Jurisdictional Plans

Current discussions of planning conflicts tend to focus on the relationship between incorporated areas and towns. However, there are many other types of planning and land use conflicts. For example, transportation plans often conflict among federal, state, county, and local governments. Many of these conflicts are resolved through regulations and operational policies. The point, however, is that there are numerous conflicts in planning and land uses that occur throughout government operations. This is also true, for example, in planning for environmental preservation, wetlands, water use, historic preservation, and many other fields. The presence of such conflicts is routine and plans do not necessarily resolve all of these conflicts. Often, the solution is simply identifying the conflicts, defining the key issues, and suggesting procedures for minimizing or resolving conflicts. This approach could, for example, be recommended by the Town to be incorporated by the County in its comprehensive plan.

Land Use Conflicts are Legitimate and Appropriate Components of Plans

Land use and planning conflicts are not, by definition, inappropriate. Perhaps the simplest example is the concept of "mixed-use". Most planning literature today defines mixed-use as a legitimate and desirable type of land use. However, a few decades ago mixed uses were considered rare and potentially threatening to property values. Mixed use by definition embodies the potential for multiple futures and alternatives. The same is true for different land use alternatives. It is reasonable to assert, from a planning perspective, that some areas or districts might be most appropriately planned with multiple futures. In fact, it could be argued that plans which define categorically only one appropriate future for an area may be misleading. In addition, most plans have provisions for amendments

that are exercised with some frequency. This implies that land use alternatives are dynamic and that plans are being changed constantly. It is reasonable to accept the idea that land use plans with conflicting contents may both have some legitimacy.

Resolution of Alternative Planning Futures

For the Town of Grafton, the following policies should be considered for resolving different land use proposals from neighboring municipalities and from the County:

- Identify clearly that the presence of land use options is legitimate and desirable.
- Recognize that the Town's image of its future is legitimate regardless of whether it does not match the image of a neighboring municipality.
- Indicate that there are many ways to meet the criterion for "consistency" if and when such a criterion is actually imposed.
- Seek out municipal boundary agreements where they are possible.
- Suggest other ways of collaborative planning with adjacent communities and the County.

LAND USE GOALS, OBJECTIVES, AND POLICIES

Goal

Manage conflicts between land use districts.

Objective

Locate land uses in appropriate areas (i.e. commercial and industrial districts should be located in close proximity to the highway system and residential districts should be located in rural/scenic areas while preserving the natural environment) and at appropriate densities.

Policies

Utilize the description of each Land Use District, the outlined development policies, and the identified design standards as a basis for land use decision making when reviewing development proposals.

Encourage the creation of a Planned Unit Development (PUD) Ordinance as a flexible land use tool to be used by the Town for unique developments.

HOUSING

Section 66.1001 (2)(b) of the Wisconsin Statutes requires the Housing Element to assess the age, structural condition, value, and occupancy characteristics of existing housing stock in the County and participating local governments. In addition, specific policies and programs must be identified that:

- Promote the development of housing for residents of the County and participating local governments and provide a range of housing choices that meet the needs of persons of all income levels and age groups and persons with special needs.
- Promote the availability of land for the development or redevelopment of affordable housing.
- Maintain or rehabilitate existing housing stock.

Furthermore, Section 16.965 of the Wisconsin Statutes sets forth goals related to the Housing Element that must be addressed as part of the planning process. They are:

- Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Provide an adequate supply of affordable housing for individuals of all income levels throughout each community.
- Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

The intent of this chapter is to address these issues and the requirements set forth by the Wisconsin Statutes.

HOUSING OCCUPANCY AND TENURE CHARACTERISTICS (Table 1)

In 2000, the Town of Grafton had 1,601 housing units. Of those housing units, 97.6% were occupied units and 2.4% were vacant units. Furthermore, 80.5% were owner-occupied and 17.1% were renter-occupied. The average household size in the Town was 2.63 persons per household base on 2000 U.S. Census and SEWRPC data.

In comparison, Ozaukee County had 32,034 housing units in 2000. Of those housing units, 96.3% were occupied units and 3.7% were vacant units. Furthermore, 73.5% were owner-occupied and 22.8% were renter-occupied. The average household size in Ozaukee County was 2.61 persons per household base on 2000 U.S. Census and SEWRPC data.

The percentage of owner-occupied housing units in the Town (97.6%) was slightly higher than surrounding communities (Village of Grafton, City of Mequon, Town and Village of Saukville, Town of Cedarburg, and City of Port Washington). In addition, the Town of Grafton's average household size (2.63) was average compared to the surrounding communities.

HOUSING COMPOSITION (Table 2)

Of the total housing units in the Town, 80.1% of the structures are single-family, 2.6% are two-family, 13.7% are multi-family, and 3.6% are mobile home or other.

69.1% of the housing structures in the County are single-family, 5.9% are two-family, 24.6% are multi-family, and 0.3% are mobile home or other.

The average housing composition for surrounding communities is as follows: 73.4% are single-family, 5.8% are two-family, and 20.6% are multi-family.

HOUSING AGE (Table 3)

In the Town of Grafton, 11.8% of the housing stock was built before 1939. 55.9% of the housing stock was built between 1940 to 1979, and 32.3% was built after 1979.

In comparison, 13.6% of Ozaukee County's housing stock was built before 1939. 53.3% of the housing stock was built between 1940 to 1979, and 33.1% was built after 1979.

For the surrounding communities (Village of Grafton, City of Mequon, Town and Village of Saukville, Town of Cedarburg, and City of Port Washington), 14.6% of the housing stock was built before 1939. 52.8% of the housing stock was built between 1940 to 1979, and 32.6% was built after 1979.

HOUSING VALUE (Table 4 and Table 5)

The median value of an owner-occupied household in the Town of Grafton in 1990 was \$110,100. In 2000, the median value of an owner-occupied household was \$195,600. This is a 77.7% change in median value from 1990 to 2000.

Ozaukee County's median value of an owner-occupied household in 1990 was \$100,200. In 2000, the median value of an owner-occupied household was \$176,600. This is a 76.2% change in median value from 1990 to 2000.

In comparison to the surrounding communities, the Town's median value of an owner-occupied household in 1990 and 2000 was higher except for the Town of Cedarburg and City of Mequon.

In the Town of Grafton 79.4% of the households are valued between \$100,000 to \$299,999. In comparison 78.3% of the households in the County are valued between \$100,000 to \$299,999.

TABLE 1: Occupancy and Tenure.

Occupancy and Tenure	Draughton County		Town of Grafton		Village of Grafton		City of Medford		Village of Saukville		City of Port Washington		Town of Cedarburg		Town of Saukville	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Total Housing Units (2000)	32,034		1,601		4,211		8,167		1,644		4,225		1,944		646	
Occupied Units (Total)	30,857	96.3%	1,563	97.0%	4,075	96.8%	7,862	96.3%	1,585	96.4%	4,050	95.9%	1,894	97.4%	628	97.2%
Vacant Units (Total)	1,177	3.7%	38	2.4%	136	3.2%	305	3.7%	59	3.6%	175	4.1%	50	2.6%	18	2.8%
Owner-Occupied (Occupied Units)	23,548	73.5%	1,289	80.5%	2,870	69.2%	7,172	87.5%	950	57.8%	2,534	60.4%	1,816	93.4%	551	85.3%
Renter-Occupied (Occupied Units)	7,311	22.8%	274	17.1%	1,205	28.6%	690	8.4%	635	38.6%	1,496	35.4%	78	4.0%	77	11.9%
Average Household Size	2.61		2.63		2.34		2.75		2.56		2.48		2.36		2.66	

Source: U.S. Census Bureau

TABLE 2: Units in Structure.

Units in Structure	Draughton County		Town of Grafton		Village of Grafton		City of Medford		Village of Saukville		City of Port Washington		Town of Cedarburg		Town of Saukville	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Total Housing Units (2000)	32,034		1,601		4,211		8,167		1,644		4,225		1,944		646	
Single-Family	22,141	69.1%	1,283	80.1%	2,460	58.6%	6,475	79.3%	876	53.2%	2,447	57.9%	1,878	96.6%	613	94.9%
Two-Family	1,889	5.9%	41	2.6%	284	6.7%	157	1.9%	135	8.2%	589	13.4%	47	2.2%	16	2.5%
Multi-Family	7,803	24.6%	220	13.7%	1,461	34.7%	1,535	18.8%	634	38.6%	1,193	28.2%	24	1.2%	17	2.6%
Mobile Home / Other	111	0.3%	57	3.6%	0	0.0%	0	0.0%	1	0.1%	17	0.4%	0	0.0%	0	0.0%

Source: U.S. Census Bureau & SEWRPC

TABLE 3: Year Structure Built.

Year Structure Built	Draughton County		Town of Grafton		Village of Grafton		City of Medford		Village of Saukville		City of Port Washington		Town of Cedarburg		Town of Saukville	
	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
Total Housing Units (2000)	32,034		1,601		4,211		8,167		1,644		4,225		1,944		646	
1995 to March 2000	3,935	10.1%	188	11.6%	606	14.4%	688	8.4%	242	14.7%	237	5.6%	241	12.4%	75	11.6%
1990 to 1994	3,300	10.3%	167	10.4%	287	6.1%	1,709	14.6%	140	8.5%	439	10.4%	175	9.0%	81	12.0%
1985 to 1989	4,068	12.7%	165	10.3%	484	11.5%	1,454	17.8%	187	11.1%	615	12.2%	168	8.1%	37	5.7%
1970 to 1979	6,791	21.2%	349	21.8%	1,107	26.3%	1,780	21.8%	315	31.3%	431	10.2%	606	31.2%	133	20.6%
1960 to 1969	4,517	14.1%	298	18.6%	716	17.0%	907	11.1%	207	12.6%	745	17.7%	312	16.0%	66	10.2%
1940 to 1959	5,830	18.2%	248	15.5%	703	16.7%	1,627	18.7%	225	13.7%	837	19.8%	187	9.6%	83	12.8%
Before 1940	4,357	13.6%	189	11.8%	937	22.0%	604	7.4%	133	8.1%	1,016	24.1%	265	13.6%	171	26.5%

Source: U.S. Census Bureau & SEWRPC

TABLE 4: Value.

Value	Draughton County		Town of Grafton		Village of Grafton		City of Medford		Village of Saukville		City of Port Washington		Town of Cedarburg		Town of Saukville	
	Total	Percentage	Total	Percentage	Total	Percentage	Total	Percentage	Total	Percentage	Total	Percentage	Total	Percentage	Total	Percentage
Owner-Occupied Units (2000)	23,548		1,289		2,870		7,172		950		2,534		1,816		551	
Less than \$50,000	71	0.3%	0	0.0%	20	0.7%	22	0.3%	0	0.0%	20	0.8%	9	0.5%	0	0.0%
\$50,000 to \$99,999	1,000	4.5%	46	3.6%	72	2.5%	158	2.2%	130	13.7%	251	9.0%	31	1.7%	41	7.4%
\$100,000 to \$149,999	6,628	29.0%	236	18.3%	1,521	53.0%	667	9.3%	643	57.2%	1,452	36.0%	216	12.0%	123	22.4%
\$150,000 to \$199,999	6,406	27.2%	376	29.2%	784	27.3%	1,477	20.6%	207	21.6%	655	25.7%	583	31.0%	166	30.2%
\$200,000 to \$299,999	5,204	22.1%	411	31.9%	936	32.4%	2,173	30.3%	69	7.3%	193	6.0%	694	38.2%	176	32.0%
\$300,000 to \$499,999	2,930	12.7%	161	12.5%	103	3.6%	1,872	26.1%	0	0.0%	85	2.2%	269	14.8%	45	8.0%
\$500,000 +	985	4.2%	58	4.5%	14	0.5%	803	11.2%	0	0.0%	8	0.2%	36	2.0%	0	0.0%
Median Value (2000)	176,671		195,600		144,700		244,200		135,200		136,100		215,200		191,600	

Source: U.S. Census Bureau

TABLE 5: Change in Value, Rent and Income.

Change in Value, Rent and Income	Dauke County		Town of Grafton		Village of Grafton		City of Medford		Village of Sauville		City of Port Washington		Town of Cedarburg		Town of Sauville	
	Median	% Change	Median	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change
Total Household Units (1990)	26,482		1,348		3,437		6,473		1,773		3,562		1,654		607	
Housing Value (1990)	\$100,200		\$110,100		\$88,600		\$144,400		\$71,300		\$78,100		\$119,300		\$98,800	
Gross Rent (1990)	\$495		\$477		\$516		\$547		\$434		\$449		\$444		\$444	
Household Income (1990)	\$42,695		\$45,963		\$40,596		\$60,900		\$34,461		\$36,515		\$52,745		\$40,768	
Total Household Units (2000)	32,034		1,601		4,211		8,167		1,644		4,225		1,944		646	
Housing Value (2000)	\$176,600	76.2%	\$195,600	77.7%	\$144,700	63.3%	\$246,600	70.8%	\$135,000	89.3%	\$136,100	74.3%	\$215,200	80.1%	\$191,100	119.7%
Gross Rent (2000)	\$642	29.7%	\$734	53.9%	\$575	21.1%	\$631	7.8%	\$589	36.7%	\$624	39.0%	\$583	31.8%	\$658	36.9%
Household Income (2000)	\$52,745	47.0%	\$64,707	40.8%	\$53,918	32.8%	\$90,733	49.0%	\$63,159	54.3%	\$63,827	47.4%	\$75,509	45.3%	\$60,435	48.3%

Source: U.S. Census Bureau

TABLE 6: Mortgage Status as a Percentage of Household Income.

Mortgage Status as a Percentage of Household Income	Dauke County		Town of Grafton		Village of Grafton		City of Medford		Village of Sauville		City of Port Washington		Town of Cedarburg		Town of Sauville	
	Median	% Change	Median	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change	Total	% Change
Total Household Units (1990)	26,482		1,348		3,437		6,473		1,773		3,562		1,654		607	
Total Household Units (2000)	32,034	21.0%	1,601	18.9%	4,211	21.8%	8,167	25.2%	1,644	29.1%	4,225	18.6%	1,944	17.6%	646	6.4%
Household Units w/ Mortgage (1990)	11,843		638		1,847		3,778		819		1,283		943		211	
<30% of Income on Mortgage (1990)	9,531		538		1,264		2,685		418		1,065		738		170	
>30% of Income on Mortgage (1990)	2,212		100		283		789		101		218		185		41	
Household Units w/ Mortgage (2000)	14,987	26.5%	794	24.5%	1,928	24.6%	4,703	24.5%	681	31.2%	1,580	23.1%	1,235	31.0%	266	18.6%
<30% of Income on Mortgage (2000)	11,435	18.7%	542	0.7%	1,484	17.4%	3,668	22.7%	526	26.8%	1,213	13.9%	919	21.2%	199	17.1%
>30% of Income on Mortgage (2000)	3,552	60.6%	252	152.0%	444	56.6%	1,035	31.2%	155	52.5%	367	68.3%	316	70.8%	47	14.6%
Household Units w/o Mortgage (1990)	4,751		217		533		1,772		109		671		365		81	
<30% of Income on Mortgage (1990)	4,187		199		464		1,144		111		607		352		69	
>30% of Income on Mortgage (1990)	564		18		79		128		18		64		15		11	
Household Units w/o Mortgage (2000)	6,636	18.6%	294	35.5%	620	16.3%	1,814	42.6%	157	21.7%	688	25%	372	1.9%	137	69.1%
<30% of Income on Mortgage (2000)	5,024	20.0%	235	18.1%	533	17.4%	1,627	43.1%	139	25.2%	607	0.0%	339	-3.7%	123	78.3%
>30% of Income on Mortgage (2000)	612	8.5%	69	227.8%	87	10.1%	177	38.3%	18	0.0%	81	26.6%	33	161.8%	14	27.3%

Source: U.S. Census Bureau

TABLE 7: Demand.

Housing Demand	Population	Change	Units*
2015	4,143	-	-
2010	4,288	145	55.6
2015	4,425	137	57.0
2020	4,576	151	57.0
2025	4,718	142	56.0
2030	4,831	113	43.0
2035	4,896	65	24.0
Total		751	285.6

*No's 2000 Person/Household

Source: U.S. Census Bureau & SEWRPC

HOUSING CHANGE IN VALUE, RENT and INCOME (Table 5)

The value of housing and rent have increased substantially between 1990 and 2000, while income has increased at a slower rate in the Town.

The value of an owner-occupied household has increased by 77.7% in this time period, rent has increased by 53.9%, while income has increased by only 40.8%. The disparities are similar to those identified for Ozaukee County and surrounding communities.

In general, the cost of housing in the Town and the County is increasing faster than income, making it more difficult for first-time home buyers and young families to purchase a house.

HOUSING AFFORDABILITY (Table 6)

The U.S. Department of Housing and Urban Development defines housing affordability as households "paying no more than 30 percent of their income for housing". Households that pay more than 30 percent of their monthly income for housing are considered to have a high cost burden.

The percentage of households (owner-occupied with a mortgage) in the Town of Grafton that spent greater than 30% of their income on housing in 1990 was 15.6%. This number increased to 31.7% in 2000. This results in a percent change of 152.0% from 1990 to 2000.

This increase in households that spent greater than 30% of their income on housing is significantly greater than the increase identified in Ozaukee County (60.6%) from 1990 to 2000, as well as, the average of the surrounding communities (49.2%).

It appears that, in the Town of Grafton, a significant amount of the households (owner-occupied with a mortgage) pay more than 30 percent of their income

for housing and therefore are considered to have a high cost burden.

HOUSING CONDITIONS

The condition of individual household units should be examined to gain a more precise understanding of the number of existing household units that need to be removed from the existing housing stock. Generally, this provides a more accurate projection of the number of new household units that will be needed to serve the projected population of the Town through 2035.

As part of the Ozaukee County planning process, each community's assessor and/or private assessor assigned each household unit within their jurisdiction a condition score. The scores range from excellent to unsound on a six-point scale and measure the present physical condition of each household unit.

- Excellent/Very Good/Good - indicates the household exhibits above average maintenance and upkeep in relation to its age.
- Average or Fair - indicates the household shows minor signs of deterioration caused by normal wear and an ordinary standard of upkeep and maintenance in relation to its age.
- Poor/Very Poor - indicates the household shows signs of deferred maintenance and exhibits a below average standard of maintenance and upkeep in relation to its age.
- Unsound - indicates the household is unfit for use and should be removed from the existing housing stock.

The housing conditions for the Town of Grafton were supplied to SEWRPC by Grotz Appraisals. The appraiser looked at 1,481 households in the Town. Of those households, 82.8% were rated as average in condition, 3.4% were rated fair, 10.8% were rated good, and 2.5% were rated very good/excellent.

The overall percentages for the Town of Grafton are similar to those of Ozaukee County. Of the 14,860 households looked at in the County, 0.4% were rated as poor/very poor in condition, 82.7% were rated as average, 2.8% were rated fair, 11.9% were rated good, and 2.2% were rated very good/excellent.

HOUSING FOR THE ELDERLY

Age distribution in Ozaukee County has important implications for planning and the formation of housing policies.

In 2000 the County population was 82,317 residents. Children less than 5-years of age made up 6% of the County population, while children between the ages of 5 and 19-years of age made up 23% of the County population. Adults ages 20 to 64-years of age were 58% of the County population. Persons age 65 and older made up 13% of the County population.

When forming housing policies it is important to consider not only the current age composition, but what the age composition may be in 2035. Based on the available data, the number of persons age 65 and older are projected to increase in the County from 10,357 (13%) in 2000 to 24,877 (25%) in 2035.

There will likely be a demand for a higher percentage of specialized housing units for the elderly due to the projected population increase in the 65-years of age and older group. In addition, there may be a demand for units that are affordable for elderly households with a large range of income levels if current income levels remain constant through 2035.

As the population of the County ages, several types of senior housing with varying levels of care for a range of incomes may need to be provided. These levels may include independent senior communities that offer private, separate residences designed for independent seniors, with no medical services provided; or assisted living communities, which offer help with

non-medical activities, such as meals, housekeeping, and transportation, while maintaining separate living quarters or housing units. Skilled nursing facilities (commonly referred to as nursing homes) provide 24-hour nursing care, including care for chronically-ill patients who can no longer live independently.

HOUSING DEMANDS (Table 7)

Population projections form the basis for determining the amount of land to be planned for residential use. In conjunction with household size, it is possible to project the number of household units that would be demanded in 5-year increments.

By 2035, an additional 285.6 household units can be expected in the Town of Grafton. This, however, is only a forecast based on current demographic data. Population projections and household size should be continually monitored and updated at least every five years.

An alternative method to predict the demand for household units is to examine past building permit trends. Between 2000 and 2006 (available data) an average of 17.3 permits (units) were issued per year. If the Town continued this trend, 519 additional housing units might be built by 2035.

It is fair to assume that the number of new household units in the Town of Grafton could range between 285.6 and 519 based on the continuation of current trends and future market demands.

HOUSING PROGRAMS AVAILABLE IN OZAUKEE COUNTY

Government sponsored housing programs have been inventoried to assess the Government's potential to help the private sector meet housing needs in Ozaukee County. The array of government sponsored programs and funding availability is continually changing, therefore, this section focuses on those programs

that have the potential for increasing the availability of lower-cost housing and rehabilitation in Ozaukee County. Many of the programs available in the County are administered through local and statewide nonprofit organizations that receive funding from the Federal Government. Several entities are involved in administering and funding the following programs, including:

HOME Consortium

- C-CAP Down Payment Assistance (DPA) Grant
- American Dream Down Payment Initiative (ADDI) C-CAP Loan

Wisconsin Housing and Economic Development Authority (WHEDA)

- Low-Income Housing Tax Credit Program (LIHTC)
- Home Ownership Mortgage (HOME) Loan Program
- Fixed-Interest Only Loan Program
- HOME Plus Loan Program

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

- Wisconsin Community Development Block Grant (CDBG) Program
- Section 8 Rental Voucher Program
- Section 202 Supportive Housing for the Elderly Program
- Section 811 Supportive Housing for Persons with Disabilities
- Rehabilitation Mortgage Insurance - Section 203(k)

The Federal Housing Administration (FHA)

- Property Improvement Loan Insurance (Title I)

Wisconsin Department of Agriculture (USDA) Rural Development

- Farm Labor Housing Loans and Grants
- Multi-Family Housing Direct Loans
- Multi-Family Housing Guarantee Loans
- Rural Housing Site Loans
- Single-Family Housing Direct Loans
- Single-Family Housing Guarantee Loans

HOUSING GOALS, OBJECTIVES, AND POLICIES

Goal

Maintain and enhance a balance of housing types and cost levels for all income levels and age groups.

Objective

Promote diversification of housing types in the Town. Target diversity of housing types within larger developments.

Policies

Encourage a mix of housing types in the Town. Encourage a mixture of housing types in larger developments at a ratio of 70% single-family detached units and 30% multi-family units (i.e. duplexes, town homes, condominiums, and apartments).

Objective

Promote affordable housing choices for first-time home buyers and young families in the Town.

Policies

Locate affordable housing choices within close proximity of major arterials and support services (i.e. retail shopping, health care, and other public services).

Promote housing programs in the County to attain affordable housing choices and reduce the high housing cost burden in the Town.

Promote flexibility in existing zoning districts and ordinances to allow for smaller lot sizes and housing unit sizes to achieve affordable housing products.

Objective

Increase the number and variety of elderly oriented housing units in the County and Town.

Policies

Develop public services and infrastructure within the Town of Grafton to allow for the development of elderly units and/or elderly developments.

Promote programs that provide funds and labor to adapt homes to the needs of the elderly population.

Promote Federal, State, and County government housing programs that have the potential to increase the availability of elderly oriented housing in the County and Town.

Maintain housing care for existing elderly care facilities in the County (i.e. Lasata Care Center nursing home, Lasata Heights, etc.).

Goal

Enhance the aesthetics of future residential developments and maintain the quality of existing housing stock.

Objective

Assure high-quality construction and maintenance through effective code enforcement administration services.

Policies

Require inspections and approval, by qualified personnel, for all new residential construction and renovation activities.

ECONOMIC DEVELOPMENT

The Town of Grafton possesses great potential for new businesses to locate within Ozaukee County. The Town offers a highly skilled and well-educated workforce. 91.3% of persons age 25 and older in the Town have received a high school degree or higher (Source: U.S. Census 2000). The Town also has convenient visibility and access to major transportation arterials such as Interstate 43 and a network of County Trunk Highways.

Furthermore, the Town has a relatively high median household income of \$64,707 (Source: U.S. Census 2000). In addition to visibility and access, having a high median household income is a major factor in terms of attracting retail and service providing businesses.

BUSINESS STRENGTHS AND WEAKNESSES

In order to identify the types of businesses to attract, retain, or expand, the Town evaluated the perceived strengths and weaknesses of their community and region.

The business strengths are as follows:

- Well-educated workforce
- Rural character
- Numerous economic development support organizations
- Convenient visibility and access to major transportation arterials
- Strong educational system (K-12 schools)
- Planned space available for development
- High quality public services
- Low crime rates
- Proximity to the Milwaukee Metro area
- High quality of life
- Proximity to Lake Michigan

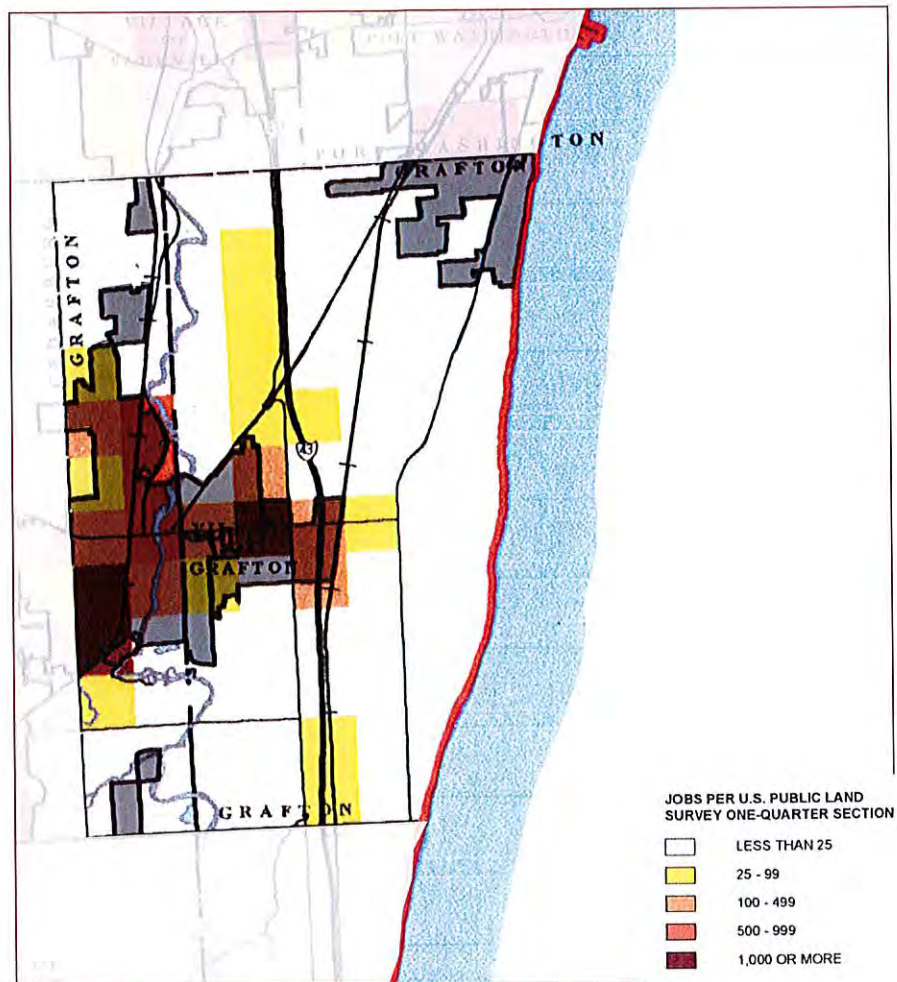


FIGURE 1: Job Distribution in Ozaukee County (2000).

Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

The business weaknesses are as follows:

- High cost of living
- Lack of public transportation options
- Difficulty competing with global manufacturing
- Jobs do not provide a "living wage" to live in the Town
- High cost of healthcare
- High land values

Based on the strengths and weaknesses identified, it is the goal of the Town to enhance and increase the economic vitality of the Grafton business community.

LABOR FORCE - NUMBER OF JOBS IN OZAUKEE COUNTY

In Ozaukee County's planning area there are 51,161 jobs. Of those jobs, the Town of Grafton provides 835 jobs or 1.6% of the total (Figure 1).

LABOR FORCE - EMPLOYMENT STATUS

Among the population age 16 and older in the Town, 71.9% are in the civilian labor force. Of those individuals, only 30 people (1.3%) are unemployed. This percentage is lower than all other bordering cities and villages except the City of Cedarburg. The Town unemployment rate is considerably lower than Southeastern Wisconsin of 5.7%.

LABOR FORCE - OCCUPATION

In the Town, 40.2% of the individuals who are in the civilian labor force are employed in management and professional fields. Similarly, 26.4% are employed in sales and office professions, and 13.7% work in production, transportation, and material moving occupations.

In the County, 20.1% of the individuals who are in the civilian labor force are employed in manufacturing.

Similarly, 11.3% are employed in retail trade, and 8.0% work in health care and social assistance.

LABOR FORCE - AVERAGE ANNUAL WAGE

The average annual wage for all industry groups in Ozaukee County for 2005 was \$37,381. Financial Activity industries produced the highest average annual wage (\$48,836) and Leisure and Hospitality industries (\$11,663) produced the lowest average annual wage for 2005.

ECONOMIC PROJECTIONS (Table 1)

Future employment levels in the County are expected to be strongly influenced by the strength of the regional economy relative to the rest of the State and Nation. However, a recent study prepared by SEWRPC in 2004 (Technical Report No. 10 (4th Edition) - The Economy of Southeastern Wisconsin) concluded that the regional economy is unlikely to significantly increase or decrease in strength over the projected period of 2000 to 2035.

TABLE 1: Employment Projections for Ozaukee County Under the Regional Land Use Plan: 2000-2005

Industry Group	Existing Number of Jobs 2000	Projected Number of Jobs 2035	2000-2035 Number Change in Employment	2000 Percent of Total Employment	2035 Percent of Total Employment
Industrial ¹	17,205	17,407	202	33.9%	28.0%
Retail	8,575	9,689	1,114	16.9%	15.6%
General ²	18,514	28,854	10,340	36.5%	46.3%
Transportation, Communications, and Utilities	1,190	1,120	-70	2.3%	1.8%
Government	3,764	3,764	0	7.4%	6.0%
Other ³	1,525	1,424	-101	3.0%	2.3%
Total ⁴	50,733	62,258	11,485	100.0%	100.0%

¹ Industrial includes construction, manufacturing, and wholesale trade categories.

² General includes finance, insurance, and real estate (FIRE) and service categories.

³ Other includes agricultural, agricultural services, forestry, mining, and unclassified jobs.

⁴ Total includes all of Ozaukee County.

Source: U.S. Bureau of Economic Analysis & SEWRPC

Based on this study, the total number of jobs in the County is projected to increase by 11,485 jobs, or by approximately 23%, to 62,258 jobs by 2035. Most of the job growth is expected to occur as service jobs (jobs in finance, insurance, and real estate). Retail and industrial jobs are expected to increase, while the number of transportation and utility jobs, government jobs, and agricultural and natural-resource jobs are expected to remain the same or to decrease.

DESIRED BUSINESSES

The following list of businesses and industries have been identified by Ozaukee County in their planning process as particular types of desired new businesses and industries to attract, retain, or expand. The entirety of this list may not pertain to the Town of Grafton; however, it is a basis for the Town to start a collaborative economic relationship with the County.

The desired businesses and industries for the County are:

- Biotechnology and Biomedical Technology
- Healthcare
- Information Systems
- Tourism and Eco-Tourism
- Communications Media
- Construction Industry
- Entrepreneurial Companies and Independent Businesses
- Research and Development Firms
- Manufacturing Industry
- Residential Development
- Educational Institutions and Support Services
- Necessity Retail (i.e. grocery store)
- Financial Services
- Business Incubators
- Small Businesses and Home-Based Businesses
- Agriculture
- Locally Owned Restaurants and Micro-Breweries
- Alternative Fuel Suppliers

In efforts to attract, retain, or expand these particular types of desired new businesses and industries, the Town should also use the regional standards for number of jobs per acre per use. By utilizing this standard, the Town is assisting the County in attempts to meet the 2035 economic job growth projections, as well as, efficiently using land resources within the town.

The regional standards are as follows (Table 2):

TABLE 2: Regional Standards for Average Number of Jobs per Acre for Commercial and Industrial Land Uses.

Land Use	Average Number of Jobs per Acre of Land ¹
Commercial - Retail	16.6
Commercial - Service	16.6
Commercial - Office (Low Density) ²	25.0
Commercial - Office (High Density) ²	40.0
Industrial - All ³	8.3

¹ Includes the area devoted to the given use, consisting of the ground floor site area occupied by any building, required yards and open space, and parking and loading areas.

² The low density office standard is equivalent to a floor area ratio of 30 percent and a gross area of about 325 square feet per employee. In situations where high rise office buildings are common, such as in the Milwaukee central business district, the number of employees per acre would be significantly higher, and the high density office standard would apply.

³ The industrial standard is intended to be representative of typical new single story industrial development. It should be recognized that the number of industrial employees per acre can vary considerably from site to site, depending upon the nature of the manufacturing activity, the level of automation, the extent to which warehousing or office functions are located at the site, and other factors.

Source: SEWRPC 2035 Regional Land Use Plan

GENERAL ECONOMIC DEVELOPMENT ORGANIZATIONS AND PROGRAMS

A number of economic development organizations and programs have been established to assist in the establishment, retention, and expansion of area businesses, including the following:

Ozaukee County Economic Development Corporation

- Business Retention
- Business Attraction and Marketing
- Business Financing and Business Programs
- Promoting Ozaukee County Through Regional Partnerships
- Workforce 2010
- Fast Trac
- First Steps to Entrepreneurship

Washington – Ozaukee – Waukesha (WOW) Workforce Development Board

- H-1B Advanced Manufacturing Training Program
- On-the-Job Training Program
- Workforce Advancement and Attachment Training Program
- Dislocated Worker Program
- Work Keys Program

Regional Economic Partnership (REP)

The Milwaukee 7

Ozaukee County Revolving Loan Fund

Community Development Block Grant – Economic Development (CDBG-ED)

- Technology Zones
- Tax Incremental Financing

BROWNFIELD REMEDIATION GRANTS

The comprehensive planning law places an emphasis on the remediation and reuse of environmentally contaminated or brownfield sites. Brownfields are

defined as abandoned, idle, or underused industrial or commercial properties where redevelopment is hindered by known or suspected environmental contamination. The following grant programs are available to assist in the identification and clean up (remediation) of brownfield sites:

Brownfield Site Assessment Grants (SAG)

Blight Elimination and Brownfield Redevelopment (BEBR) Grants

Brownfield Green Space and Public Facilities Grants

Petroleum Environmental Cleanup Fund Award (PECF)

Brownfield Economic Development Initiative (BED) Grants

Federal Brownfields Assessment Grants

Federal Brownfields Site Cleanup Grants

ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES

Goal

Develop a diverse tax base.

Objective

Promote the marketing of businesses and industrial sites with the local Chamber of Commerce.

Encourage the development or expansion of businesses and industries in the PW, B-1, BP-1, and M-1 districts.

Utilize adopted PUD standards to encourage development along the Interstate 43 corridor and the redevelopment of brownfields.

Encourage home-based businesses within residential areas that have minimal impacts on adjoining uses.

Policies

Pursue and assist appropriate business and industry prospects to locate in the Town.

Support and promote the use of economic development programs to attract, retain, and expand businesses and industries in the Town.

Goal

Ensure well-designed, visually attractive development.

Objective

Encourage high quality architecture, site design, public spaces, landscaping and signage for new or expanding businesses and industries.

Policies

Ensure new development is compatible with nearby land uses, architecture, and landscaping.

Enforce current design standards as identified in the Land Use chapter and Zoning Code for each district.

TRANSPORTATION

Section 66.1001 (2)(c) of the Wisconsin Statutes requires the Transportation Element to provide a compilation of goals, objectives, policies, maps, and programs that guide the future development of various transportation modes.

Furthermore, Section 16.965 of the Wisconsin Statutes sets forth goals related to the Transportation Element that must be addressed as part of the planning process. They are:

- Encourage neighborhood designs that support a range of transportation choices.
- Provide an integrated, efficient and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit-dependent and disabled citizens.

The intent of this chapter is to address these issues and requirements set forth by the Wisconsin Statutes.

TRANSPORTATION IN THE REGION

The current Regional Transportation Plan (A Regional Transportation System Plan for Southeastern Wisconsin: 2035) was adopted by SEWRPC in June of 2006. Ozaukee County adopted its comprehensive plan, including an inventory of transportation facilities, in January of 2006. Both reports identify current transportation conditions that relate directly to the Town of Grafton; the conditions are outlined throughout this chapter.

The Regional Transportation System Plan outlines several recommendations for transportation in southeastern Wisconsin. These recommendations are divided into the following categories: public transit, bicycle and pedestrian facilities, transportation systems management, travel demand management, and arterial streets and highways.

Public Transit

The regional plan recommends expansion of public transit in southeastern Wisconsin, including the development and improvement of rapid and express transit systems. Currently, the Milwaukee County Transit System operates Route 143 (the Ozaukee County Express), which falls into the category of rapid transit. The proposed rapid transit bus service for the Grafton area includes changes to the existing service hours and frequency of the Ozaukee County Express Bus System. Service would offer intermediate stops spaced approximately three to five miles apart, and would connect all urbanized areas in southeastern Wisconsin.

As of 2005, no express transit service existed in the region. The proposed express transit system would have fewer stops than rapid transit, mostly within Milwaukee County, and operate at higher speeds to connect major employment centers and destinations. The proposed express transit system does not include service to the Grafton area.

Both the rapid transit and express transit are slated for future upgrades from buses to other types of transit. Commuter rail would replace buses for rapid transit, and bus guideway or light rail would replace express transit buses.

The region is also served by Greyhound Bus Lines, Badger Coaches, Wisconsin Coach Lines, Lamers Bus Lines, and Amtrak Trains.

Bicycle and Pedestrian Facilities

In order to safely accommodate bicycle travel, the plan recommends improvements to all arterial streets in the region. These improvements would include extra-wide outside travel lanes, paved shoulders, bicycle lanes, or a separate bicycle path. Land access and collector streets (as later defined in the streets and highways subsection) can allow for bicycle travel with no special accommodations.

The plan also recommends a stronger system of off-street bicycle paths that connects all cities and villages in the region with a population of 5,000 or more. The proposed system includes 575 miles of off-street bicycle paths with 147 miles of surface arterial and 83 miles of non-arterial connectors. Currently, about 203 miles of the planned 575 miles already exist.

To enhance pedestrian facilities in the region, the plan recommends that local units of government follow recommended standards and guidelines for the responsible construction and maintenance of those facilities as outlined in the adopted pedestrian facilities policy (see the Amendment to the Regional Bicycle and Pedestrian Facilities System Plan for Southeastern Wisconsin: 2020). The plan also encourages the development of bicycle and pedestrian plans at the local level to supplement the regional plan.

Transportation Systems Management

Measures in the transportation systems management element include freeway traffic management, surface arterial street and highway traffic management, and major activity center parking management and guidance. The plan recommends cooperation and coordination between the transportation agencies and operators in the region, and a focus on regional intelligent transportation systems (ITS) architecture to ensure interoperability between the hardware and software components employed by transportation operators in the region.

Travel Demand Management

The measures included in the travel demand management element of the plan intend to reduce personal and vehicular travel or to shift such travel to alternative times and routes. Doing so would allow for more efficient use of existing transportation systems. The travel demand management element recommends preferential treatment for high-occupancy vehicles, an increase of park-ride lots in the region from 49 to 75, and an expansion of transit pass programs and vanpool programs (transit pricing). The element

also recommends implementing programs related to personal vehicle pricing, and promoting travel demand management and transit through education and marketing. Local governments are encouraged to prepare and implement detailed site-specific neighborhood and major activity center land use plans to reduce automobile travel.

Arterial Streets and Highways

Within the Town of Grafton, all county and state trunk highways are slated for some level of improvement in the Regional Transportation Plan. The Town of Grafton encompasses three state arterials and six county arterials: Interstate 43 (I-43); State Trunk Highways (STH) 32 and 57; and County Trunk Highways (CTH) C, O, Q, T, V, and W.

It is recommended that the right-of-way along CTH C along the Town's southern boundary from the Town's western boundary to the I-43/STH 32/57 intersection be reserved to accommodate future improvement, additional capacity, or a new facility. Widening and/or other improvement is recommended for I-43/STH 32/57 through the length of the Town.

All county trunk highways in the Town have been recommended for resurfacing or reconstruction to provide essentially the same carrying capacity as currently handled. See Figure 1 for an illustration of recommended arterial improvements.

OTHER REGIONAL TRANSPORTATION INITIATIVES

Transportation Improvement Plan for Southeastern Wisconsin (TIP): 2007-2010

SEWRPC also prepared an updated version of the Transportation Improvement Plan for Southeastern Wisconsin (TIP): 2007-2010. The TIP is a federally required listing of all arterial highway and public transit improvement projects proposed to be carried

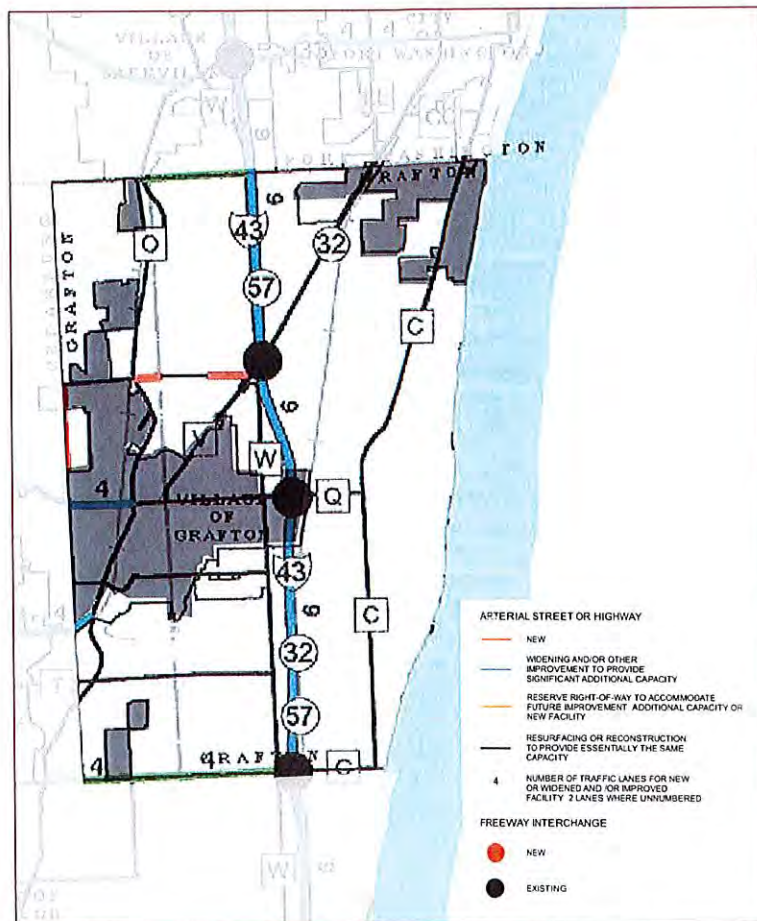


FIGURE 1: Functional Improvements to the Arterial Street and Highway System in Ozaukee County: 2035 Recommended Regional Transportation System Plan
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

out by State and local governments over the next four years in the seven-county region. Projects for the Town of Grafton include:

- Reconditioning of I-43 from STH 32 to the North County Line in Ozaukee County
- Improvement of the Interurban Bicycle/Pedestrian Trail between Terminal Rd. and Ridgewood Rd. and bridge construction over I-43

Recommended improvements are supplemented with cost estimates and funding sources. For more information, the plan can be downloaded from: www.sewrpc.org.

Wisconsin Bicycle Transportation Plan 2020

The Wisconsin Department of Transportation (WisDOT) recently published the Wisconsin Bicycle Transportation Plan 2020, WisDOT's statewide long-range bicycle plan. The plan makes several recommendations for government agencies to follow when making decisions regarding bicycle transportation. The roles and responsibilities for communities are as follows:

- Develop, revise, and update long-range bicycle plans and maps.
- Consider the needs of bicyclists in all street projects (especially collector and arterial streets), and build bicycle facilities accordingly.
- Promote and offer bicycle safety programs.
- Promote bicyclist-friendly development through plans, zoning and subdivision ordinances.
- Provide bike racks at public and commercial areas.
- Consider providing locker room facilities for employees.
- Consider bicycle racks on buses.
- Encourage business involvement as a means to increase bicycle commuting and other functional trips.
- Help promote bike-to-work/school days.

WisDOT works with the Wisconsin Department of Natural Resources (DNR) to preserve trail

opportunities by passing on its first right of acquisition for abandoned, privately-owned rail lines to DNR. WisDOT also conveys to DNR/counties full or partial rights to lines that it owns after consideration has been given to using the abandoned lines for continued rail or other transportation.

State Trails Network Plan

The Department of Natural Resources completed a State Trails Network Plan in 2001 to provide a long-term vision for establishing a comprehensive trail network in the state. The plan focuses on the main arteries of Wisconsin's trail system, and proposes one new trail segment near the Town of Grafton:

This trail would serve as a link to a potential Northeast Region corridor at the Manitowoc/Sheboygan county line. The proposed corridor would extend south through Sheboygan County into Ozaukee County where the county and local governments are developing an off-road segment on a WEPCO utility right-of-way south to the southern Ozaukee County border. A short on-road connector to Harrington Beach State Park and a connector segment to Milwaukee County's Oak Leaf Trail would also be pursued. Continuing southward, the trail would run along the Oak Leaf Trail to South Milwaukee. The county is currently pursuing continuation of the trail to the Milwaukee/Racine County line.

Segment 6: Green Bay to Illinois

Corridor Type: Natural Resource; Rail; Roadways; Utility

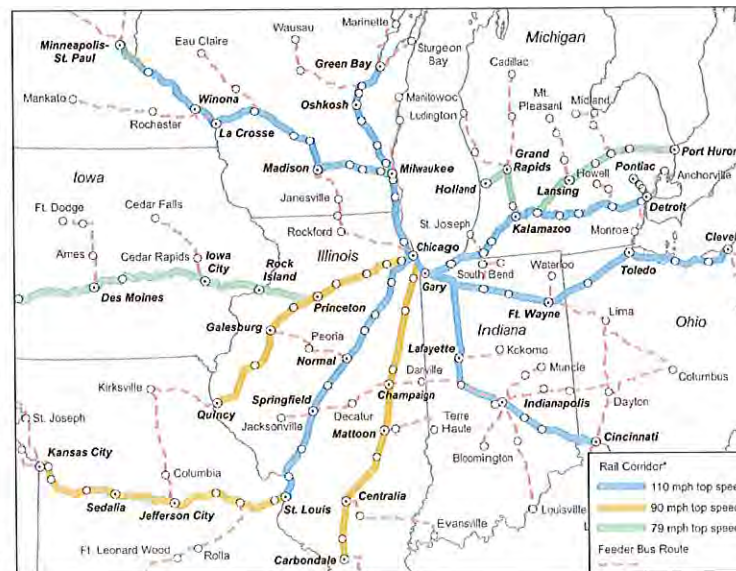
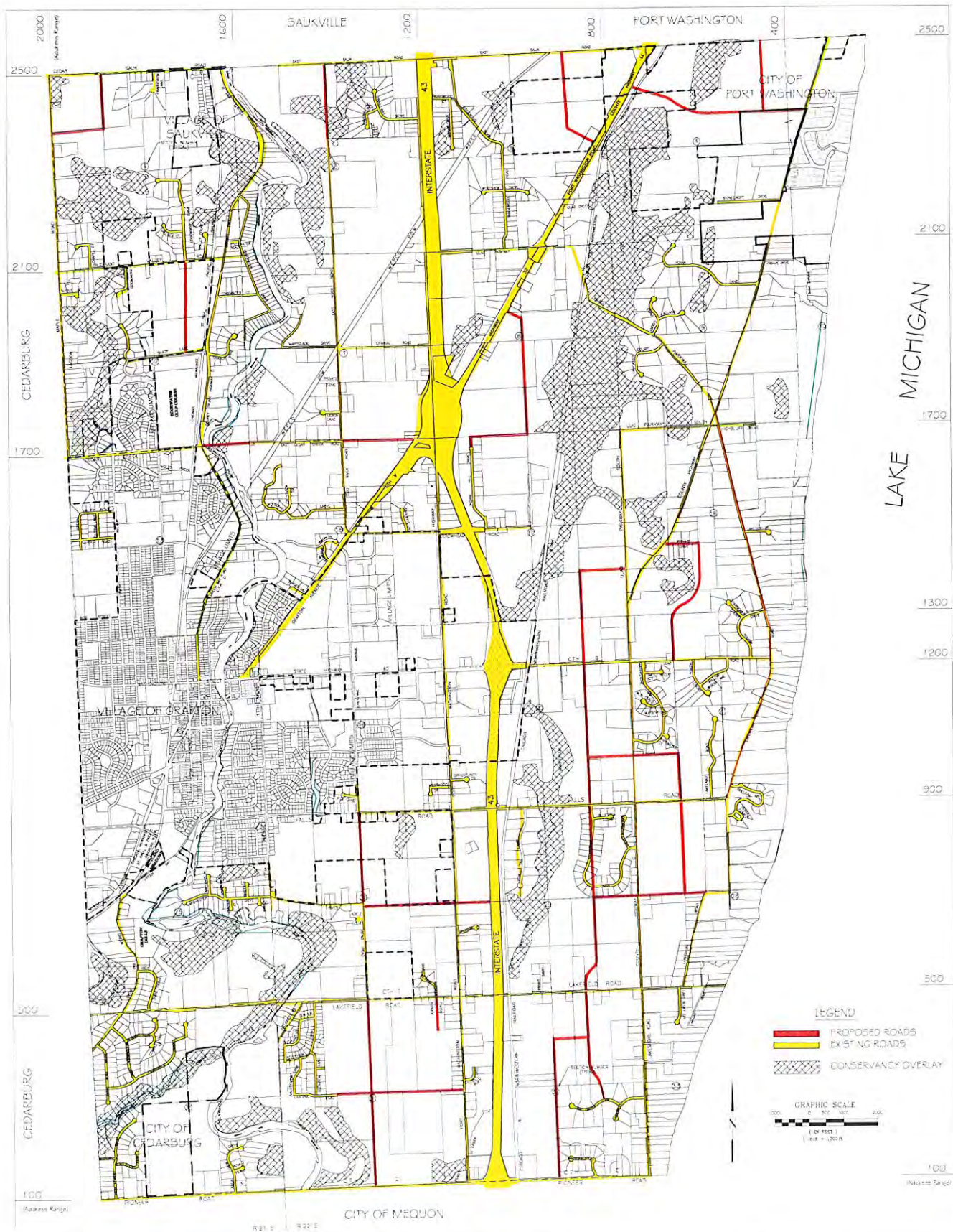
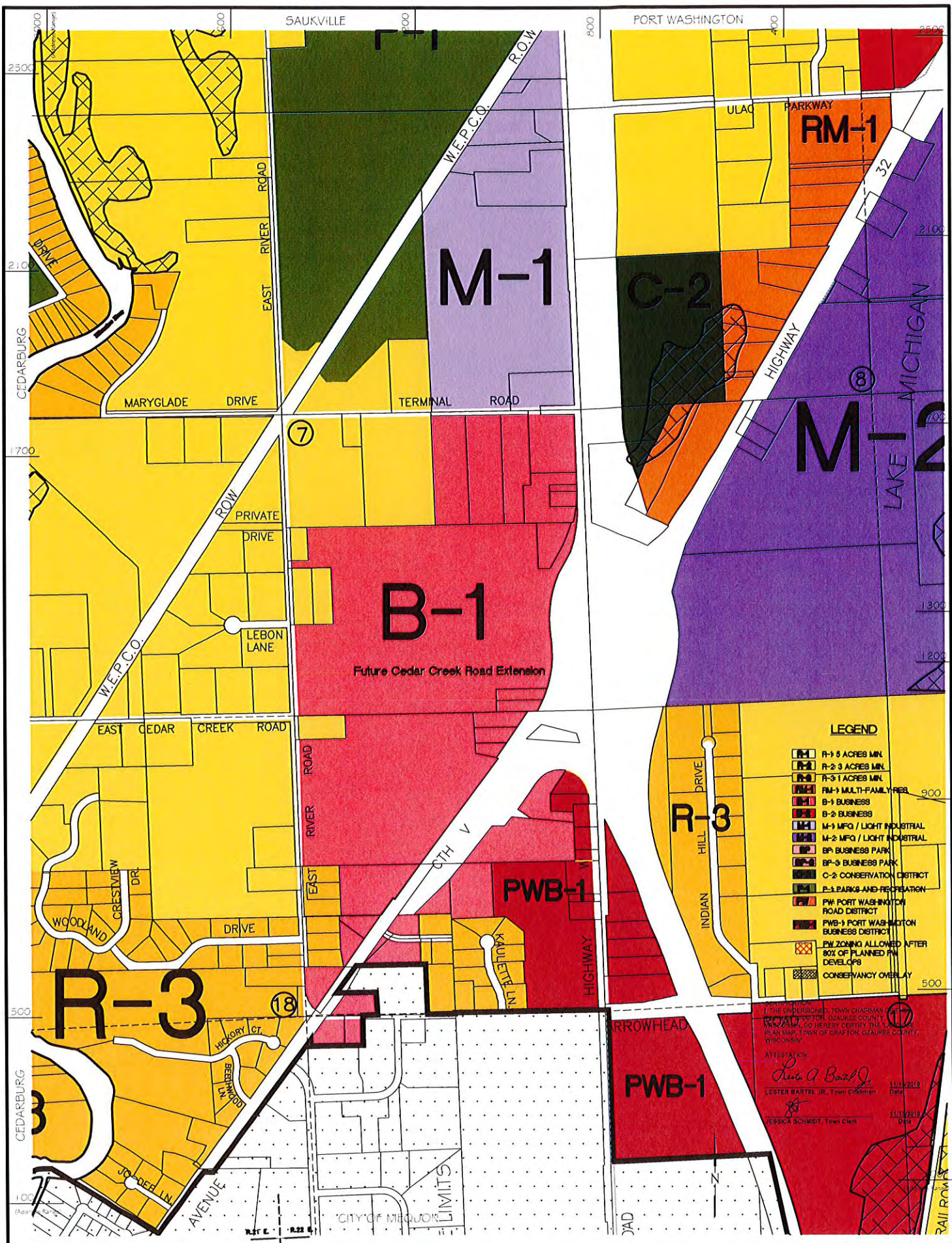


FIGURE 2: Proposed Midwest Regional Rail System.
Source: Midwest Regional Rail Initiative.





Midwest Regional Rail Initiative

Department of Transportation agencies in Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin sponsored an effort entitled the Midwest Regional Rail Initiative to develop an improved and expanded passenger rail system in the Midwest. The plan outlines a general configuration for the system, but does not define the location of specific communities where stations would be located. The plan does, however, indicate that a feeder bus route for the system would run through Ozaukee County (refer to Figure 2). This feeder bus would provide residents of the Grafton area with greater access to major cities throughout the Midwest.

Year	Arterial	Collector and Land Access	Total ^a	Arterial Mileage as a Percent of Total Mileage
1963	264.9	366.9	631.8	41.9%
1972	253.5	466.7	720.2	35.2%
1991	250.7	610.3	861.0	29.1%
2001	250.7	643.7	894.4	28.0%

^a Total street and highway mileage does not include private streets and roads or roadways in public parks and on institutional lands.

Source: SEWRPC

TABLE 1: Distribution of Total Street and Highway Mileage Within Ozaukee County.

TRANSPORTATION IN THE TOWN OF GRAFTON

Streets and Highways

SEWRPC classifies streets and highways as one of three types: 1) arterial streets as mentioned in the previous section; 2) collector streets; and 3) land access streets. Table 1 shows the total mileage of these streets within Ozaukee County and subsequent changes in mileage over time. The Town of Grafton also provides definitions for arterial, collector, and local collector roads in its Land Division Code.

Arterial streets provide a high degree of travel mobility and serve the movement of traffic between and through urban areas. Collector streets serve as connections between the arterial street system and the land access streets, which primarily provide access to abutting property. The total mileage of collector and land access streets has grown in the County over the past several decades. However, the total mileage of arterial streets has decreased; this may be attributed to the growth of residential areas throughout the County.

WisDOT maintains a database entitled the Wisconsin Information System for Local Roads (WISLR), which holds county and local street information including pavement conditions. Pavement ratings must be



FIGURE 3: Fixed-Route Bus and Connecting Shuttle Service Provided by Ozaukee County Express Bus System; January 2006

Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County; 2035; SEWRPC

submitted to WisDOT by each county and local government every other year. The PASER (pavement surface evaluation and rating) data has been compiled in the 2007 Pavement Management Program and is available on the Town's website: www.town.grafton.wi.us.

Additionally, the Town completed the "Town of Grafton Land Use and Transportation Plan" in June 2001, which outlines the visual character and traffic circulation patterns desired for various segments of the Town.

As of July 2007, I-43/STH 32/57 and STH 60 were only arterials in the Town that WisDOT designated as a long truck route. Long truck routes allow access for tractor-semitrailer combinations, double bottoms or an automobile haulways of any length. STH 32 between I-43 and STH 33 was designated as a 75' restricted truck route, which allows for 53' trailers (43' king pin to rear axle) at maximum, and restricts double bottoms. The Town continues to support these arterials as primary trucking routes.

The State of Wisconsin implemented a Rustic Roads program in 1973 to preserve scenic roads within the state. There are currently no roads in the Town of Grafton that have been designated as a Rustic Road.

As of August 2007, there were no planned jurisdictional transfers for roads within the Town of Grafton.

Transit

The Town of Grafton is served by one express commuter bus route (Route 143, as mentioned in the previous section), and connecting shuttle service. Figure 3 shows the express bus route and areas with connecting shuttle service. The two nearest park and ride lots to the Town are located where I-43 crosses CTH V in the Town of Grafton and the intersection of I-43 and CTH C at the Town's southern border with Mequon. In addition, the Regional Transportation Plan recommends a new park and ride lot near Highway 60 in the Village of Grafton.

Ozaukee County provides several local transit services which are available to the Town of Grafton. The Ozaukee County Shared-Ride Taxi Service, a public transportation program, uses sedans, minivans, and wheelchair-equipped vans to carry passengers. Trips can be arranged in advance or on the day of travel, and passengers can access locations within Ozaukee County only.

The Ozaukee County Aging Services Out of County Transportation service offers transportation for those in need of medical treatment not available within Ozaukee County. Riders must be non-ambulatory and should meet the eligibility requirements for the program.

In addition to these services, the Ozaukee County Veterans Services Department provides transportation services to the Veterans Administration Hospital (in Milwaukee County) for Ozaukee County Veterans.

Bicycle and Pedestrian Traffic

The Town of Grafton completed a Comprehensive Outdoor Recreation Plan in September 2007 to address existing and potential recreational amenities, including bicycle and pedestrian amenities. As part of the Ozaukee County Smart Growth planning process and program, a telephone survey was conducted in March 2005 that included questions relating to bicycle and pedestrian access. The results of the survey shows that the majority of the Town's residents believe that they:

- Place a priority on constructing additional bike paths and lanes in the Town
- Have mixed feelings on constructing more pedestrian paths to access public open space
- Support the expansion of the Ozaukee County InterUrban Trail

There are currently several linear recreational facilities available in the Town of Grafton. Bicycle and pedestrian routes include:

- Bicycle lanes, shared use paths, and signed shared roadways are located along Green Bay Road, Lakeland Road, Lakeshore Road, Ulao Parkway, and Ridgewood Road.
- The Ozaukee County InterUrban Trail is a roughly 32 mile long non-motorized multi-use trail that travels through the cities, villages, and towns (listed from south to north) of Brown Deer, Mequon, Thiensville, Cedarburg, Grafton, Port Washington, Belgium, Holland, and Cedar Grove.
- The Hiking, Equestrian, and Cross Country Skiing Trail is a multi-use path for non-motorized travel by hikers, horseback riders, and cross country skiers. The trail connects a number of equestrian centers within the Town of Grafton.

In addition to existing trail systems and pathways, the Town proposed the following bicycle and pedestrian development projects:



FIGURE 4: Equestrian trails were identified as a proposed development project in the Town of Grafton Comprehensive Outdoor Recreation Plan.

Source: Comprehensive Outdoor Recreation Plan, Bonestroo

- A multi-use trail system, extending a total distance of 15.3 miles. The trail is designed to offer non-motorized recreational opportunities and connect a variety of equestrian centers located east of I-43.
- A paved pedestrian/bicycle trail system, extending a total distance of 10.4 miles. The trail will connect Lime Kiln Park, Lion's Den Gorge Nature Preserve, and the Ozaukee County InterUrban Trail along Green Bay Rd., Lakefield Rd. (CTH T), Lake Shore Rd., and Ulao Parkway.

As the Town begins to implement these projects, consideration should be given to how the paths connect. For example, the Town may want to consider an equestrian path along Lake Shore Rd, in addition to the proposed paved trail system, to allow for access into Lion's Den Gorge Nature Preserve. This would require coordination with the County on those segments of Lake Shore Rd that overlap with CTH C (refer to Figure 5).

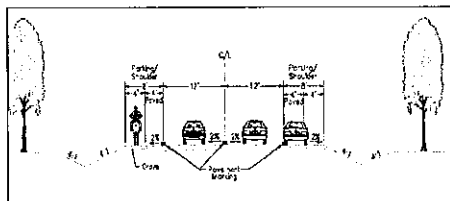


FIGURE 5: An example of a multi-modal trail system along a county-owned highway.

The Town has created an Outdoor Recreation Capital Improvement Schedule that prioritizes the plan recommendations. With regards to the proposed bicycle and pedestrian projects, the multi-use trail system is scheduled as a short term project to be completed before the year 2012. The paved pedestrian/bicycle trail is a mid-term improvement project, to be completed between the year 2012 and 2022.

Air Transportation

No public use or private airports exist in the Town of Grafton. Chartered air service and air freight services are available in Washington County at the West Bend Municipal and Hartford Municipal airports, Lawrence Timmerman Field in Milwaukee County, and Sheboygan County Memorial Airport in Sheboygan County. The nearest commercial airline service is provided by General Mitchell International Airport in Milwaukee. The Town supports the continued maintenance of these regional forms of air transportation.

Railroads

The Town of Grafton is traversed by two railroads. The Canadian National Railway, which provides freight services and carries Amtrak trains to and from Milwaukee, crosses through the western portion of the Town. However, the Town does not have a station that provides access to the trains. The nearest Amtrak station is located in downtown Milwaukee, approximately 22 miles from the Town of Grafton. The Union Pacific Railway also provides freight services and runs just east of I-43.

Water Transportation

There are no waterways used as transportation in the Town of Grafton. There are five major surface water bodies in the Town, including Lake Michigan, the Milwaukee River, Ulao Creek, Cedar Creek, and Mole Creek. While they provide a variety of recreational and scenic opportunities, the Port Washington Marina is the nearest small harbor for boats. For freight transportation, the Port of Milwaukee is the closest

facility to the Town. The Town supports access to water transportation at the regional level.

Other Transportation

There are a few snowmobile trails within the Town of Grafton. Some are funded through the Association of Wisconsin Snowmobile Clubs (AWSC), while others are local club trails.

Grafton also has a number of large equestrian centers, primarily located in the southern half of the Town. Currently the centers serve as a connecting piece between agriculture and the suburbanization of the Town. The Town of Grafton Comprehensive Outdoor Recreation Plan recommends the development of a 15.3 mile, non-motorized pedestrian and equestrian trail as a way of making the equestrian centers into origins and destination points for horseback riders.

TRANSPORTATION GOALS, OBJECTIVES, AND POLICIES

Goal

Ensure that the Town has access to public transit that is well-connected to other areas in the region and the Midwest.

Objective

Promote public transit options (e.g. bus, taxi) that allow residents to easily access rail lines and major transportation facilities at all times.

Policies

Encourage the implementation of changes in service hours and frequency for the Ozaukee County Express Bus System to ensure that residents of the Town can access urban centers and major transportation facilities seven days a week.

Coordinate with WisDOT on the Midwest Regional Rail Initiative to establish a feeder bus route that adequately serves residents of the Town.

Goal

Promote the expansion of alternative modes of transportation (i.e. bicycle, walking, mobile support for the elderly, etc.), as identified in the Comprehensive Outdoor Recreation Plan.

Objective

Balance automobile usage with all methods of transportation to encourage healthy lifestyles and a high-quality living environment.

Policies

Provide new and enhanced bicycle and pedestrian routes in the Town that serve as linkages between commercial centers and residential neighborhoods.

Provide new equestrian trails in the Town that serve as linkages between several of the existing equestrian centers, existing subdivisions, and open spaces.

Promote educational opportunities that incorporate elements of bicycle and pedestrian awareness.

Pursue grant funds to develop recommended trail and bicycle routes through the Town.

Support programs that provide transit services for the elderly, persons with disabilities, and other persons who cannot drive or who have difficulty in using private automobiles.

Goal

Provide a transportation network for the Town that ensures the safety of its users.

Objective

Ensure that all roadways and trails are properly maintained, and that intersections among them are frequent and well-defined.

Policies

Ensure implementation of the State Trails Network Plan so trails in the Town of Grafton provide access to other areas in the region.

Consider adopting trail and path requirements for new residential subdivisions to provide both safe and convenient opportunities for walking. These trails should connect to adjacent trail and path systems, as well as existing subdivisions and open spaces.

Utilize the current "Pavement Maintenance Program" to place emphasis on streets in the Town that need major improvement.

Goal

Ensure adequate funding for transportation improvement projects.

Objective

Diversify funding sources for the Town and utilize all avenues for acquiring monetary support.

Policies

Work with the County, State, various federal entities, and other sources to explore funding availability and secure monies for transportation programs and projects.

UTILITIES AND COMMUNITY FACILITIES

Section 66.1001 (2)(d) of the Wisconsin Statutes requires the Utilities and Community Facilities Element to provide a compilation of goals, objectives, policies, maps, and programs that guide the future development of various utilities and community facilities.

Furthermore, Section 16.965 of the Wisconsin Statutes sets forth goals related to the Utilities and Community Facilities Element that may be addressed as part of the planning process. They are:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

The intent of this chapter is to address these issues and requirements set forth by the Wisconsin Statutes.

PARKS

The Town of Grafton has approximately 211.2 acres of existing public park, recreation, and open space land and facilities. This represents about 2% of the Town's total land mass. There is approximately 973.4 acres of existing privately owned park, recreation and open space in the Town or 8% of the total land mass.

Of the publicly owned open space, 211 acres are public conservancy park, managed by Ozaukee County, US Fish and Wildlife, and Wisconsin Department of Natural Resources. The Town currently does not have any public "close to home" recreation space, such as neighborhood parks.

Comprehensive Outdoor Recreation Plan

The Town's park and open space plan, completed in 2007, provides an inventory of current parks and green space, outlines the natural resources available for parks and green space, offers a needs analysis, and provides action plan recommendations for the Town. In addition to preserving the existing open space and public conservancy parks, the plan identifies the following recreational needs:

- Linear parks to connect private and public open spaces
- Neighborhood parks, which provide access to both active and passive recreational activities.
- Community parks, which are suited for intense active recreational uses (i.e. athletic complexes), as well as passive recreation with natural features.

The Town recommends that the following park and recreation projects be developed to better serve the Town residents

- Canoe launches to provide greater non-motorized boating access to the Milwaukee River
- A multi-use trail system, which offers pedestrian, equestrian, and cross-country skier access (15.3 miles)
- A paved pedestrian/bicycle trail system (10.4 miles)
- A 5 to 10 acre, passive neighborhood park to serve the southern portion of the Town.
- A community park to serve all portions of the Town, including more active recreational uses.

Additional information relating to implementation and a capital improvement schedule can be found in the Town of Grafton Comprehensive Outdoor Recreation Plan.



FIGURE 1: A trail system in the Lion's Den Gorge Nature Preserve.



FIGURE 2: A view of a Lake Michigan from the Town of Grafton shoreline.

SANITARY SEWER SERVICE

SEWRPC is the designated water quality management agency for southeastern Wisconsin.

The Town of Grafton does not provide sanitary sewer service to its residents, as most land in the Town operates with mound systems. The Village of Grafton has a sanitary sewer service area that covers the entire Village and portions of the Town (Figure 3). A study is recommended to evaluate the cost efficiency for Town residents within the service area to utilize the Village's sanitary sewer system.



FIGURE 3: Sanitary Sewer Service Areas and Areas Served by Sewer in Ozaukee County.
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

PRIVATE ON-SITE WASTEWATER TREATMENT

Properties not served by sanitary sewer are served through private on-site wastewater treatment systems (POWTS), regulated by Ozaukee County. Several of the properties in the Town of Grafton use these systems.

POWTS include conventional systems, in-ground pressure systems, mound systems, at-grade systems, holding tank systems, and other experimental systems. When a public sanitary sewer system becomes available, the law states that the POWTS for a property must be disconnected within 12 months of availability. However, the Village of Grafton does not currently require disconnection. Therefore, Town residents along a Village sewer line remain on their POWTS until annexation.

STORMWATER MANAGEMENT

The Town of Grafton is an NR216 community. NR216 is a state mandated program that requires the Town of Grafton to regulate erosion control and stormwater runoff in the Town. The Town currently has a set of regulations to help enforce NR216. Additional information about NR216 and its requirements can be found at the DNR's website (www.dnr.state.wi.us).

Portions of Ozaukee County are currently under US EPA Phase I regulations for stormwater management and construction site erosion control. The Town of Grafton is not under this designation; however, Ozaukee County will soon be preparing an ordinance to cover all parts of the County not already under the regulations.

The 2035 Multi-Jurisdictional Comprehensive Plan for Ozaukee County recommends that street improvements in areas with urban density development should employ curb and gutter and storm sewer facilities to carry runoff. Roadside ditches and swales, culverts, and overland flow paths are appropriate in lower-density residential development. High to medium density developments may also need stormwater

storage and infiltration facilities (i.e. dry ponds, wet ponds, infiltration basins). Due to the rural character of the Town, roadside swales and culverts handle the majority of runoff.

WATER SUPPLY

Approximately nine percent of Ozaukee County is not served by public or private water supply systems. Most of the Town falls under this category, and thus use private wells to obtain a water supply.

SOLID WASTE DISPOSAL

The Town of Grafton receives weekly garbage collection service from Veolia Environmental Services. Town residents may also purchase carts from Veolia. Solid waste from the Town is deposited at a Veolia Environmental Services transfer station and sent to the Glacier Ridge Landfill in Horicon (Dodge County). As of this writing, the Town supports the continuation of this arrangement.

Additional solid waste programs available in Ozaukee County include household hazardous waste (HHW) and tire collection. Information on HHW is available by contacting Veolia, and tire collection information is available through Ozaukee County. Residents may also schedule special pick-up for large items with Veolia for an additional fee.

The Town of Grafton houses a 280-acre fly ash landfill, located near I-43 and STH 32. According to the Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035, detailed information about this former landfill was not readily available. However, this site is included in the WE Energies Fly Ash Reclamation Project. Beginning in 2001, fly ash was mined and transported to the Pleasant Prairie Power Plant in Kenosha County for reburial.

RECYCLING FACILITIES

As with garbage, the Town's recyclables are collected weekly by Veolia Environmental Services and the Town continues to support this program.

COMMUNICATIONS FACILITIES

Town of Grafton residents have access to several newspapers that cover information in the region. These include the Milwaukee Journal Sentinel, the Ozaukee County Guide, the Ozaukee County News Graphic, and the Ozaukee Press. Locally, residents receive the Town of Grafton Times (town newsletter).

Telecommunication services include the following categories: 1) Voice Transmission Services, 2) Data Transmission Services, and 3) Multimedia Services. In the Town of Grafton, the majority of these services are provided by AT&T, Nextel, Sprint, T-Mobile, U.S. Cellular, Verizon, and Time-Warner Cable.

PRIVATE UTILITIES

Electric Power Service

WE Energies serves the majority of the Town of Grafton with electric power service. The extent of the power service does not constrain the location or intensity of urban development in the Town.

Natural Gas Service

The Town also receives service from WE Energies for natural gas. A major natural gas pipeline runs east-west near the northern boundary of the Town.

Power Plants and Transmission Lines

The nearest electric power generation facility to the Town is for WE Energies, and is located in the City of Port Washington.



FIGURE 4: Columbia St. Mary's Hospital Ozaukee Campus.
Source: Mortenson.

CEMETERIES

One cemetery is located within the Town of Grafton and one larger cemetery borders the southwestern portion of the Town. The Ozaukee Congregational Church Cemetery is located in the southern portion of the Town, and includes approximately 1.5 acres of land. The Immanuel Cemetery (11.9 acres) is on the southwestern border of the Town, located in the City of Cedarburg. The Town does not see the need to dedicate additional space to cemeteries at the time of this writing.

HEALTH CARE FACILITIES

The nearest hospital to the Town that offers a full range of medical services is Columbia-St. Mary's Hospital (Ozaukee Campus) in the City of Mequon (Figure 4). Currently, this hospital is the only location in Ozaukee County offering full medical services. However, a second regional health care facility is planned for the Village of Grafton.

The closest special medical centers to the Town of Grafton include:

- Advanced Healthcare - Cedar Creek Clinic (Village of Grafton)
- Homestead Family Health Center (City of Cedarburg)

- Cedar Mills Medical Group (City of Cedarburg)
- Aurora Health Care Clinic (City of Port Washington)
- Advanced Healthcare - Port Washington Clinic (City of Port Washington)

As of this writing, the Town does not require any additional health care facilities.

CHILD CARE FACILITIES

The Bureau of Regulation and Licensing (BRL) categorizes child care facilities into two types: family and group. Family child care centers provide care for four to eight children, while group child care centers care for nine or more.

As of 2005, the following licensed child care facilities were located in the Town of Grafton:

CHILD CARE CENTER	TYPE
• Enchanted Forest Day Care	Family
• Evergreen Child Care LLC	Family
• It's a Small World Family Day Care	Family
• Ozaukee Day Care & Learning Center	Group
• Little Red School House CCC	Group

Town residents also had access to the 4 licensed group and 2 licensed family child care centers in the Village of Grafton. As of this writing, the Town does not require any additional child care facilities.

NURSING HOMES

As of 2005, five nursing homes were located within Ozaukee County:

- Cedar Springs Health and Rehabilitation Center (City of Cedarburg)
- Heritage Nursing and Rehabilitation Center (City of Port Washington)
- Highlands at Newcastle Place (City of Mequon)
- Lasata Care Center (City of Cedarburg)
- Sarah Chudnow Campus (City of Mequon)



FIGURE 5: Ozaukee County Justice Center.
Source: Ozaukee County.

Lasata Heights, Newcastle Place, and the Sarah Chudnow Campus offer a variety of retirement community services ranging from independent living (with additional personal care services) to assisted living and nursing home facilities.

Demand for these services may increase for Town residents over the coming years as the population ages. Based on the 2000 Census, approximately 23.5% of the Town's population is age 55 or older (refer to the section on demographic data), while 36.9% of the population fall between the ages of 35 and 54.

POLICE

The Ozaukee County Sheriff's Department is responsible for overseeing the Town of Grafton. The Sheriff's Department is located in the Ozaukee County Justice Center in the City of Port Washington (Figure 5). As of 2005, the Sheriff's Department employed 34 full time officers, not including staff for jail operations, communications, or support services divisions. The Town shares the Sheriff's Department with the Village of Belgium and the Towns of Belgium, Fredonia, Cedarburg, Port Washington, and Saukville. As of this

writing, the Town supports the continuation of this arrangement.

SHARED SERVICES

Several services are shared between the Town and the Village of Grafton, including: the U.S.S. Liberty Memorial Public Library, Grafton Fire Station and Fire Station Annex, and the Communication Center.

FIRE AND RESCUE

Grafton Fire Department

The Town and Village of Grafton are provided with fire services from a volunteer fire department. As of 2005, the department had 88 volunteers on its roster. Emergency medical services are provided to both communities by Grafton Rescue.

Dispatch Centers

Five dispatch centers exist in Ozaukee County, all of which take emergency calls 24 hours a day. The centers are operated by the Ozaukee County Sheriff's Department and the Mequon, Cedarburg, Grafton, and Port Washington Police Departments. Two additional dispatch centers, operated by the Saukville and Thiensville Police Departments, operate from 7am to 10pm.

LIBRARIES

The Town jointly funds its library services with the Village of Grafton. The U.S.S. Liberty Memorial Public Library is located on 11th Avenue in the Village of Grafton.

SCHOOLS

Grafton School District

The majority of children in the Town of Grafton attend classes in the Grafton School District, which houses approximately 2,100 students in three elementary schools (K-5), one middle school (6-8) and one high school (9-12):

- Grafton High School
- John Long Middle School
- Grafton Elementary
- Kennedy Elementary
- Woodview Elementary

The school district encompasses 26 square miles and draws students from the Village and Town of Grafton, the Town of Cedarburg, and a small portion from the Village of Saukville.

Some of the Town's students also attend school within the Cedarburg District. The Cedarburg High School is accredited by the North Central Accrediting Association, and is a member of the Wisconsin Interscholastic Athletic Association and the North Shore Conference. There are 160 teachers and professional staff. The high school offers 22 varsity athletic programs and 12 extracurricular organizations. In 2005, 2006, and 2007, Newsweek Magazine ranked Grafton High School in the top 10 for Wisconsin high schools.

The Town has a history of a positive working relationship with both school districts and intends to continue working with them as new facilities are proposed.

Private Schools

The following private schools were listed in the 2035 Ozaukee County Comprehensive Plan as being located in the Village and Town of Grafton: Our Savior Lutheran, St. Paul Lutheran, and St. Joseph Catholic.

Ozaukee Homeschoolers Network

A number of students at all levels are homeschooled in Ozaukee County. The Ozaukee Homeschoolers Network provides learning resources, legal information, and general support for parents and children involved in home schooling. The Oscar Grady library in Saukville also offers materials for home schooled children.

Post-Secondary Educational Facilities

The University of Wisconsin-Milwaukee (UWM) maintains a field station with research facilities in

the Town of Saukville at the Cedarburg Bog Natural Area. In addition, the City of Mequon is home to the Milwaukee Area Technical College (MATC) Mequon campus, Concordia University, and Wisconsin Lutheran Seminary.

OTHER GOVERNMENT FACILITIES

Town Hall

The Town Hall is located on 11th Avenue in the Village of Grafton. Currently, the Town leases its Town Hall facility from the Village.

Post Office

The closest post office is located in the Village of Grafton on Highland Drive.

UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, AND POLICIES

Goal

Provide efficient and effective governmental services and facilities for Town residents.

Objective

Require all development (both new and existing) to pay the appropriate percentage (per Town ordinances) for services and/or facilities that support or serve such development.

Policies

Review all development proposals for efficiency in delivery of public services (e.g. snow removal, refuse collection, utility extensions, etc.).

Continue to work with the Village of Grafton regarding shared services and facilities.

Goal

Assure adequate facilities are provided for active and passive recreation pursuits.

Objective

Provide recreational facilities that are in demand by Town residents, and preserve open spaces for public enjoyment and benefit.

Policies

Follow recommendations made in the Town's Comprehensive Outdoor Recreation Plan, including the need for active recreational space in the Town.

Ensure that all parks in the Town are interconnected by a system of trails and pathways for bicycle, pedestrian, and/or equestrian traffic.

Goal

Provide adequate public services, utilities, and facilities that are cost effective to Town residents.

Objective

Ensure adequate utility corridors for water and stormwater management, collector streets, telecommunication systems, electric, and natural gas distribution, and ensure that appropriate sites for future recreational and educational facilities are properly planned and designated.

Policies

Require that all new and replacement electric and telecommunications distribution and service lines be located underground.

Require the development of residential, commercial, and industrial uses at densities that are cost effective to serve (e.g. snow removal, refuse collection, utility extensions, etc.).

Explore grants and funding opportunities available for utilities and community facilities that work collaboratively with Town impact fees.

Goal

Promote better management of stormwater within Town boundaries.

Objective

Further investigate sustainable stormwater management practices in addition to conventional stormwater management systems.

Policies

Promote the use of rain barrels, rain gardens, porous pavement, and green roof systems in all new developments and redevelopment efforts in the Town.

Continue to investigate the need for proper sump pump discharge.

INTERGOVERNMENTAL COOPERATION

Section 66.1001 (2)(g) of the Wisconsin Statutes requires the Intergovernmental Cooperation Element to provide a compilation of goals, objectives, policies, maps, and programs that guide joint planning and decision making with other jurisdictions.

Furthermore, Section 16.965 of the Wisconsin Statutes sets forth goals related to the Intergovernmental Cooperation Element that may be addressed as part of the planning process. The goal directly related to this element is stated as the following: "encouragement of coordination and cooperation among nearby units of government."

The intent of this chapter is to address the issues and requirements set forth by the Wisconsin Statutes.

INTERGOVERNMENTAL COOPERATION BETWEEN MUNICIPALITIES

There are a variety of ways in which neighboring cities, villages, and towns interact, in accordance with State Statutes. The following section provides a basic description of the various means of regulatory interaction between towns and municipalities, as well as an inventory of those issues affecting the Town of Grafton.

Cooperative Plans & Boundary Agreements

Under Section 66.0307 of the Wisconsin Statutes, any combination of cities, villages, and towns may determine the common boundary lines between themselves under a cooperative plan. The cooperative preparation of a plan for the affected area should be created by the concerned local units of government and prescribe in detail the contents of the cooperative plan.

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) provides an explanation of cooperative plans and boundary agreements in the

Multi-Jurisdictional Comprehensive Plan for Ozaukee County. In that document, it is stated that the cooperative plan must identify any boundary change and any existing boundary that may not be changed during the planning period; identify any conditions that must be met before a boundary change may occur; include a schedule of the period during which a boundary change shall or may occur; and specify arrangements for the provision of urban services to the territory covered by the plan. A boundary agreement can also be achieved under Section 66.0225 which allows two abutting communities who are parties to a court action to enter into a written stipulation determining a common boundary. In addition, communities can agree upon common boundaries under Section 66.0301, the statute that addresses intergovernmental cooperation.

As of September 2007, the Town of Grafton has not entered into any cooperative plans or boundary agreements with any adjacent municipalities. However, the Town and Village of Grafton have a history of meeting cooperatively to discuss proposed land uses and plats.

Extraterritorial Zoning Authority

Per Section 62.23(7a) of the Wisconsin State Statutes, a city which has created a plan commission and has adopted a zoning ordinance may exercise extraterritorial zoning power. Such cities may have extraterritorial zoning jurisdiction (ETZ) over unincorporated areas within three miles of the corporate limits of a first, second, or third class city or within 1.5 miles of the corporate limits of a fourth class city or a village. ETZ powers may not be exercised within the corporate limits of another city or village. In accordance with Section 66.0105, in situations where ETZ jurisdictions of two or more municipalities overlap, the area must be divided on a line which is equidistant from the boundaries of each municipality. Therefore, the unincorporated area is not subject to the ETZ regulations of more than one municipality in any given area.

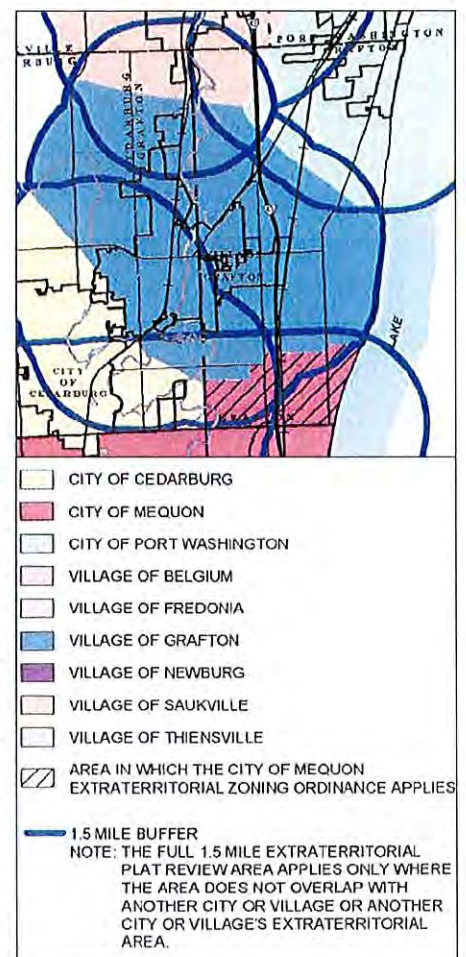


FIGURE 1: Extraterritorial Review for cities and villages
Source: Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035; SEWRPC

In order to create extraterritorial zoning districts and regulations, the municipality must establish a joint extraterritorial zoning committee (JETZCO). The committee is composed of three citizen members of the municipality's plan commission and three town members from each town affected by the proposed zoning districts and regulations. Once established, the committee formulates tentative zoning recommendations for the ETZ area.

The City of Mequon exercises ETZ powers over approximately 1,528 acres in the Town of Grafton (Figure 1). The Town and City continue discussions through their JETZCO to review zoning districts and regulations in the ETZ.

Extraterritorial Platting Authority

Section 236.10 of the Wisconsin Statutes stipulates that a city or village may review, and approve or reject, subdivision plats located within its extraterritorial area if it has adopted a subdivision ordinance or an official map. Section 236.02 defines the extraterritorial plat review jurisdiction (ETP) as the unincorporated area within three miles of the corporate limits of a city of the first, second, or third class, or within 1.5 miles of the corporate limits of a city of the fourth class or a village.

Similar to ETZ jurisdictions, Section 66.0105 stipulates where the ETP jurisdiction of two or more cities or villages would otherwise overlap, the extraterritorial jurisdiction between the municipalities is divided on a line. All points on the line are equidistant from the boundaries of each municipality concerned, so that no more than one city or village exercises extraterritorial jurisdiction over any unincorporated area. The extraterritorial area changes whenever a city or village annexes land, unless the city or village has established a permanent extraterritorial area through a resolution of the common council or village board or through an agreement with a neighboring city or village. A municipality may also waive its right to approve plats within any portion of its extraterritorial

area by adopting a resolution that describes or maps the area in which it will review plats, as provided in Section 236.10(5). The resolution must be recorded with the County Register of Deeds.

The Town of Grafton is subject to the ETP jurisdiction of several of the adjacent communities (Figure 1) including:

- City of Mequon
- City of Cedarburg
- City of Port Washington
- Village of Grafton
- Village of Saukville

State regulations do not specify in detail how ETP reviews and approvals are administered. Consequently, the administration of the reviews and approvals may vary significantly for each of the municipalities with jurisdiction over the Town.

Furthermore, while any portion of a town cannot be subject to more than one municipality's ETZ or ETP jurisdiction, the same portion would be subject to two municipal reviews when it is a mixture of ETZ and ETP. In other words, the ETZ jurisdictions of Municipality A and B cannot overlap. The same is true for the ETP boundaries of both municipalities. However, Municipality A's ETZ boundary can overlap with Municipality B's ETP boundary and vice versa. For a town, this adds to the complexity of ETZ and ETP reviews, as municipal administration may vary significantly.

Consolidation

The issue of consolidation between the Town and Village of Grafton has been mentioned by community members in public forums. Presently, no formal movement has been made by either community to move forward with consolidation. What follows is a general summary of the official process of consolidation between a town and a city or village, as defined by Wisconsin State Statutes:

Based on Sections 66.0229 and 66.0230, a town may be consolidated with a contiguous town, village, or city through an ordinance passed by a two-thirds vote of all members of each board and council, ratified by the electors at a referendum held in each municipality. Once the ordinance is passed, the town and city or village must meet a series of conditions to complete the consolidation process, including:

- Both communities must adopt identical resolutions that describe the level of service the residents of the proposed city or village will receive, including but not limited to:
 - Public parks services
 - Public health services
 - Animal control services
 - Library services
 - Fire and emergency rescue services
 - Law enforcement services
- The city or village that the town wants to consolidate into must enter into a separate boundary agreement with every city, village, or town that borders the proposed consolidated city or village.
- A comprehensive plan, effective the date of consolidation, must also be adopted by the consolidating city, village, or town.
- At least some part of the consolidated city or village receives sewage disposal services.

Land Division Regulations

Section 236.45 of the Wisconsin Statutes authorizes county and local governments to adopt their own land division ordinances. The Town of Grafton previously adopted such an ordinance. A land division ordinance regulates the division of land into smaller parcels. Land division ordinances help ensure the following:

- New development is appropriately located;
- Lot size minimums specified in zoning ordinances are observed;
- Arterial street rights-of-way are appropriately dedicated or reserved;

- Access to arterial streets and highways is limited in order to preserve the traffic-carrying capacity and safety of such facilities;
- Adequate land for parks, drainageways, and other open spaces is appropriately located and preserved;
- Street, block, and lot layouts are appropriate;
- Adequate public improvements are provided.

Land division ordinances can be enacted by cities, villages, towns and counties. County land division ordinances only apply to unincorporated areas. Within unincorporated areas, it is possible for both counties and towns to have concurrent jurisdiction over land divisions. Counties also have authority under Section 236.10 to review and approve all subdivisions located in unincorporated areas.

In addition to these requirements, the Ozaukee County shoreland and floodplain zoning ordinance includes land division regulations for areas located in the shoreland. Portions of the Town of Grafton are regulated under this ordinance.

Chapter 236 of the Wisconsin Statutes sets forth general requirements governing the subdivision of land, and grant authority to county and local governments to review subdivision maps (plats) with respect to local plans and ordinances. Under the Chapter, local governments are required to review and take action on plats for subdivisions. Local subdivision ordinances may be broader in scope and require review and approval of land divisions in addition to those meeting the statutory definition of a subdivision.

The Town of Grafton regulates land division in the Town Code. The Town should be aware of county and surrounding city and village land division regulations in relation to its own ordinance.

INTERGOVERNMENTAL COOPERATION WITHIN THE REGION

Ozaukee County

On a county-wide level, there are several issues that may require the various levels of government to work cooperatively in the near future. For the Town of Grafton, special attention should be paid to infrastructure-related issues and open space preservation.

Recently, water-related infrastructure has been a topic of discussion for several communities. Due to its location along Lake Michigan, the Town of Grafton may become involved in future planning efforts as communities begin to explore new water resources. During this process, the Town and surrounding municipalities should work cooperatively and establish guidelines for shared resources.

In accordance with the Comprehensive Outdoor Recreation Plan, the Town should continue to work with Ozaukee County to protect existing public conservancy land and expand its park, open space, and trail system opportunities.

Wisconsin Department of Transportation (WisDOT)

Currently, three interchanges along the I-43 corridor are located within the Town and Village of Grafton:

- County C
- Highway 60
- Highway 32

In the future, the Town should collaborate with both the Village of Grafton and WisDOT as modifications to the existing interchanges or new interchanges are proposed.

Department of Natural Resources (DNR)

Nearly all of the existing open space in the Town of Grafton is composed of public conservancy or wildlife preservation land. The Town should work with the DNR to maintain these existing resources and pursue

future expansion opportunities, in accordance with the Comprehensive Outdoor Recreation Plan.

PLANS IN THE REGION

Water Quality Management Plan

In 1979, SEWRPC adopted an area-wide water quality management plan for Southeastern Wisconsin as a guide to achieving clean and wholesome surface waters within the seven-county region. The plan has five elements:

- a land use element;
- a point source pollution abatement element;
- a non-point source pollution abatement element;
- a sludge management element;
- a water quality monitoring element.

The point source pollution abatement element is of particular importance to land use planning. That plan element recommends major sewage conveyance and treatment facilities and identifies planned sewer service areas for each of the sewerage systems in the region. Under Wisconsin law, major sewerage system improvements and all sewer service extensions must be in conformance with the plan.

Water Quality Management Plan Update

SEWRPC is working with the Milwaukee Metropolitan Sewerage District (MMSD) to update the regional water quality management plan. The area involved includes all of the Kinnickinnic River, Menomonee River, Milwaukee River, Root River, and Oak Creek watersheds; the Milwaukee Harbor estuary; and the adjacent near shore areas draining to Lake Michigan. All of the Ozaukee County planning area is included in the plan update except the Sauk Creek, Sucker Creek, and Sheboygan River watersheds and two small portions of the Lake Michigan direct drainage area located in the northeast portion of the County.

The interagency effort is using the U.S. Environmental Protection Agency's recommended watershed

approach to update the Regional Water Quality Management Plan and to develop the MMSD's 2020 Facilities Plan for the study area, called the Greater Milwaukee Watersheds. When completed, the plan will recommend the control of both point and nonpoint pollution sources, and provide the basis for decisions on community, industrial, and private waste disposal systems.

Regional Groundwater Plan

SEWRPC has worked cooperatively with the Wisconsin Geological and Natural History Survey (WGNHS) and the Wisconsin Department of Natural Resources (WDNR) on a regional groundwater plan to develop hydrologic data that can be used to support the preparation of a regional groundwater modeling program. The document will also provide information useful for land use and related planning efforts. The groundwater-related inventories are documented in SEWRPC Technical Report No. 37, Groundwater Resources of Southeastern Wisconsin, June 2002.

Regional Water Supply Plan

The Commission is conducting a regional water supply study for the Southeastern Wisconsin Region. The regional water supply plan together with the above mentioned groundwater inventories and a ground water simulation model will form the SEWRPC regional water supply management program. The preparation of these three elements includes interagency partnerships with the U.S. Geological Survey, the Wisconsin Geological and Natural History Survey, the University of Wisconsin-Milwaukee, the Wisconsin Department of Natural Resources, and many of the area's water supply utilities.

The regional water supply plan will include the following major components:

- Water supply service areas and forecast demand for water use.
- Recommendations for water conservation efforts to reduce water demand.

- Evaluation of alternative sources of supply, recommended sources of supply for each service area, and recommendations for development of the basic infrastructure required to deliver that supply.
- Identification of groundwater recharge areas to be protected from incompatible development.
- Specification of new institutional structures necessary to carry out plan recommendations.
- Identification of constraints to development levels in subareas of the Region that emanate from water supply sustainability concerns.

Multi-Jurisdictional Plan for Ozaukee County: 2035

At the County level, a Multi-Jurisdictional Plan is being developed to meet the State requirements. The planning process includes participation from Ozaukee County, SEWRPC, and 14 local governments, including:

- City of Mequon
- City of Port Washington
- Village of Belgium
- Village of Fredonia
- Village of Grafton
- Village of Newburg
- Village of Saukville
- Village of Thiensville
- Town of Beluim
- Town of Cedarburg
- Town of Fredonia
- Town of Grafton
- Town of Port Washington
- Town of Saukville

The Plan is scheduled for adoption by the County Board in mid-2008.

Other Plans

Additional plans for the region are discussed in the Transportation element and the Utilities and Community Facilities element.

PLANS IN ADJACENT MUNICIPALITIES

Village of Grafton

The Village of Grafton's Comprehensive (Master) Plan 2010 was created in 1995. As of 2005, this was the most recent comprehensive plan for the Village. The boundaries of this plan include a portion of the Town of Grafton.

The Village has also adopted two plans that address bicycle/pedestrian amenities and parks and open space. The Bicycle and Pedestrian Plan (1996) includes an inventory of existing facilities, describes the planning process used to determine recommendations for facilities, contains an implementation plan, and includes maps depicting current and future bicycle and pedestrian facilities. The Village of Grafton Park and Open Space Plan was adopted in 2002 and focuses on recreational development needs through 2007 and includes a recreational capital improvements program and inventory of existing facilities. The plan also includes recommendations for recreational development needs beyond 2007.

To address sewer service issues, the Village and the City of Cedarburg have adopted SEWRPC Community Assistance Planning Report No. 91 (2nd Edition) from June 1996. As of 2005, both municipalities and SEWRPC adopted the report, but adoption by the Wisconsin Department of Natural Resources (WDNR) was pending.

City of Mequon

As of 2005, the City of Mequon had a comprehensive plan in place that was written in 1983 and amended in 2000.

The City's Comprehensive Park, Recreation, and Open Space Plan was prepared in 2002. The plan is an update of the 1997 plan and identifies progress towards completing priorities identified by the earlier report. The City also has a Transportation Plan from

1996 that includes a section on recommendations for bikeways and bikeway implementation.

The City of Mequon also adopted SEWRPC Community Assistance Planning Report No. 188, written in 1992 and amended in 1995 by the City. As of 2005, the City, SEWRPC, and the WDNR had adopted the document.

City of Cedarburg

The City of Cedarburg has a plan from 1991 entitled "A Development Plan for the City of Cedarburg; 2010." The document will be replaced by a new comprehensive plan currently being compiled by the City.

The City also has a Comprehensive Park and Open Space Plan that was amended in May of 2004. The Plan will be included in the City's "Smart Growth" planning document.

Refer to the Village of Grafton's planning efforts for information regarding the adopted sewer service plan for the City of Cedarburg.

Village of Saukville

The Village of Saukville has a land use plan in place that was completed by SEWRPC in 1998. The plan is entitled "A Land Use Plan for the Village of Saukville: 2010."

The Village's Comprehensive Outdoor Recreation Plan was adopted in 1996. The plan focused on improving existing green spaces, enhancing trail connections, and expanding open space opportunities. The plan identified a capital improvement program (CIP) to accomplish these goals between 1996 and 2001.

City of Port Washington

The City of Port Washington's land use plan was updated in November 1997 and is called "Year 2020 City Plan, 1962-1997."

The City also adopted a Comprehensive Park and Open Space Plan in April 1996. The plan identified

the City's open space goals and objectives. On the implementation side, a five-year CIP budget and schedule was created.

Town of Cedarburg

The Town of Cedarburg's most recent plan is its "Town of Cedarburg Comprehensive Plan: 2035" which was adopted in April of 2008. This extensive planning effort replaced the 1999 plan.

In July of 2009, the Town of Cedarburg adopted its "Comprehensive Park Plan." A needs analysis was completed to examine existing amenities and recommend upgrades, as well as expansion.

Town of Port Washington

The Town of Port Washington is currently in the process of updating its land use plan. As of September 2007, a draft version of "Town of Port Washington Land Use Plan, 2035" was available.

Town of Saukville

The Town of Saukville has a land use plan in place that was completed by SEWRPC in 1998. The plan is entitled "A Land Use Plan for the Town of Saukville: 2010."

The Town of Grafton should evaluate the above mentioned plans when analyzing future development proposals, as well as the location of trails, facilities, and parks within its boundaries to determine how well they connect to adjacent areas. Refer to the Transportation and Utilities and Community Facilities chapters for information on the Town's plans for bicycle/pedestrian amenities and parks and open space.

INTERGOVERNMENTAL COOPERATION CONFLICTS

An important issue when developing land use plans for towns are the potential for conflicts with the plans of surrounding incorporated areas. This is complicated by the following policies:

- Villages and cities are allowed to develop plans for the areas outside their corporate boundaries which will include land in Town of Grafton.
- Ozaukee County is obligated to include the comprehensive plans of villages and cities within the County Plan regardless of whether or not such plans conflict with town plans.
- State Statutes require land use decisions to be consistent with the comprehensive plans after January 1, 2010.
- The County could be in a position in reviewing a land use decision in the Town of Grafton that was consistent with the Town's Plan but inconsistent with the extraterritorial plans adopted by surrounding incorporated areas (i.e. Village of Grafton, City of Mequon).
- The areas that may be subject to such extraterritorial plans are illustrated in the chapter on Intergovernmental Cooperation.
- Consistency of town plans with county-wide multi-jurisdictional plans and the comprehensive plans of surrounding municipalities may also be considered as a basis for reviewing zoning decisions and plat decisions.

Consistency within the Context of the Plan

After 2010, it will be increasingly important to consider the consistency of the Comprehensive Plan relative to zoning, subdivision regulations, official mapping, and boundary agreements. Within the context of the Town of Grafton Comprehensive Plan: 2035, the concept of consistency means that as decisions are made, they should generally be within the intent and guidelines established by the Plan. This includes all provisions that allow for reasonable exceptions due to unique circumstances (not unlike conditional use zoning).

It is assumed that a proposed land use action is consistent with the local comprehensive plan when the regulations, amendment, or action:

- furthers, or at least is not inconsistent with, the goals, objectives, and policies contained in the local comprehensive plan.
- is generally compatible with the proposed future land uses and densities and/or intensities contained in the local comprehensive plan.
- carries out, as applicable, any specific proposals for community facilities, including transportation facilities, or other specific actions contained in the local comprehensive plan.

Land Use Conflicts and Multi-Jurisdictional Plans

Current discussions of planning conflicts tend to focus on the relationship between incorporated areas and towns. However, there are many other types of planning and land use conflicts. For example, transportation plans often conflict among federal, state, county, and local governments. Many of these conflicts are resolved through regulations and operational policies. The point, however, is that there are numerous conflicts in planning and land uses that occur throughout government operations. This is also true, for example, in planning for environmental preservation, wetlands, water use, historic preservation, and many other fields. The presence of such conflicts is routine and plans do not necessarily resolve all of these conflicts. Often, the solution is simply identifying the conflicts, defining the key issues, and suggesting procedures for minimizing or resolving conflicts. This approach could, for example, be recommended by the Town to be incorporated by the County in its comprehensive plan.

Land Use Conflicts are Legitimate and Appropriate Components of Plans

Land use and planning conflicts are not, by definition, inappropriate. Perhaps the simplest example is the concept of "mixed-use". Most planning literature today defines mixed-use as a legitimate and desirable type of land use. However, a few decades ago mixed uses were considered rare and potentially threatening to property values. Mixed use by definition embodies the potential for multiple futures and alternatives. The

same is true for different land use alternatives. It is reasonable to assert, from a planning perspective, that some areas or districts might be most appropriately planned with multiple futures. In fact, it could be argued that plans which define categorically only one appropriate future for an area may be misleading. In addition, most plans have provisions for amendments that are exercised with some frequency. This implies that land use alternatives are dynamic and that plans are being changed constantly. It is reasonable to accept the idea that land use plans with conflicting contents may both have some legitimacy.

Resolution of Alternative Planning Futures

For the Town of Grafton, the following policies should be considered for resolving different land use proposals from neighboring municipalities and from the County:

- Identify clearly that the presence of land use options is legitimate and desirable.
- Recognize that the Town's image of its future is legitimate regardless of whether it does not match the image of a neighboring municipality.
- Indicate that there are many ways to meet the criterion for "consistency" if and when such a criterion is actually imposed.
- Seek out municipal boundary agreements where they are possible.
- Suggest other ways of collaborative planning with adjacent communities and the County.

INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES, AND POLICIES

Goal

Maintain effective working relations with adjoining municipalities and other governmental jurisdictions.

Objective

Encourage opportunities for cooperation through the formulation of compatible local policies and programs (e.g. development regulations, boundary agreements, etc.).

Policies

Continue to utilize the JETZCO process with the necessary communities to prevent and resolve land use issues.

Conduct periodic meetings with the Village of Grafton to review common issues.

Coordinate land use plans with those of adjacent municipalities to ensure the implementation of the Town of Grafton Comprehensive Plan: 2035.