Acknowledgements

The Residents of the Village of Waterford

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Don Houston

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Troy McReynolds
Kathy Nargis
Tamara Pollnow
Robert Nash

Village Staff
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Village Clerk - Rachel Ladewig
Zoning Administrator - Cody Garris

Consultants

municipalgroup.org
Planning Consultant - Ryan J. Kernosky, MPA

J GALLES STUDIO
Urban Design Consultant - Jacob Galles, PLA ASLA

ABACUS ARCHITECTS
Urban Design Consultant - Eric Halbur

The Village Board of the Village of Waterford, Wisconsin, do ordain as follows:


Section 2. On June 22, 2009, the Village of Waterford adopted, as Ordinance No. 543 and incorporated into section 245-7.1 of the Code of the Village of Waterford, a comprehensive plan (the “Plan”) pursuant to the provisions of Sections 62.23(3)(b) and 66.1001 of the Wisconsin Statutes, such Plan being formally titled “A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035.”

Section 3. Sections 62.23(3)(b) and 66.1001(4) of the Wisconsin Statutes allow the Master Plan and Comprehensive Plan to be amended, from time to time, by the Village of Waterford under and pursuant to the provisions and procedures contained in such Sections 62.23(3)(b) and 66.1001(4).

Section 4. The Village of Waterford wishes to so amend the Plan as expressly described in Exhibit A, “Vision Waterford 2018,” amending the Village of Waterford’s 1998 and 2008 Master Plans” (the “Master Plan Amendment”) and Exhibit B, the Land Use Map amendment, both exhibits being fully incorporated herein by reference. The procedures specified in Sections 62.23(3)(b) and 66.1001(4) of the Wisconsin Statutes for the Master Plan Amendment and Comprehensive Plan Amendment have been fully complied with by the Village of Waterford.

Section 5. The Village Board held a public hearing on said amendments on August 13, 2018, which public hearing was properly noticed by a Class 1 notice under Chapter 985 of the Wisconsin Statutes and was duly published on July 13, 2018, at least thirty (30) days before the public hearing was held.

Section 6. The Village of Waterford Village Board hereby finds and determines based, in part, upon the Village Plan Commission's recommendation and Plan Commission Resolution Number 6-071818, adopting the Master Plan Amendment, and recommending the adoption of the Comprehensive Plan Amendment, dated July 17, 2018, that:

a) The Master Plan Amendment, Land Use Map Amendment, and Comprehensive Plan Amendment (together, “Plan Amendment”), is consistent with the goals, objectives, and policies of the Plan.

b) The Plan Amendment will not lead to any detrimental environmental effects.

c) The Plan Amendment is compatible with surrounding land uses.
d) The Plan Amendment will not overburden existing local and County facilities and services and such facilities and services are adequate to serve the type of development associated with the Plan Amendment.

e) The Plan Amendment will enhance economic development within the Village and County.

f) The Plan Amendment is in substantial agreement with the recommendations of the regional land use plan.

Section 7. The Master Plan, Land Use Map, and the Comprehensive Plan are accordingly hereby amended by the adoption of the following Plan Amendment: “Vision Waterford 2018, Amending the Village of Waterford’s 1998 and 2008 Master Plans,” attached hereto as Exhibit A, and the Land Use Map Amendment attached hereto as Exhibit B, do hereby amend the previous Master Plan dated 1998 and amended August 20, 2008, and amend the Land Use Map Element of the Comprehensive Plan, and incorporate the changes into the Multi-Jurisdictional Comprehensive Plan for Racine County: 2035.”

Section 8. This ordinance shall take effect upon passage by a majority vote of the members of the Village of Waterford Village Board and publication as required by law.

Introduced: August 13th, 2018
Adopted: August 13th, 2018

BY ORDER OF THE VILLAGE BOARD

[Signature]
Donald Houston, President

Attest:

[Signature]
Rachel Ladewig, Clerk
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To the Village of Waterford...

It’s incredible how a few short months ago, our community conversation turned to Foxconn and all of the excitement that could come from that project to our community. As a result, “Waterfordians” of all ages and backgrounds provided countless hours of input answering questions like: Where do we want to go? What do we want our community to look like? What kind of local economy do we want? These questions drove our discussions, and the input gathered served as guiding principles for professional staff and planners who took your ideas and put them into this planning document.

There’s no doubt that our community is going to change. Not only is there so much going on within our Village boundary, but now new economic opportunities outside of our community will drive future development in Waterford. As a result, this planning document will help us over the next several years as we grow and change into the Village we want to become.

Far too often, communities like ours spend countless hours and an awful a lot of money on these planning documents, only to have it sit on a shelf in Village Hall collecting dust. Because this document was a community effort, it’s up to you, the community, to implement this plan.

We are fortunate to live in one of the greatest communities in the State of Wisconsin. Just think about it: we are surrounded by natural beauty, we have a high-quality educational system, we live in a safe and quiet community full of charm, and we are a short-distance to big city amenities. We can’t be a community like that without our residents.

To the Village of Waterford community, thank you.

Don Houston, Village President
Zeke Jackson, Village Administrator
Ryan Kernosky, Planning Consultant

Source: Absolutely Waterford
Our Community

Our community is located along the beautiful Fox River, and is a strong, community-focused Village of 5,389. Founded by Levi Barns and Samuel Chapman in 1836 with a sawmill and flourmill, the area soon to be known as Waterford steadily grew, and in 1906, incorporated. Today, the Village is an economically diverse community with a strong commercial base and a nearly-full industrial park.

**We are a growing community.**
With a projected 2030 population of 6,720, and a 2040 population of 7,240, we need to be prepared to extend our residential neighborhoods and provide a diverse range of housing options to future residents of our community.

**We are a young and educated community.**
Collectively, our median age is 35.9, much lower than our neighboring communities like the Village of Rochester where the median age is 46.5, and the Town of Waterford where the median age is 45.5. 94 percent of our residents have at least a high school diploma, 21.6 percent of our residents earned a bachelor’s degree, and 7.8 percent have earned a graduate or professional degree. We need to create a community that continues to attract young professionals and families, and encourages our children to return to our community after any educational opportunities they may take.

**We are an exurban community with our own economic base.**
Located 40 minutes from the economic centers of City of Milwaukee and the City of Racine, we offer

*Source: Village of Waterford*
a safe, small-community for professionals and their families. 365 business make up our industrial and commercial base within our community. 21.2 percent of our residents work within the Village, while 78.8 percent worked outside of our community. 67.3 percent of our working residents over 16 are actively employed, while 2.4 percent are unemployed. Many of our residents, 40.2 percent, work in a field like management, business, science, and arts occupation. Our income median is $71,895, higher than the State of Wisconsin, Racine County, and the Village of Rochester, and over 65 percent of our households earn over $50,000 per year.

**We are serviced by great schools.**
Recognized state-wide, the Waterford Graded School District teaches our kindergarten through 8th grade students at Evergreen, Woodfield, and Trailside Elementary Schools, and Fox River Middle School. Waterford Union High School teaches our 9th through 12th graders. Our students place higher than average on standardize testing like the ACT. 95 percent of our students graduate, with 75 percent of graduates pursuing some type of post- secondary schooling.

Not only is our community serviced by great public schools, but we also have outstanding opportunities for parochial and private schooling. St. Peter’s Lutheran School, St. Thomas Aquinas School, and Catholic Central High School (in Burlington) all offer alternative education to our students.

**Our community has done previously planning.**
We began considering our community’s future in 1998 with our first comprehensive plan, Village of Waterford Master Plan. In 2008, we created Vision Waterford: An Amendment to the 1998 Village of Waterford Master Plan to reflect the new economy and our growing community. Now, we have Vision Waterford, 2018: Amending the Village of Waterford's 1998 and 2008 Master Plans (“Vision Waterford 2018”).

In November 2009, Racine County adopted Multi-Jurisdictional Comprehensive Plan for Racine County: 2035 (The “County's Comprehensive Plan”). This document is our County’s Comprehensive Plan, and provides general guidance on the future development and goals for the Village, however, lacks specific recommendations for our community, and often refers readers back to the 2008 Vision Waterford plan update. When Vision Waterford 2018 is adopted by the Village Board, the County’s Comprehensive Plan will be amended to include the new document.
Vision Waterford

Vision Waterford, a 2018 Comprehensive Plan Update includes several sections:

WATERFORD COMMUNITY SURVEY
HOUSING
TRANSPORTATION
UTILITIES & COMMUNITY FACILITIES
AGRICULTURAL & NATURAL RESOURCES
INTERGOVERNMENTAL COOPERATION
ECONOMIC DEVELOPMENT
VILLAGE WEST-SIDE
VILLAGE EAST-SIDE
DOWNTOWN WATERFORD
PLAN IMPLEMENTATION

Each one of these sections plays a key role in the future development of the Village of Waterford. Specific goals, objectives, and policies are in each section to allow for a cohesive future development of our great community.
Map A: Regional Context
Map B: County Context

COUNTY REGIONAL MAP

Legend
- Future Planning Area
- Municipal Boundaries

Study Area

municipalgroup.org

Vision Waterford | 2018 Master Plan Update
COMMUNITY SURVEY RESULTS

WATERFORD COMMUNITY SURVEY

Source: Village of Waterford
Please tell us who you are. Check all that apply

261 responses

- Resident in the Village of Waterford: 199 (76.2%)
- Business owner in the Village: 22 (8.4%)
- Developer/Builder: 8 (3.1%)
- Land/Property Owner: 56 (21.5%)
- Do Not Live in the Village: 46 (17.6%)

How many years have you lived in the Village of Waterford?

259 responses

- 0-5 years: 22.8%
- 6-10 years: 18.9%
- 11-20 years: 15.4%
- Over 20 years: 12.7%
- Own property, but do not live in the Village: 15.9%
- Do not live in the Village: 15.9%

What is your age?

261 responses

- 5-24: 29.5%
- 25-34: 15.7%
- 35-44: 15.7%
- 45-54: 14.6%
- 55-64: 23%
- 65+: 15.7%
How many adults live in your household on a regular basis?
261 responses

How many children live in your household on a regular basis?
251 responses

If you live in the Village, in what area do you live? (see diagram below)
256 responses
In which type of residential building do you live?
260 responses

If you own property in Waterford other than your primary residence, please check all that describe your ownership.
246 responses

If you live in a single-family home, how would you describe your residential parcel?
256 responses
Please describe your entire household income.
250 responses

Where are the primary places of employment for the adult members of your household? Check all that apply
253 responses

What are the most important reasons you live in the Village of Waterford? Check all that apply
248 responses
If the construction of new single-family homes occurs in the Village, what type of housing development would you support?

A) Conventional subdivision development (1/4 to 1/3 acre lot sizes)
B) Conservation subdivision development (cluster of homes on 1/4 to 1/3 acre lot sizes with 40% preserved common open space as part of the overall development)
C) Countryside estate development (minimum of 1 to 2 acre lot sizes)

How important is each of the following when considering plans for new single-family residential development?

A. Compatibility with surrounding neighborhood
B. Size and scale of home
C. Size and scale of overall development
D. Architectural quality and character
E. Variety and appearance within subdivisions
F. Lot sizes and setbacks
G. Inclusion of a variety of housing types within the overall development (i.e. lot size, square footage, building type)

As the community grows there may be development other than single family dwellings. If this occurs, which types of development do you support?
How important is it to protect the following natural features from development?

![Bar chart showing survey results on natural features protection.](chart)

In light of the growth likely to occur from the Foxconn investment, how do you feel about tax dollars being spent on the following items in the Village?

![Bar chart showing survey results on village investments.](chart)

A. The Village should borrow funds or use tax funds to construct a cultural/recreational center in the Village
B. The Village should borrow funds or use tax funds to purchase easements along the Fox River for the purposes of constructing a Riverwalk in the Village
C. The Village should borrow funds or use tax funds for more parks, playgrounds and recreational facilities to serve neighborhoods in the developed portion of the Village
D. The Village should establish additional guidelines and incentives for the protection of existing trees and woodlands in the Village
E. The Village should enhance and use tax funds for further development of a recreational trail system throughout the Village
F. The overall landscape, views, and visual character of the Fox River are important to the Village, and should be preserved through the establishment of additional guidelines
G. The Village should enhance and use tax funds to improve recreational opportunities in the Village
H. The Village should invest in public art to improve the appearance of the downtown retail district
I. The Village should invest in a public venue to support events and activities such as music and art events, sporting events, fairs, and other entertainment
J. The Village should borrow funds or use tax funds to annex and develop land around the Village and increase the tax base
Please rate the quality of transportation in the Village of Waterford (check one column for each characteristic)

- Amount of traffic
- Excessive speeds
- Conditions of roadways
- Placement and timing of traffic signals
- Traffic noise

Please rate the quality of pedestrian circulation in the Village of Waterford. (check column for each characteristic)

A. Condition of existing sidewalks
B. Adequate amount of sidewalks
C. Accessibility of sidewalks from parking areas
D. Accessibility of sidewalks from adjacent neighborhoods
E. Clearly defined crosswalks
F. Separation from vehicular rights-of-way
G. Safety of pedestrians in crosswalks

Currently, the Fox River divides the Village - east and west. In the future, if the Village continues to grow and has the opportunity to construct another crossing over the Fox River, what type of crossing do you prefer that borrowed funds or tax dollars be spend to construct?

259 responses

- Vehicular crossing: 162 (62.5%)
- Pedestrian/bicycle crossing: 61 (23.6%)
- No additional crossing: 48 (18.5%)
Where do members of your household shop?

- Grocery (162, 65.1%)
- Clothing (101, 40.6%)
- Pharmacy (12, 4.8%)
- Furniture (16, 6.4%)
- Jewelry/Accessories (15, 6%)
- Audio/Visual/Entertainment (22, 8.8%)
- Sit-Down Restaurants (55, 22.1%)
- Fast Food (73, 29.3%)
- Automotive Sales (14, 5.6%)
- Home Decor (22, 8.8%)
- Financial Institutions (30, 12%)
- Medical (6, 2.4%)
- Legal/Insurance (187, 75.1%)
- Family Entertainment (139, 55.8%)
- Recreation (125, 50.2%)
- Hardware/Homeware (35, 14.1%)
- Sporting Goods (110, 44.2%)
- Antiques/Crafts (28, 11.2%)
- Personal Services (32, 12.9%)
- Unique shops/ Boutiques (113, 45.4%)
What community do you most often frequent for the following retail and other services? Check on column for each:

- Village of Waterford
- City of Burlington
- Other Racine County
- Kenosha County
- Milwaukee County
- Walworth County
- Waukesha County

How important are these factors when the Village reviews plans for commercial business development?

- Type of commercial development (offices, retail, clinics)
- Controls for traffic, congestion and safety
- Potential impact on your property values by increased tax base
- Location near existing infrastructure and commercial development
- Architectural controls
- Separation buffer from residential development
- Effective landscape buffers and control of noise
- Building size

Factors:
- Drive-thru
- Hours of operation
- Parking
- Signage
- Reduction of strip mall appearance
- Stormwater management

COMMUNITY SURVEY RESULTS
Vision Waterford | 2018 Master Plan Update
In light of the growth likely to occur from the Foxconn investment, how do you feel about tax dollars being spent on the following items within the commercial business areas in the Village?

- A. Street furniture and landscaping (benches, planters, etc.)
- B. New light fixtures
- C. Village purchase of land/buildings for small parks or ‘village green’
- D. Village purchase of land/buildings for civic improvement and/or (re)development
- E. Retail/manufacturing business recruitment
- F. Pedestrian safety measures (sidewalks and crosswalk improvements)
- G. Links to trails and bike paths
- H. Landscape and pedestrian friendly design of parking areas
- I. More parking areas near downtown area
- J. Public art installations

Visual Appearance in the Commercial Business Areas
Safety and Security in the Commercial Business Areas

What factors would increase your use of commercial businesses within the Village of Waterford? Check all that apply

248 responses

- More accessible: 70 (28.2%)
- More store variety: 220 (88.7%)
- Larger variety of: 148 (59.7%)
- Competitive price: 108 (43.5%)
- Longer store hours: 102 (41.1%)
- Improved store: 81 (32.7%)
- Improved store: 30 (12.1%)
- Better marketing: 89 (35.9%)

If the construction of new single-family homes occurs in the Village, what type of housing development would you support?

A) Conventional subdivision development (1/4 to 1/3 acre lot sizes)

B) Conservation subdivision development (cluster of homes on 1/4 to 1/3 acre lot sizes with 40% preserved common open space as part of the overall development)

C) Countryside estate development (minimum of 1 to 2 acre lot sizes)
How do you rate the overall quality of each of the following in the Village of Waterford:

- Residential neighborhood quality
- Cost of Living
- Shopping convenience and quality
- Access to job opportunities
- Diversity of population
- Safety and security
- Schools and education
- Quality of life amenities

- Recreational opportunities
- Music/Entertainment opportunities
- Age-defined activities i.e. children, youth, seniors
- Police Services
- Age-defined activities i.e. children, youth, seniors
- Police Services
- Fire/EMS Services
- Snow clearing/road maintenance
**Introduction**

Housing is much more than a shelter to their occupants. Housing provides connectivity to our surroundings creating social pockets through neighborhoods, provides a statistical element of the local economy, and for the most part, will be the largest investment local residents will make in the community. New housing and development will play a crucial part in the Village of Waterford’s future ability to maintain sufficient levels of municipal services, as a result of hindering tax levy limits imposed by the State of Wisconsin.

Section 66.1001 (2)(b) of the Wisconsin Statutes require that a housing element is included in the Village’s Comprehensive Plan. Consistent with that statute, elements such as age, value, and occupancy characteristics of the existing housing stock are analyzed. Specific policies and programs must be identified, and must include:

- Providing a range of housing choices that meet the needs of persons at all income levels, age groups, and those with special needs.
- Maintain or rehabilitate the existing housing stock.

Section 16.965 of the Wisconsin Statutes further sets forth goals regarding housing elements that must be addressed during the comprehensive planning process. Those include:

- Promoting 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.
This chapter intends to address the issues and requirements set forth by Wisconsin Statutes.

**Other Plans**
Southeast Regional Planning Commission (SEWRPC) included housing information in the Multi-Jurisdictional Comprehensive Plan for Racine County: 2035. This plan was a broad-based plan for the entire Racine County, and provided generalizations about the Village of Waterford's housing. As such, it offers little guidance on the future housing development of the Village of Waterford.

The 2008 Village of Waterford Master Plan Update included a housing section. This section took into consideration the housing inventory at that time, and provided general land use goals and objectives including:

- Providing sites for a variety of housing types that will allow an equal opportunity for all residents to obtain safe, pleasant, and affordable housing.
- Provide a variety of attractive, safe, and sanitary housing units in sufficient numbers and locations for citizens of all income levels.
- Maintain owner-occupied housing units as predominant housing type in the Village. A residential mix of 30% or less of rental housing and 70% or more owner occupied housing should be encouraged.
- Exception to the 30% ratio would be Senior Housing which is lacking in the Village. This includes Senior only apartments and Assisted Living Residential Housing.
- Redevelop blighted and deteriorated housing.

**Historical Residential Development**
The Village of Waterford has experienced both growth and relative stagnation over the last several decades. From the Village’s beginning, original neighborhoods have developed centered around the business-core area of the historic downtown. Since then, residential development has occurred along the West side of State Highway 36, south of the Waterford School District complex along W. Main Street, and North of High Drive. Residential development has been mainly single-family, with several instances of two-family homes included. There are a few multi-family developments throughout the Village, as identified in the Existing Land Use map.

Source: shorewest.com
### Development by Decade

Utilizing historical data over the last several decades is crucial to understanding the current growth implications and the method for projecting development into the future. As shown within Table X, Waterford experienced a modest pace of housing development through 1989. Between 1990 and 1999, new housing units in Waterford nearly doubled, with another 568 units constructed between 2000 and 2009. More recently, more sustainable single-family housing numbers have been observed.

### Housing Age

In the Village of Waterford, 73.3 percent of the housing units were constructed after 1980. Compared to the Village of Rochester (36%), and the Town of Waterford (48.6%). As a whole, 31.1 percent of Racine County’s housing was built after 1980. Waterford’s newer housing stock is consistent with the population increases experienced from the late 1980’s through the late 2000’s.

### Composition

The Village of Waterford is comprised of 72.2 percent single-family housing units, 51 percent two-family housing units, 16.1 percent multi-family housing units, and 6.6 percent mobile home. Single-family home composition is consistent with the State of Wisconsin and Racine County, however, is significantly lower than the surrounding Village of Rochester (91%) and Town of Waterford (91.9%). This is unsurprising, as both the Town of Waterford and the Village of Rochester are both more rural communities, in which municipal boundaries extend far beyond the core community centers. Two-family home composition is lower in the Village of Waterford than the surrounding communities like the Village of Rochester (6.9%), the Town of Waterford (6.0%) and is lower than the State of Wisconsin (6.5%) and Racine County (8.0%). Multiple-family home composition is higher in the Village of Waterford than the
Housing Occupancy

The Village of Waterford has 2,134 total housing units as of the 2016 American Community Survey, with a stunning 96.6 percent occupied and 3.4 percent vacant. Occupancy numbers are higher in the Village of Waterford than all surrounding communities, including Racine County and the State of Wisconsin. The Village of Waterford has a 73.3 percent of housing units owner-occupied, and 26.7 percent are renter-occupied. As a comparison, the Village of Rochester has an 86.2 percent owner-occupied rate and 13.8 percent renter-occupied rate. As a whole, Racine County has a lower owner-occupied rate of 69.2 percent and a renter-occupied rate of 30.8 percent. Nationally, the average owner occupied housing is 63.3%. The relatively high level of owner occupied housing is both a blessing and curse for Waterford. Having a high percentage of owner occupied housing is common for bedroom communities and stabilizes neighborhoods, however, It does not bode well for expanding commercial develop-

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<td>2010 Household Income</td>
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<tr>
<td>Housing Units w/ Mortgage (2016)</td>
</tr>
<tr>
<td>&lt;30% of Income on Mortgage</td>
</tr>
<tr>
<td>&gt;30% of Income on Mortgage</td>
</tr>
<tr>
<td>2016 Household Income</td>
</tr>
</tbody>
</table>
ment or industrial development. There needs to be some vacancy and some transiency in those economic sectors before those individuals make a permanent housing choice. Moreover the natural growth rates of the community are inconsistent with our school graduation rates; there is nowhere for recent graduates and young professionals to come back to as whole sectors of the housing market are missing at the starting end of the housing spectrum (and also at the senior end of the spectrum in “planned management” communities).

**Housing Affordability**

The U.S. Department of Housing and Urban Development has defined housing affordability as “paying no more than 30 percent of household income for housing.” Based on this definition of housing affordability, we can look at mortgage data and the percentage of household income used to pay those mortgages in determining the housing affordability of the community. The Village of Waterford has a strong 74.12 percent of mortgages under the 30 percent threshold, higher than the State of Wisconsin (73%), Racine County (61.4%), but lower than the Village of Rochester (75.55%) and the Town of Waterford (75.29%). This number is up from 2010 (55.49%), which is a reflective trend of the surrounding communities and the State and County.

The Village of Waterford has a high household income of $71,895 compared to the Village of Rochester ($57,941), the State of Wisconsin ($54,610) and Racine County ($56,359), but lower than the Town of Waterford ($85,633). The Village of Waterford’s household income has increased from 2010, when household income was at $60,052.

**CHART 1: HOUSING VALUES**

Source: US Census
**Housing Values**

The Village of Waterford has a diverse value of homes within the Village. Waterford has a strong base of homes valued between $150,000 and $199,000 (35.2%) and homes valued between $200,000 and $299,000 (39%). This is in comparison of surrounding communities like the Village of Rochester’s base values of $150,000 to $199,000 (16.3%) and $200,000 and $299,000 (34.8%) and the Town of Waterford $150,000 to $199,000 (15.7%) and $200,000 to $299,000 (38.6%). The Village of Waterford’s housing base is significantly higher than Racine County’s home values between $150,000 and $299,999 (43.5% combined) and the State of Wisconsin (42.9% combined). It should be noted that home values between $150,000 and $199,000 is significantly higher in the Village of Waterford than all surrounding communities, Racine County, and the State of Wisconsin.

**Median Home Price**

Median home prices assist us in looking at the overall health of the community. Data gathered for median home price is established through the Wisconsin Realtors Association, and is on a county-by-county basis. Specific data for the Village of Waterford cannot be obtained, but by utilizing Racine County, Southeast Wisconsin, and the State of Wisconsin to analyze data, we can gather a general idea of the

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**CHART 2: MEDIAN HOUSING PRICES**

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**Source:** Wisconsin Realtor’s Association
Village’s overall median home prices.

Racine County has a lower median home price compared to Southeast Wisconsin and the State of Wisconsin as a whole, 2018 median home sale prices (January through April) has been the strongest since 2007, right before the economic recession of 2008. Overall, trend lines for Racine County follow trend lines of Southeast Wisconsin and Wisconsin as a whole.

**Rent Prices**

Overall, rent prices in the Village of Waterford between $500 and $1,499 per month have been on a moderate decline, while the rents over $1,500 per month have been on a slight rise. Rental units below $500 per month are up 1 percent between 2010 and 2016, similarly rental units between $500-$999 have gone from 57 percent of total units in 2010, up to a high of 65 percent in 2011, and most recently back down to 57 percent in 2016. Higher priced rents, those between $1,000 to $1,499 per month have declined from 29 percent in 2010 to 20 percent in 2016. The highest rents, over $1,500 per month, has steadily increased from 0 percent in 2010 up to 8 percent in 2016.

**Population Projections & Housing Needs**

Looking at future residential unit needs based on population projections is an important part of determining future land-use needs for residential development.

<table>
<thead>
<tr>
<th>TABLE 6: RENT COSTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;$500</td>
</tr>
<tr>
<td>$500-$999</td>
</tr>
<tr>
<td>$1,000-$1,499</td>
</tr>
<tr>
<td>&gt;$1,500</td>
</tr>
<tr>
<td>Median</td>
</tr>
</tbody>
</table>

Source: US Census

<table>
<thead>
<tr>
<th>TABLE 7: GROSS RENT AS A PERCENTAGE OF INCOME</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;15%</td>
</tr>
<tr>
<td>15% - 19.9%</td>
</tr>
<tr>
<td>20% - 24.9%</td>
</tr>
<tr>
<td>25%-29.9%</td>
</tr>
<tr>
<td>30%-34.9%</td>
</tr>
<tr>
<td>&gt;35%</td>
</tr>
</tbody>
</table>

Source: US Census
Using average household size gathered by the U.S. Census American Community Survey data for Racine County, we can generally predict future needs for housing units in the community. It should be noted that future projections of the Village of Waterford may be skewed as a result of the expected Foxconn development. We can generally predict that, utilizing population projections provided to us by the Wisconsin Department of Administration, the Village of Waterford will need at least 508 more housing units by 2040 to keep with the growing community. A unit can be defined as a single-family residential home, or a unit in an apartment or townhome development.

Racine County is expected to have an overall increase in population of 10,200, again, this data is based on pre-Foxconn population projections, Racine County as a whole will need 4,302 housing units for future population projections. The Village of Waterford will fill 12.6% of Racine County’s total future residential unit demand.

### TABLE 8: POPULATION & FUTURE RESIDENTIAL HOUSING DEMAND PROJECTIONS

<table>
<thead>
<tr>
<th>Year</th>
<th>Projections</th>
<th>Pop. Change</th>
<th>County Units</th>
<th>Projections</th>
<th>Pop. Change</th>
<th>County Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>2020</td>
<td>203,560</td>
<td>-</td>
<td>5,955</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2025</td>
<td>208,660</td>
<td>5,100</td>
<td>2016</td>
<td>6,345</td>
<td>390</td>
<td>154</td>
</tr>
<tr>
<td>2030</td>
<td>212,740</td>
<td>4,080</td>
<td>1613</td>
<td>6,720</td>
<td>375</td>
<td>148</td>
</tr>
<tr>
<td>2035</td>
<td>214,950</td>
<td>2,210</td>
<td>874</td>
<td>7,035</td>
<td>315</td>
<td>125</td>
</tr>
<tr>
<td>2040</td>
<td>213,760</td>
<td>-1,190</td>
<td>-470</td>
<td>7,240</td>
<td>205</td>
<td>81</td>
</tr>
<tr>
<td>Total</td>
<td>10,200</td>
<td>4032</td>
<td>27340</td>
<td>1285</td>
<td>508</td>
<td></td>
</tr>
</tbody>
</table>

**Household Size**

2.53 Racine County

*Source: US Census & Wisconsin Dept. of Administration Projections*
Housing Goals & Objectives

Goal #1: Create and maintain a high quality, diverse housing inventory that meets the needs of the Village of Waterford

Objective 1.A: Place focus on ways to diversify housing stock in the community by seeking all types of housing, including lower-density multiple-family residential, higher-density single family, and multiple family residential.

Objective 1.B: Create an ‘age in place’ opportunity for residents by providing opportunities to ‘move-up’ or ‘buy-up’ to accommodate changing lifestyles and family needs.

Objective 1.C: Promote healthy, clean, and inviting neighborhoods that embrace differing characters.

Objective 1.D: Increase percentage of renter occupied housing within the Village to allow opportunities for young professionals and retirees the opportunity to place or keep roots in the Waterford community.

Policy 1.A: Rewrite Village Zoning Code that addresses the following:
- Encourage high-quality multiple-family development
- Promotes mixed-use development in downtown areas
- Ensures that a compact, sustainable community is created as the Village of Waterford continues to grow

Policy 1.B: Continue to enforce municipal nuisance codes and regulations, encourage neighbor to neighbor code enforcement through neighborhood groups, and accessible complaint gathering capabilities.

Policy 1.C: Utilize “Planned Unit Development” to encourage higher density multiple-family residential developments of high quality.

Goal #2: Create future neighborhoods designed for walkability near local assets

Objective 2.A: Recognize the importance of providing non-motorized transportation opportunities to residents for access from residential areas to community and commercial areas.

Objective 2.B: Understand the costs associated with ‘urban sprawl’ and future maintenance costs, promote smaller lot width requirements and smaller home requirements for future subdivisions.

Objective 2.C: Encourage proposed green-field development that is adjacent to existing utilities and infrastructure of sufficient capacity and that is near community assets before promoting outer ring subdivisions.
Policy 2.A: Identify and prioritize infill development opportunities for future housing to promote walkability to local assets while diversifying housing age in established neighborhoods.

Policy 2.B: Annex township parcels according to the future land use map and expand utilities and road infrastructure only when the community has a developer prepared to develop the land consistent with this master plan.

Policy 2.C: Require all future residential development to include sidewalk and/or multimodal trail system to increase connectivity throughout the community.

Policy 2.D: Review existing zoning and development standards to ensure they do not unreasonably hinder future development of affordable housing.

Policy 2.E: Explore zoning changes to allow for a mixed density residential neighborhood.
Transportation

Introduction
Transportation plays a crucial role in the economic vitality of the Village of Waterford. Section 66.1001 (2)(c) of Wisconsin Statutes require that a transportation section is included in the comprehensive plan to assist in putting together goals, policies, objectives, and programs to help guide the future development of all transportation types and systems. It’s imperative that this section addresses neighborhood designs that support a range of transportation choices and provide an integrated, efficient, and economical transportation system that allows mobility, convenience, and safety that meets the needs of all citizens, including those who are transit-dependent and disabled.

Highways
Highways are an important part of the local road system. These roadways provide the Village of Waterford a direct route to surrounding communities at a high rate of speed. The Village of Waterford is serviced by three State highways and one County highway. State Trunk Highway 36 and 36/83 is a north-south 4-lane principal arterial connecting the Village of Waterford to the Milwaukee suburbs. State Trunk Highway 20 is an east-west principal arterial connecting the Village of Waterford with Interstate Highway 43 and Interstate Highway 94, and provides a direct route to the City of Racine. State Trunk Highway 83 serves as a principal arterial for the Village, and connects to Interstate 43. County Trunk Highway W is a regional collector street connecting the Village of Waterford with the surrounding communities of Rochester and the City of Burlington.

Arterial Streets
Arterial streets are a thoroughfare of high capacity that deliver traffic from collector roads to highways. The Village of Waterford is serviced by an arterial that begins at County highway 83 and 20 (High Drive) and continues through downtown before headed south on South 1st St and out to State Trunk Highway 83/36. North Milwaukee St, through S Loomis Rd also serves as an arterial street. East Main St from N Milwaukee St to State Trunk Highway 36 is also included in the arterial streets of the Village of Waterford.
Collector Streets
Collector streets serve as a low to moderate capacity roads to move traffic from local streets to arterial streets. County highway W connects the Village of Rochester up to S Jefferson St, before turning onto Ela Avenue and Buena Park Rd, then intersecting at West Main Street in Waterford.

Neighborhood Streets
Neighborhood streets are low capacity residential streets that move traffic to collector streets throughout the community. Most of the streets throughout the neighborhoods are neighborhood streets.

Airports
The nearest international airport is the John Batten International Airport in the City of Racine, 23 miles from downtown Waterford. Batten International has two runways; one 6,574’ concrete runway at direction 4/22, and one 4,442’ asphalt runway at direction 14/32. General Mitchell International Airport in the City of Milwaukee is approximately 28 miles from downtown Waterford. It is serviced by five runways varying in length from 4,183’ to 9,990’, all runways are asphalt and/or concrete.

The Village is near the Fox River Airport, which is a public use airport located approximately three miles from downtown Waterford. It is not serviced by any scheduled airline service. It has one 2,500’ asphalt runway at direction 1/19.

Rail Corridors
The Village of Waterford is not serviced by any rail corridor. The former railway has been converted into the Seven Waters Bike Trail through a rail to trails grant.
Bicycle & Pedestrian Transportation

The Village has an extensive pedestrian sidewalk network, which includes multi-modal pathways throughout the Village that offers connectivity to assets throughout the community. The Seven Waters Bike Trail is a crushed limestone pathway that connects Burlington to Waukesha County, and can be accessed along the east side of the Village.

Sustainable Approaches to Transportation Planning

When citizens think about village planning, often they conjure up thoughts of road placements and neighborhood designs throughout the Village. It’s important that new roadways and reconstruction of existing roadways provide transportation to more than just motorized vehicles. Including bicycle lanes or bike sharrows, sidewalks, crosswalks, and multi-modal paths will continue to offer non-motorized transportation opportunities while improving the overall transportation connectivity to the community and quality of life for residents. Waterford may want to consider adopting a complete streets policy, which creates a comprehensive approach to future transportation of the Village. It should be noted that there is not one single design of a complete street that works for all Village streets. Several factors like right-of-way, congestion, and access provide a wide range of planning options for the Village going forward.

Public investment in Natural-Gas fueling infrastructure that is domestically produced and electric charging stations are a must to maintain relevancy in the rapidly changing era of personal, public and industrial transportation.

Charging stations located throughout the downtown will encourage electric vehicle use, and can also be used as a selling point towards the future relevancy of the Downtown of Waterford. In 2014, 12,000 plug in vehicles were in use in the Chicago area (764,677 in the US). Using those figures, the Village of Waterford could attract these residents with the proper electric car charging infrastructure.

Source: medium.com
Transportation Goals & Objectives

Goal #1: Provide an equitable and economical transportation system that meets the needs of all Village residents and visitors

Objective 1.A: Increase pedestrian and bicycle opportunities for residents and visitors to encourage non-automobile modes of transportation.

Objective 1.B: Evaluate Village codes for transportation impacts of land use requirements to review excessive parking requirements, density, connectivity, and block length.

Objective 1.C: Identify high-traffic volume streets and implement pedestrian and bicycle infrastructure.

Objective 1.D: Perform a ‘gap analysis’ as part of a bicycle and pedestrian plan to identify areas where sidewalk and trails can be extended to offer connectivity throughout the Village.

Objective 1.E: Determine the need for public transportation, especially the need for shuttles to areas of high employment in and around the City of Milwaukee and the City of Racine.

Objective 1.F: Explore the viability of a bicycle and pedestrian bridge over Highway 36 to connect future development of the the east-side of the Village to the main commercial districts of the Village.

Policy 1.A: Adopt a complete streets policy to allow all users, motorized and non-motorized, to feel comfortable utilizing the Village’s roadways and transportation corridors for recreation and transportation.

Policy 1.B: Work within and identify policies of the Racine County 2035 Comprehensive Plan to identify public transportation options.

Policy 1.C: Update and expand a Village wayfinding system to minimize technological distractions and to provide wayfinding for pedestrians and bicyclists.

Goal #2: Improve the safety for all modes of transportation through street design

Objective 2.A: Identify a street ‘hierarch’ that will help determine basic functions for future street systems, which will enable the Village to plan for capacity, access, design, and traffic control.

Objective 2.B: Establish a system of sidewalk and shared-use paths that connect the Village of Waterford’s neighborhoods, commercial areas, and other local assets.
Objective 2.C: Continue to pursue low statistics of pedestrian and bicycle collisions with vehicles.

Objective 2.D: Implement traffic control systems at major roadway intersections that provide safe street crossings and that allow for bicycle cross button and pedestrian cross buttons to be easily accessible.

Policy 2.A: Implement traffic calming techniques along major commercial corridors where pedestrian and bicyclists may be crossing streets.

Policy 2.B: Adopt a Bicycle and Pedestrian Master Plan that assists the community’s future transportation planning goals.

**Goal #3: Diversify fuel options to build a more resilient community**

Objective 3.A: Place electric charging stations at public facilities, in downtown, and in public parking lots. Consider offering development incentives for new and expanding businesses who install electric charging stations.

Objective 3.B: Work with Developers to place Natural Gas charging stations in new industrial parks that are accessible to the general traveling public and promote variety in fuel choice such as ethanol, biodiesel, and other alternative fuel choices.

Objective 3.C: Convert the Village’s fleet of vehicles to natural gas as necessary, and install natural gas filling equipment at the DPW to mitigate long term swings in oil prices and to lower operational costs.
Map D: Future Road Map
Introduction
Critical to the community, utilities provided by either public or private entities are crucial for current and future growth and development within the Village of Waterford. Utilities is a broad term that includes electrical service, natural gas, telephone, cable, water, sanitary sewer, storm water management, WiFi, broadband, cell phone coverage, and solid waste and recycling.

Village of Waterford Public Works Department
It is the mission of the Village of Waterford’s Public Works to provide the necessary services and products to support our residents and properties. These include access to drinking water, sanitary sewer, storm water management, and municipal services. All of these services enhance the quality of life here in Waterford. The Village believes that having a proficient understanding of the Village’s utilities helps to understand how much effort goes into making the Village of Waterford a healthy community.

The Village of Waterford Public Works Department oversees water distribution, sanitary sewer, and storm water management

Water
According to the 2016 Consumer Confidence Report there are four active sources of water in the Village of Waterford. All sources are groundwater ranging from a depth of 135 feet to 1,500 feet. When looking at potential contaminants, there are no violations or concerns of having too high of a concentration of pollutant. The Village of Waterford actively protects wellheads by intentional zoning regulations that prevent the contamination of two wellhead areas within the Village, one in the southwest portion of the Village, and one in the Northeast portion of the Village. Continual protection of these areas will be a key part in providing future safe, clean drinking water to Village residents.

Sanitary
The sanitary sewer system that runs through Waterford connects all the residential, commercial, and industrial structures to the main system to be directed to the Western Racine County Sewerage District
treatment facility. The water is then treated and discharged back into the Fox River system, as clean, and free of toxins and impurities. This service is fine tuned to produce the cleanest discharge, meaning it is important to be aware of how much water can flow into the treatment center. If too much water is added to the sanitary sewer system it can lead to backups of sewer water into property owners homes and businesses. It also cost more money to treat water that necessarily does not require treatment. The largest offender of this is connecting storm water drainage to the sewer system. It is important that these two systems are kept separate and in good operational health for the health of our community.

Storm Water
The storm water system exists to protect the Village of Waterford’s natural resources and community health. These natural resources include wetlands, surface water, and groundwater. This system helps direct the flow of any rain water runoff from roofs and major roadways to retention and detention ponds and into the Fox River.

Electrical & Natural Gas Services
WE Energies provides Electrical and Natural Gas services to the Village of Waterford. Through the Energy for Tomorrow program, Village Residents can choose to obtain their energy sources through renewables such as wind, solar, and landfill gas. Future residential and commercial development should incorporate underground electric utilities to provide for a safer and more aesthetically pleasing community.

Solid Waste & Recycling
The Village does not offer municipal solid waste and recycling. Instead, for residential properties, these utilities are privatized with Johns Disposal Services and Waste Management. Commercial property owners contract for these services privately.

District Heat
The Village does not presently offer district heating as a utility resource. In the future, the Village should explore district heating of public and other facilities not presently served by Natural Gas lines, or collocated on a single or proximate campus. Biomass grants and diversity of fuel stocks could create secondary industries in and around Waterford that the Village could capitalize on.

5G Service and Broadband
The Village should monitor future technological developments and move to capitalize on integration of nascent technologies as "early adopters". Increasing levels of connectivity and wireless access to data will be paramount to being relevant in the 21st century. The Village will need to ensure that it participates in discussions on moving that data and owning its own networks. Virtual Reality and Quantum Computing will revolutionize the tech sector over the next 10-20 years and necessitate larger "pipes" to carry that data. The Village is serviced extensively by all major cellphone providers, offering similar coverage throughout the Village of Waterford.
Community Facilities

Introduction
Community facilities play a key role in serving the Village of Waterford residents and visitors. These physical places offer education, public safety, utilities, and community services. It's important to take inventory of existing community facilities to allow for future planning needs of the Village of Waterford.

Village of Waterford

Village Hall
Village Hall is located at 123 N River St in the Village of Waterford. This building hosts several administrative departments of the Village, including the Village Administrator, Clerk, Treasurer, Municipal Court, Building Inspections, and Planning and Zoning. This building also serves as the meeting location for Village Board and committee meetings.

Police
Starting in early 2016, the Village of Waterford contracts policing services with the Town of Waterford. Town officers are assigned to the Village for preservation of public safety, traffic control, and enforcement of Village municipal ordinances, as well as state and federal laws. The police department is located at 415 N Milwaukee St in the Village of Waterford.

Fire & Rescue
The Village of Waterford is serviced by the Waterford Fire and Rescue Department. The department is composed of paid command staff and on-premise and on-call paid volunteers. The department provides fire protection, emergency medical services, and paramedic services to the Village, and is operated out of Station 2 at 819 Mohr Ave in the Village of Waterford, a second station, Station 1, is

Source: Village of Waterford
located at 122 N 2nd St.

**Public Works**
The Village of Waterford has a full service public works and utilities department located at 801 Ela Ave in the Village of Waterford. This department is responsible for several duties, including snow removal, street maintenance, water system, wastewater treatment system, storm water system, and parks maintenance.

**Community Facilities**
**Post Office**
The Village is serviced by one full-service post office located at 218 N Milwaukee St.

**Public Library**
The Village is home to the Waterford Public Library located at 101 N River St. The library offers books, periodicals, music, video, audio books, ebooks, ereaders, programming, online courses, WiFi, meetings spaces, and information on local history and genealogy.

**Parks**
**Cornerstone Crossing Conservancy**
Foxmead Drive
This 13.6 acres nature conservancy park has .9 miles of pedestrian/walking paths, which connects the Foxmead Subdivision to the commercial district along Hwy 36.

**Huening Park**
North River Street
The public boat launch is located here, along with an above-dam canoe/kayak launch, adjacent to the

*Source: Waterford Library*
Village Hall Park. The motor boat launch is open from 8:00 am-10:00 pm from April 1 to October 30. Huening Park also has a picnic bench and historical monument stone.

**River Bend Park**  
103 W. Main Street  
This 0.3 acre park is located by the Main Street bridge along the Fox River. The park provides a nice picnicking/rest area near the Downtown Business District. It also provides public access to the Fox River for fishing and environmental studies.

**Safety Building Park**  
122 N. Second Street  
The Safety Building Park, located on east side of the Fox River provides pedestrian access to the river for fishing and picnicking. The park is slated for improvements in the Riverfront/Ten Club Park Redevelopment Project.

**Ten Club Park**  
100 S. 1st Street  
Ten Club Park is located in the center of the Village on the Fox River and is also slated for improvements and additional parking. The Village will begin working with the community to develop a plan to enhance Ten Club Park.

**Village Hall Park**  
123 N. River Street  
The Village Hall Park is located in the center of the Village next to the Fox River and adjacent to Huen-
Whitford Park

625 S. First Street

Whitford Park is the center of summer activity within the Village. Located on the far south side along the Fox River, it hosts the Fourth of July activities and many fund raising projects for local community service organizations. This 12.8 acre park with three lighted baseball and softball diamonds is home to local leagues, serving approximately 550 registered players plus spectators annually. The baseball league draws thousands more annually. A volleyball court and a preschool play area with swings, a slide and climbing structure complete the recreational area. The Fox River is also a popular fishing site. The extensive grassy area affords visitors with space for walking or jogging.

The park has two options for community groups, businesses, and individual who would like to hold company picnics, family reunions, showers, and the like. A picnic pavilion with tables, a concession stand, and restroom facilities and the Ray Seidel Community Building which holds 200, has a kitchen area, and rest rooms are available to rent.

The Fox River

The Fox River winds through the center of the Village from north to south. To the north, travelers will encounter the 1800-acre Lake Tichigan above the Waterford Dam. The River continues south into Illinois. Fishing and boating are the two primary recreational activities, with fishing from the dam and riverbank and the two boat launches north of the dam to accommodate boaters.

The Fox River is considered by many to be the Village’s most valuable yet under-utilized natural resource. Public access to the river can be found at River Bend Park, Safety Building Park, Ten Club Park, Village Hall Park and Whitford Park, and the public motorized boat launch at Huening Park which is open April 1 to October 30 from 8:00 am-10:00 pm. Canoe/kayak launches were constructed above and below the Waterford Dam in 2015, allowing easy access from the headwaters in Waukesha County to the Illinois
state line (launches were also be constructed around the Rochester Dam for easy portage).

**Education**
The Village is serviced by several public and private schools that provide exceptional educational opportunities to residents. Waterford Graded School District teaches kindergarten through 8th grade at three elementary schools: Evergreen Elementary (817 W Main St), Woodfield Elementary (905 Barnes Dr), and Trailside Elementary (615 N Milwaukee St), and one middle school: Fox River Middle School (921 W Main St). Grades 9th through 12th are taught at Waterford Union High School (100 Field Dr). Parochial and private schools also provide alternative education to students, these schools include: St. Peter's Lutheran School (145 6th St) and St. Thomas Aquinas School (305 1st St).

**Future Considerations**
As the Village continues to grow, future community services may need to be expanded upon, such as a larger east-side fire station. Future neighborhood parks should be required as new subdivisions are constructed, and future east-side schools may need to be considered as higher density residential development occurs on the east-side of the Village.

The Planning process for Village Waterford 2018 called out a number of new facilities that the Village should invest in over the next 10 years. Those facilities include:

1. An outdoor sports complex
2. An indoor recreation facility
3. A Riverwalk connecting the Village to the natural features of the community
4. Village-owned commercial space in Downtown for “Series A” level funding for business startups
5. Village-owned commercial incubator space in Downtown for “Seed Funding” of business startups.
6. An expansion of Library Services with the creation of an “Artists Common” facility in Downtown.
7. An expansion of Library Services with the creation of “STEM/Maker’s Space” facility in Downtown.
8. An expansion of Library Services with the creation of a “biotech incubator” facility in Downtown.
9. Village-owned commercial kitchen space in Downtown.
10. An Expansion of Fire Station #2 to include training areas and dormitory areas.
Utilities & Community Facilities Goals and Objectives

Goal #1: Continue to provide high-quality, responsive municipal, educational, and utility services to Village of Waterford Residents

Objective 1.A: Provide residents and visitors responsible government services.

Objective 1.B: Ensure that services provided through private contracts are consistent with Village policies and goals related to providing great services.

Objective 1.C: Continue to work closely with other local organizations that provide services to Village residents, such as the library and local school districts.

Objective 1.D: Continue to meet lifestyle needs of all Village residents.

Policy 1.A: Ensure future funding for tangible services is maintained through expansion of the community’s tax base.

Policy 1.B: Set high standards of service requirements in contracts with private companies offering municipal services.

Policy 1.C: Provide activities and fund social events for residents of all ages to create a sense of community throughout the Village.

Policy 1.D: Maintain strict standards of development and upgrading of public utilities and facilities to ensure future development needs are met.

Policy 1.E: Monitor future growth of the Village to ensure adequate facilities will continued to be offered, ensure utilities are installed with future development in mind.

Policy 1.F: Conduct Water and Sanitary Rate studies every other year, with water rate studies on even numbered years and sanitary rate studies on odd numbered years.


Policy 1.H: Integrate district heating systems where relevant that are powered by biomass.
Source: Absolutely Waterford
Agriculture

Introduction
One of the largest components of a healthy, thriving community and environment is the natural and agricultural resources available throughout the community. They play a significant part in the resident’s life simply through aesthetics and recreation. Regardless of how interactive or aware of these amenities the community is, they play an important role in everyone’s life. The Village of Waterford recognizes this, especially when one of the more underappreciated natural resource features runs right through the community, the Fox River. That is why when looking at the Village of Waterford’s future, and the surrounding planning boundary, taking into consideration the natural and agricultural amenities is a key component. With a greater understanding of what these mean to our citizens and how they benefit and affect our day to day life, will help set Waterford on a path for success.

Agriculture
Agriculture has been a long-standing institution of Wisconsin’s history, including the Waterford area. Since the last USDA agricultural census there was a decrease in the number of farms from 652 to 575 in Racine County as a whole. This is due in part to the lack of land available for agricultural practices as a result of the large rural residential presence. This creates high importance to preserve current farmland and farming culture. While farming does make up nearly half of the current land use in the planning boundary for the Village of Waterford, the increase in rural residential housing threatens this culture. It is in the Villages best interest to preserve the areas of prime farmland because prime local agriculture improves the quality of living for those municipalities nearby. While the Village has no direct agricultural uses within the corporate limits, Wisconsin Statute 66.1001 2(e) requires an agricultural, natural resources, and cultural portion of this master plan.

Source: David Fasules, flickr.com
Agricultural Soils
Outside of the immediate Village of Waterford boundary the land use is primarily agricultural, this is due to the abundance of prime farmland and farmland of statewide importance supporting soils. Combined, they make up almost 50% of the soil in the planning boundary. For the soil types that are not prime farmland, it can be more expensive to manage and yield a profitable harvest. Many different physical, biological and chemical attributes are considered when deciding which soil is truly prime or important. The main considerations include: slope, water holding capacity, drainage, microbiology, cation exchange capacity, and depth to restrictive layer. These soil characteristics help to indicate which soils are easier and less expensive to farm and manage. They also play a large role in deciding which soils are suitable for development. This means these two important land uses are often in competition for land. However, most of the prime farmland soils and farmland of statewide importance is in the Eastern side of the planning boundary. With this in mind, the Village of Waterford should continue to plan for future development under a city-subdivision, promoting compactness and reducing the amount of agricultural land lost to development.

Map F: Prime Soil for Agricultural Uses

Water Resources

Surface Water
Surface water consists of rivers, streams, ponds, and lakes. They are an important resource for both the ecosystem and community. Surface water benefits a wide variety of organisms ranging from aquatic species to food source for terrestrial species. They even go as far to affect the regional climate and
hydrologic cycle. Another benefit to the community is providing recreational, economical, and even informational resources. The Village’s biggest asset, the Fox River, provides all 3 of these resources. The older dam on the Fox river in Waterford, originally used in a flour mill and then sawmill, now holds a cultural, recreational, and aesthetic value. Just above the dam the Fox River is lower and slower, creating a natural resource that both organisms and the community can enjoy. It also serves as a pleasing cultural reminder of the hard-working Fox river, while providing the community a place to recreate. The dam also allows the USDA to take water level readings and other hydrologic information with a station that was installed in 2015. Helping better understand how water levels affect the river and stream south of the dam. North and South of the dam the Fox River is host to multiple different recreational opportunities such as motorized, and non-motorized boating, fishing, and swimming. These recreational opportunities also create economic benefits, bringing business to the areas around the Fox River. Whether it is supporting a local restaurant or patronizing a business in the Village at a park these recreational opportunities benefit the community as whole.

Other surface water resources such as streams and lakes offer a more natural benefit to the community and ecosystem. Seven minutes north of downtown Waterford, lies the Tichigan Wildlife Area. Here a class three trout stream weaves in and out of tree cover, offering a more specific type of fishing for recreation. This stream serves as a reminder to the ease at which surface water can be degraded. The stream is not yet healthy enough to support natural reproduction and typically requires stocking. This is a small example as to how fragile surface water is. Although there may seem like an abundance of clean surface water bodies, they are very susceptible to pollutants from urban runoff and excessive nutrients from poor agricultural practices. These pollutants can quickly turn a small clear pond into a warm, low diverse, algae filled pool. The protection of Waterford’s water resources has already begun in earnest, with groups such Waterford Waterways Management District. However, more support needs to come from local laws and ordinances so that future generations may enjoy these water bodies, and the organisms and aesthetic ecosystems that come with them.
Watersheds
Most of the land in the planning boundary drains into the Fox River-Eagle creek watershed, which ultimately drains into the Mississippi River, while other areas located at the far east section of the planning boundary drain into the Wind Lake watershed. In consideration to urban planning, all of Waterford is within the Fox River watershed. Being mindful of maintaining a healthy watershed is priority, as an increase in larger scale agriculture and impervious surfaces become more prevalent. For example, the Waterford Waterways Management District, being one of the largest districts in Wisconsin has over a thousand riparian properties. They work with the government and community to keep inland lakes and waterbodies healthy. It will be pertinent to continue creating protection districts and promoting a healthy watershed.

Floodplain
Flood plains are areas that are at risk of flooding during larger rain events, and are identified by the Federal Emergency Management Agency (FEMA). These areas are subject to stricter development regulations put in place by FEMA to prevent loss of life and property in the event of a larger rain event. The Village of Waterford participates in FEMA’s flood insurance program, and is subject to the regulations and maps (known as Flood Insurance Rate Maps, or FIRM) imposed by the agency. Waterford has adopted the floodplain zoning, and new developments within that overlay are subject to those development standards. At this time, the Village of Waterford is currently being remapped by FEMA to receive new FIRM’s, this will take into consideration any new development that has occurred since the last FIRM update. Map X shows Waterford’s floodplain features.

Wetlands
The Wisconsin wetland inventory defines wetlands as an “area where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions, or hydric soils”. The Village of Waterford and the surrounding planning area support approximately many acres of wetlands and wetland complexes. They are usually in locations of depression at the toe slope position, typically by another waterbody such as a stream or lake. They are usually not well suited for agriculture or development due to their low slope location, and hydric soil properties. While hydric soils and wetlands may not be very developable and require greater protective regulation over other ecosystems when development is nearby. Wetlands provide an enormous benefit to the community and regional environment. Wetlands benefits include: scenic
open space with recreational opportunities, a groundwater discharge area, retain floodwaters, a very sensitive yet crucial habitat for both plant and animal species, and filtration of the runoff pollution prior to the runoff water entering our ground and surface water.

Climate & Geology

Climate
Waterford’s climate is like that of the continental Midwest’s. Experiencing all 4 seasons means enjoying different temperature regimes and precipitation types. Waterford has cool dry winters reaching an average temperature of 13 degrees Fahrenheit and an average summer temperature of 83 degrees Fahrenheit. With an average rainfall around 35 inches of per year and an average 40 inches of snowfall per year. Summers and winters tend to be mild compared to the rest of the state, this is due to being in southern Wisconsin and near Lake Michigan.

Geology
The geology of Waterford has been uniquely altered by two glacial periods, the Wisconsin period being the most recent. This glacial period ended approximately 11,000 years ago and extended south to the Illinois-Wisconsin border, and is considered the most influential out of the two. These glacial events erased the past geology and topography and set the stage for what we currently live on today. Western Racine County and much of the planning area is comprised of Eastern Dolomite, under which lies a large aquifer. This stretches from southern Wisconsin to just north of Door County. Eastern Dolomite experiences different elevations to the surface, ranging from exposed cliffs and being under 500’ of earth. Eastern Dolomite typically erodes to coarse to fine gravel substrate, grey to dark grey in color. Depth to bedrock varies on location. In the northern regions the bedrock is likely to be shallow, in the southern region the bedrock is typically deeper. However, near the western edge of the dolomite aquifer the depth to bedrock tends to become shallow again. We see this near Waterford, where depth to bedrock ranges from 50-200’ and is the shallowest near the Village. When the depth to bedrock is shallow, it coincides with an increase in potential contamination due to surface pollutants.

Topography
The topography of the planning area is relatively even, with the occasional hill and lowland area. Major river ways, such as the Fox River, usually have glacial outwash deposits, while some of the moraines have sedimentary material. Elevation ranges from 750’ to 950’. Steep slopes of 20% or greater are typically seen in the northern part of the planning boundary and along the Fox River, paired with lower lying marshes. These 20% and greater slopes play a major role in the future agricultural and developmental areas. These slopes make development challenging and have a greater affinity to erosion.

Source: Village of Waterford
Soils
The NCRS data through web soil survey is provided to demonstrate the importance and multiple land uses affected by soils. Through NCRS data, it was determined that most soils are moderately drained to well drained. Where soils aren’t well drained, it can cause structural issues but create unique ecosystems like wetlands. These soils are called hydric soils meaning they have hydrologic properties (qualities and characteristics of holding water). They are rated out of 100, with 17.3% of the soils in the planning boundary having a hydric rating of greater or equal to 80. Indicating that most soils in the planning boundary are none to somewhat limited when applied to developmental standards. The most prevalent soil type is Ozaukee silt loam, a prime farmland soil, followed by Casco Loam (not prime agriculture) and lastly Miami silt loam (prime agriculture). The remaining soils can be categorized as primarily loam to silt loam, with a few clayey loams, silty loams, and sandy loams.
Agriculture & Natural Resources

Goals & Objectives

Goal #1: Protect, conserve, and enhance the Village of Waterford’s natural resources and areas of environmental sensitivity

Objective 1.A: Identify wetland, native species, and sensitive areas in proposed developments.

Objective 1.B: Limit development in unsuitable areas that may include steep slopes, wet soils, and floodplains.

Objective 1.C: Continue to strictly implement Wellhead protection areas to ensure long-term supply of safe drinking water.

Objective 1.D: Expand passive public uses along the Fox River to prevent loss of life or private property in the event of flooding.

Policy 1.A: Consider implementing a conservation residential zoning district to limit impacts of human development near natural resources and areas of environmental sustainability.

Policy 1.B: Create conservation districts that include passive trails for natural resources and areas of environmental sensitivity to prevent future development of those areas.

Policy 1.C: Implement sustainable design approaches to new and updated parking lots that include storm water and hazard material runoff, and extensive interior and exterior landscaping.


Policy 1.E: Identify and purchase properties to create passive public parks and uses along the Fox River.

Goal #2: Create connectivity to the Village of Waterford’s natural resources

Objective 2.A: Recognize the importance and value of the Fox River to the Village and offer way to interact with the Fox River through recreation and educational programming.

Objective 2.B: Expand passive park uses in natural resource areas and areas of environmentally sensitivity.

Objective 2.C: Implement plans with surrounding municipalities to connect the Village of Waterford to the Tichigan Wildlife Area and the WR Wadewitz Nature Camp through shared-use paths to encourage non-motorized transportation to these sensitive areas.
Policy 3.A: Continue working with local businesses such as the Fox River Paddle Sports, conservation groups, and Management Districts like the Waterford Waterway Management District to encourage use and education of the Fox River.

Policy 3.B: Require that future subdivisions constructed near natural areas or environmentally sensitive areas are dedicated to the community for preservation.

Policy 3.C: Work with local municipalities to create a connected non-motorized transportation system to natural areas and environmentally sensitive areas.

Policy 3.D: Work to develop large lot “Hobby Farm” Agricultural Subdivisions that do not require connection to municipal water and sewer service. These farms should focus on intensive agriculture, and provide a stream of high quality herbs, flowers, fruits, vegetables, meats, eggs, dairy and other agricultural products to the Village’s residents.
Map I: Wetland Features
Source: Racine County Fire Protection Map
Intergovernmental Cooperation

Introduction
As one of the Fox River communities in Southeast Wisconsin, the Village of Waterford plays a unique and important role in the metropolitan Milwaukee region. As such, the Village recognizes that decisions made at the state, regional, or local level have the potential to impact adjacent communities for better or worse. Therefore, coordination between each of these government units and overlapping jurisdictions is crucial to both preserve and enhance Waterford as a significant regional asset into the future. The need for intergovernmental cooperation is further underscored as communities in Western Racine County strive to provide services more efficiently in the future.

According to the State of Wisconsin’s Comprehensive Planning law, the purpose of the Intergovernmental Cooperation chapter is to “analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units.” Furthermore, the element shall “incorporate any plans or agreements to which the local governmental unit is a party under §66.0301, §66.0307, §66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.”

Experience has shown that intergovernmental cooperation is essential to the successful implementation of land use, transportation, environmental, and utility and community service initiatives, including joint opportunities for shared services with other jurisdictions.

The Intergovernmental Cooperation element of the Comprehensive Plan is required by the Wisconsin Comprehensive Planning Grant Program to provide the following:

- A compilation of objectives, policies, goals, maps, and programs for joint decision making with other jurisdictions including school districts and adjacent and other local governments for siting and building public facilities and sharing public services.
- Analyze the relationship of the local governmental unit to school districts, adjacent local governments, the region, the state, and other governments.

The Issues and Opportunities element of this Plan outlines four goals and objectives that shall guide the Intergovernmental Cooperation section:

- Encourage ongoing discussion with neighboring communities regarding land uses, transportation, and services;
- Continue coordination with the Town of Waterford and Village of Rochester regarding site Planning and Development on the periphery of Waterford;
- Continue coordination with Western Racine Drainage District with regards to the storm water management within and adjacent to the Village;
- Continue to support the Waterford Union High School District and the Waterford Graded School District as a valuable community resources.
- Incorporate plans and agreements under sections 66.0301, 66.0307, and 66.0309 of the Wis-
Wisconsin Statutes govern several types of interaction among neighboring municipalities. Some of these interactions, such as Extraterritorial Plat Authority, Extraterritorial Zoning Authority, and Boundary Agreements are intended to structure the relationship between cities or villages and their unincorporated surroundings. As the Village of Waterford lies adjacent to unincorporated lands in the Town of Waterford, these elements are critical to positive future working relations between the Town and Village.

Intergovernmental Cooperation Within The Region

There are a number of governmental and quasi-governmental agencies at the county, regional, and state level with whom the Village of Waterford interacts. The following section outlines the general relationship between Waterford and these agencies.

Southeastern Wisconsin Regional Planning Commission (SEWRPC)
The Commission serves the seven counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha, and was created to provide the basic information and planning services necessary to solve problems which transcend the corporate boundaries and fiscal capabilities of the local units of government comprising the Southeastern Wisconsin Region. The Commission prepares studies relating to highways/transit, sewerage, water supply, park and open space facilities, and land use. It is recommended that the Village of Waterford continue utilize the assistance of SEWRPC in matters of mutual interest.

Racine County
Waterford resides within Racine County is a county located in southeastern Wisconsin. As of the 2010 census, its population was 195,408, making it the fifth-most populous county in Wisconsin. Its county seat is the City of Racine. The county was founded in 1836, then a part of the Wisconsin Territory. Racine County comprises the Racine metropolitan statistical area. It is included in the Milwaukee metropolitan area (Milwaukee-Racine-Waukesha). According to the U.S. Census Bureau, the county has a total area of 792 square miles (2,050 km²), of which 333 square miles (860 km²) is land and 460 square miles (1,200 km²) (58%) is water.

Racine County has a comprehensive plan, and the region is represented in the 2035 Regional Land Use Plan prepared by SEWRPC.

There are no known conflicts between the Village’s master plan and the County; it is recommended that the Village of Waterford continue to work with the County on matters of mutual interest.

Wisconsin Department of Transportation (WisDOT)
Currently, the Village of Waterford includes several roads that are regulated by WisDOT:

- State Trunk Highway 36
- State Highway 83
- State Highway 20
Specific goals and recommendations of the transportation planning element is included within this planning document. In general, the Village should collaborate with WisDOT as modifications to these highways are proposed.

**Wisconsin Department of Natural Resources (DNR)**
The DNR is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin’s natural resources. It is responsible for implementing the laws of the state and, where applicable, the laws of the federal government that protect and enhance the natural resources of our state. It is the one agency charged with full responsibility for coordinating the many disciplines and programs necessary to provide a clean natural environment and a full range of outdoor recreational opportunities for Wisconsin citizens and visitors.

In Waterford, the Wisconsin Department of Natural Resources is responsible for overseeing state and federal regulations pertaining to floodplain management, storm water management, and natural resource protection.

The DNR requires that a governing body adopt a park plan by resolution in order to be eligible to apply for recreational grant funds administered by the DNR. Adoption by the Plan Commission is required only if a community wishes to adopt the park plan as an element of its local master plan. While Waterford does not currently have a park and open space plan, the Village should consider creating one in the future in order to be eligible for a range of recreational grant opportunities.

Given the Village’s location relative to the Fox River and Lake Tichigan, it is recommended that a Comprehensive Outdoor Recreation Plan (CORP) be developed so that as further plans are made for a river walk, the Village can begin to apply for state grants such as the Knowles Nelson Stewardship Grant.

**Waterford Graded and Waterford Union High School Districts**

In many cases, school districts function as a regional entity, as their borders overlap several municipal boundaries. It is possible for different parts of the same municipality to fall within different school districts. This is the case with both the Waterford Graded and Waterford Union High School Districts. The two school districts represent one of the greatest assets in the community, and provide quality public education opportunities for area residents, and a compelling reason to choose to live in the Waterford area.

**Regional Plans**
SEWRPC has authored a number of plans which impact the Village of Waterford. An overview of these plans is included below.

SEWRPC Planning Report No. 48, *A Regional Land Use Plan for Southeastern Wisconsin: 2035*

This plan, adopted in June of 2006, is the fifth generation of regional land use plans prepared by SEWRPC. SEWRPC is charged by law with the “function and duty of making and adopting a master plan for the physical development of the region.” The plan emphasizes the “preparation of spatial designs
for the use of land and for supporting transportation and utility facilities.”

Further detail regarding the 2035 Regional Land Use Plan can be found throughout this Comprehensive Plan, including the Land Use chapter.

SEWRPC Planning Report No. 49, A Regional Transportation Plan for Southeastern Wisconsin: 2035, this plan was developed concurrently with the Regional Land Use Plan, and it represents the fifth generation of SEWRPC’s regional transportation plans. The plan is intended to provide vision and guidance to the development of the region’s transportation system. Plan 2035 Recommended Regional Land Use Plan, Village of Waterford (SEWRPC).
Intergovernmental Cooperation

Goals & Objectives

Goal #1: Continue cooperative planning efforts with the Town of Waterford, Village of Rochester, Waterford Graded and Union High School Districts, Gateway Community College, and Racine County Government.

Objective 1.A: Coordinate land use planning along municipal borders.

Objective 1.B: Encourage compatible uses and/or appropriate transitions between adjacent uses, where possible.

Objective 1.C: Work with the School District to maintain the value of Waterford’s schools as a major attraction for new and younger families.

Policy 1.A: Consider the development of a park and open space plan, in coordination with Racine County Parks.

Policy 1.B: Where there are conflicts, work with adjacent municipalities to identify an appropriate resolution.

Policy 1.C: Continue efforts to establish and maintain existing mutual aid agreements and identify new opportunities for joint services or facilities with adjacent communities, the school district, and/or civic organizations. In particular, look for opportunities that promote consolidation of services on Fire, EMS, Police, Economic Development Services, and Public Works between the Communities.

Policy 1.D: Coordinate with surrounding communities to support and, where necessary, expand regional transit in the region.

Policy 1.E: Continue to work with the School District to ensure high quality neighborhood school facilities to serve existing and future residents.

Policy 1.F: Continue to support and coordinate with the Waterford School Districts in planning for upgrades and/or expansions.

Policy 1.G: Work with the Town of Waterford and Village of Rochester to develop a joint master plan that will guide the development of Industry along the STH 36 Corridor.


Policy 1.I: Pursue boundary and revenue sharing agreement with the Town of Waterford.
Source: Village of Waterford
Economic Development

Introduction
Waterford is essentially a bedroom community for many other major metro areas surrounding it. It has limited consumer choice, with significant trade leakage to the adjoining communities of Mukwonago, Burlington, Franklin, Milwaukee, and other nearby communities. Waterford has limited choices for dining, grocery and specialty shops. There are no automotive dealerships, furniture stores, or other major name merchants doing business within the Village. The Village does have a number of fast food establishments, gas stations, and is well represented in personal services such as law or insurance sales. Online shopping is prevalent and is expected to continue given the relative drive time to other shopping amenities.

Waterford’s commercial areas are primarily along Highway 36, in a downtown core, and along Milwaukee Street (which used to be Highway 36). The downtown features a tenant mix that is heavy on services and does not presently take advantage of the Fox River as an amenity in any significant way. Consumers and employees in and around the Village rely primarily on vehicular transportation to reach these destinations. Further, the Village Downtown can be reached safely on foot or by bike with the community’s network of sidewalks and paths.

In addition to the Downtown and Highway 36 Commercial Areas, Waterford is home to an industrial park, located on the west side of Jefferson St.

State Trunk Highway 36 carries a notable amount of traffic and the corridor has potential to provide additional employment opportunities, as well as possible neighborhood amenities, appropriate to the existing development character in Waterford.

The Economic Development element of the Comprehensive Plan is required by the Wisconsin Comprehensive Planning Grant Program to provide:

- A compilation of objectives, policies, goals, maps, or programs to promote the stabilization, retention or expansion,
- of the economic base and quality employment opportunities in the Village;
- An analysis of both the labor force and the economic base;
- An assessment of categories or types of new businesses and industries that are desired by the Village, the Village’s strengths for attracting and retaining business and industry, and the Village’s weaknesses in attraction and retention;
- A designation and/or acquisition of an adequate number of sites for such businesses and industries;
- An evaluation of environmentally contaminated sites for commercial or industrial uses; and the redevelopment of those sites for active use; The Issues and Opportunities element of this Plan outlines four goals and objectives
- that shall guide the Economic Development section:
- Maintain and promote a diversified tax base;
- Strengthen business development With the creation of a Fox Riverwalk and continue to market the downtown area as a regional attraction;
• Promote redevelopment strategies for Downtown and development along the Highway 36 corridor that transform the area into a regional destination and an attractive place to locate businesses;
• Support the development of the Village’s Interplanetary Innovation Complex as a destination for highly productive, small-to medium format industrial and office users. Industry cluster concentration should be on tech, defense, and biotech.
• An identification of applicable county, regional, and state economic development programs that apply to the Village. These requirements shall guide the economic development element for the Village of Waterford.

**Labor Force and Economic Base Employment Status**
In 2018, the economy in Waterford has an unemployment rate of 5.5%. The US average is 5.2%.

Waterford has seen the job market increase by 0.4% over the last year. Future job growth over the next ten years is predicted to be 35.4%, which is lower than the US average of 38.0%.

**Tax Rates for Waterford**
- The Sales Tax Rate for Waterford is 5.1%. The US average is 6.0%.
- The Income Tax Rate for Waterford is 6.3%. The US average is 4.6%.

**Income and Salaries for Waterford**
- The average income of a Waterford resident is $34,173 a year. The US average is $28,555 a year.
- The Median household income of a Waterford resident is $79,340 a year. The US average is $53,482 a year.

The U.S. Census Bureau categorizes occupation into six main categories. Of these categories, the Village has its highest percentage of employed civilian population in the manufacturing, and related occupations (18.9%).

**Employment Status & Long-Term Employment Projections**
The Wisconsin DWD prepared a series of long term employment projections by industry. The projections show estimated employment for the years beyond 2018. For all industries, an increase in estimated employment was projected with the exception of manufacturing, which was projected to decrease both within the County and statewide. Given the age of this data and the anticipated industrial development related to the Foxconn Project, the Village may want to consider aligning their growth strategy to focus on industrial development to capitalize on that supply chain.

When considering employment projections over the next ten to twenty years, the Village may wish to refer to Racine County employment data in order to gain a sense of future employment trends in Waterford.

**Economic Development Organizations & Resources**
The following economic development organizations promote the Village of Waterford’s economy either directly at the Village level, or indirectly through a county or regional focus.
**Waterford Area Chamber of Commerce**
The Waterford Area Chamber of Commerce’s mission is to promote the commercial, industrial, and professional interests of the Village; assist legitimate business and encourage honorable business practice; become involved in government affairs of the Village; and to participate in community projects that enhance quality of life in the village.

The Waterford Area Chamber of Commerce has joined with Absolutely Waterford to promote business throughout the Community.

**Absolutely Waterford**
Absolutely Waterford is the Village’s Main Street program operator, and is focused on revitalization of the Village’s historic downtown district. Absolutely Waterford supports area businesses with a number of festivals and events, and provides a conduit for communication between organizations.

**Racine County Economic Development Corporation**
Racine County Economic Development Corporation is a membership organization with interests in promoting the economy of Racine County. The Corporation serves Racine County agencies, citizens and businesses in an effort to stabilize the tax base and foster a positive and thriving business climate throughout Racine County. Additional information regarding Racine County Economic Development can be found at www.rcedc.org.

**Wisconsin Department of Commerce**
The Wisconsin Department of Commerce is a state department that provides development assistance to serve the citizens and businesses of Wisconsin. The Department offers marketing, finance, and small business assistance to the communities of Wisconsin and their respective citizens and businesses as well as a number of state and federal agencies. It offers a number of programs including the Employee Ownership Assistance Loan Program, the Enterprise Development Zone Program, and the Technology Development Fund, among many others. Additional information regarding the Wisconsin Department of Commerce can be found at www.commerce.state.wi.us.

**Wisconsin Economic Development Association**
The Wisconsin Economic Development Association (WEDA) is a statewide non-profit organization focused on Wisconsin’s economic growth. WEDA works with both public and private sectors to promote economic development initiatives and has developed a strong membership base by serving as a legislative liaison and offering professional development services to its members. Additional information regarding WEDA can be found at www.weda.org.

**Wisconsin Women’s Business Initiative**
The Wisconsin Women’s Business Initiative Corporation (WWBIC) is an economic development corporation that offers financial, technical and educational assistance to entrepreneurs. WWBIC mostly focuses on minorities and individuals with limited economic means for their entrepreneurial support. The WWBIC serves as a mentor to these business owners and offers continuous consulting and educational development services to promote their success. Additional information regarding the WWBIC can be found at www.wwbic.com.
Brownfield redevelopment & Economic Development

Brownfield Redevelopment
Brownfields are commonly defined as lands with known or perceived environmental contamination. Often, vacant or underutilized areas once devoted to industrial and/or commercial uses are now perceived as brownfields due to the nature of those activities. The reuse of these sites is frequently constrained by contamination and insufficient site improvements. The redevelopment of brownfields is often hindered by costly cleanup options and a lack of interest in the properties. Economic development in the Southeastern Wisconsin region heavily promotes the reuse of brownfields. In addition to the environmental remediation aspect of brownfield redevelopment, communities also benefit from the economic value added back to their tax rolls. The Village should include brownfield redevelopment as a component in its objectives for economic development, and promote this redevelopment, as appropriate, through tax incremental financing (TIF), grant monies, or other financial support. Limited State and Federal assistance is available for the redevelopment of contaminated sites. Greendale should fully utilize these incentives to assist private developers in brownfield redevelopment.

Brownfields in Waterford
Three closed brownfield sites are located in the Village. These sites are classified as either Environmental Repair Program (ERP) sites or Leaking Underground Storage Tank (LUST) sites. The Wisconsin Department of Natural Resources (DNR) classifies sites as having a high, low, or unknown petroleum risk. Petroleum risk applies only to petroleum discharges from underground and above ground tank systems, and is used to determine agency jurisdiction. The DNR has jurisdiction for review of high-risk sites and sites also contaminated with non-petroleum substances. The Wisconsin Department of Commerce has jurisdiction for all other sites with discharges from petroleum tanks. All three sites are listed as having an unknown petroleum risk.

Some of these brownfield sites may be candidates for redevelopment in the short or long term future. In addition to improving environmental conditions, redevelopment of these properties would contribute to the property tax base, the elimination of blight, and the creation of jobs.

One requirement presented to communities through Wisconsin’s comprehensive planning law is to “assess categories or particular types of new businesses and industries that are desired by the local government unit.” The following sections identify some of the primary strengths and challenges for the Village of Waterford. This analysis is categorized by location and focuses on the primary districts in the Village.

This review of strengths, challenges, and opportunities is followed by findings, issues, and recommendations for three key sites within the Village – East Side, West Side and Downtown.

Additional information about recommendations for these districts, as well as Waterford’s primary corridors can be found in the chapters associated with specific sections of the community.
Village Heritage District
The Village Downtown’s strengths include its strong historic character location on the Fox River, and community identity. The district benefits from its position as a tourist destination and has been significantly impacted by the influx of investment related to reconstruction of STH 20/83 as well as interest stimulated by the Foxconn Project, as well as the broader community. The Fox River’s status as a “hidden gem” of Racine County serves as both a strength and a challenge - while its location adds to the Village Downtown’s charm, it does not provide the visibility needed to draw visitors from surrounding communities or the STH 36 corridor.

In terms of challenges, the Village Downtown is significantly impacted by low visibility from the main thoroughfares. Additionally, the Downtown lacks any type of anchor uses and caters to a specific niche market. The surrounding retail centers and corridors also serve as competitors for retail dollars, although this could become a synergistic relationship in the future.

In the future, the Village Downtown would benefit from businesses that generate frequent, repeat trips - such as a dance studio. A small to mid-sized anchor retailer would also be appropriate. A niche grocer would be ideal.

Fox River West District
The Village West of the Fox river is dominated by residential development and industry. This lack of diverse tax base is clearly a challenge, however it also leaves room for great opportunity in the future.

Other strengths include the relative support of the many residents for continued residential use along the STH 20/83 corridor.

The Village should focus on development of higher end homes, taking advantage of non-metallic mining as a mechanism to extract material value from the land, while leaving desirable large lot development sites around manmade water features. This pattern of development would minimize traffic and public resource pressures while maximizing tax value that could be attained from a development site.

In addition, this higher value single family development would provide an attraction to high net worth individuals and enhance the personal charitable giving opportunities for the community that come with instilled civic pride.

Additional development opportunities for this district could include industrial and office development on properties that are not directly facing STH 20, STH 83, or Buena Park Rd. Industrial innovation clustering in the tech space, biotech, green jobs, reclamation/recycling, and defense industry segments could position Waterford to have more opportunities to live AND work within the boundaries of the community.

Senior housing may offer an additional choice for development that is compatible with this side of the Village. Independent living condos assisted living, and other senior care housing choices along the spectrum of care, up to and including intensive nursing facilities would be appropriate on the west side of the Village. These would provide employment options for residents and would also provide tax base. This type of development can be an intensive user of EMS, Fire and Police services. The Village should consider an annual impact fee on these types of facilities as a condition of their Development Agreements. The Village should also consider using this type of development as a catalyst for other develop-
ment types. Incentives, such as discounted land or utilities services could be given to facilitate job creation in this industry segment.

**Hobby Farms**

Sustainable development in modern urban areas necessitate the preservation of open spaces for food production. The development of Agricultural Subdivisions would allow for maintenance of the rural agricultural heritage of the community while simultaneously fostering resiliency in the local economy. Local food production has been proven to strengthen local economies, and can provide an impetus to the creation of food processing jobs. The Village should consider a pilot 50-100 acre development that does not feature municipal water and sewer connections, but instead, values sustainability, common agricultural facilities such as barns or tractors, common production facilities such as a commercial kitchen or animal processing facilities and makes use of wind and solar power on 5-10 acre hobby farm production sites.

**Downtown**

The Village should focus on mixed-use development options, including high-density multi-family residential in the Downtown. Housing choices should consider senior options, as well as mid-to-high priced condominiums that allow Waterford’s empty nesters to stay within their community.

The area along the river should be converted into a Riverwalk (see insert plans) that facilitates outdoor recreation, community gatherings, and public access to the Fox River. Comparative areas that have been redeveloped along a waterfront would be Waterfront Park in Sister Bay, WI, or Buffalo Bayou Park in Houston, TX. These areas formerly had blighted properties in close proximity to their waterfront areas. Tourism was relatively low, and civic pride had waned. Following redevelopment of those waterfront areas, both communities experienced massive investments by the private sector.

Given the state of repair of many of the structures, Waterford’s Downtown is typical of many declining urban core districts in America. The Village should be prepared to plan, purchase, develop, incentivize, and in many respects, be involved in the redevelopment process. Communities where the local government is not actively engaged financially do not typically see investments in their downtowns. The Village should create opportunities for temporary uses in the Downtown to create some immediate traffic flows. Some businesses will no doubt feel threatened by “competition” but without additional pedestrian oriented traffic flows, the Downtown will eventually die off, one business and building at a time.

The 2018 presentation by Roger Brooks is incorporated into the Downtown Plan section of this document. Many of the recommendations that came from his work are incredibly insightful and if implemented, could pave the way for a resurgence in the core of our community.

Waterford, like many communities, has chosen to focus on “history”. This choice has benefits and challenges. Many communities have chosen to “freeze” time and have memorialized this decision in architectural review codes. The Village should contemplate developing a bold path for it’s future development by rethinking its “Heritage” area. Given the structural integrity of many of the buildings in Downtown, it may make more sense to raze many of them. When turned back into greenfield space for development, the Village should consider futurist architectural elements blended into their “turn of the century” theme. Architectural elements such as living walls, rooftop gardens, large windows, and exposed metal elements can be attractively situated to pay homage to the past while acknowledging the
present and future.

Open public spaces should be utilized for vibrancy, and art and science should be incorporated into the planning process to create unique, beautiful, inviting areas with a strong sense of place. Waterford’s future strength lies in becoming unique, not in being like every other place in the World. Others should want to be like Waterford, not the other way around.

The Village Downtown is accessible by walking paths from residential neighborhoods as well as by automobile. The Village Downtown is compact and pedestrian-oriented in a safe and secure location with public spaces and shops and offices. Civic uses, including the Library and Village Hall, adjoin the Village Downtown.

The use of many Downtown structures has centered on lower rent, lower volume service businesses. Law, Real Estate and Insurance offices dominate the ground floor of what should be a vibrant retail corridor. The Village’s zoning code should prohibit the use of office spaces on the first floor, and pedestrian oriented businesses should be encouraged at ground level. The Village is primed to undergo “café urbanism” with the right set of policies engaged in the Downtown.

**Village Industrial Districts**

The Village of Waterford has one present Industrial Park and is located along Jefferson St. which provides indirect access to highway transportation routes throughout the broader region. General Mitchell International Airport is also within 30 minutes in Oak Creek.

One challenge facing the Industrial Park is its relative age, as it was constructed in the 1960s. The parcels are fairly small and the Park lacks an identity. However, this also allows the Village to establish synergies between users as the Park redevelops, which is a strength. Desired businesses for the Industrial Park include, highly productive, small-to-medium format industrial users or offices. Users that could develop synergies - either through their products or waste streams – should be encouraged.

The Village is also presently in the planning stages for a new 54 acre industrial park along the STH 36 Corridor. This new facility, the “Interplanetary Innovation Complex” has a strong identity and an outward development standard that fosters large, attractive buildings that generate higher income jobs from industries that are innovators in their fields. The Village is creating a TID #3 around this site, and should work to ensure that adequate facilities are constructed so that development can continue to expand to the East. The Village should also consider a material partnership with developers in order to achieve larger buildings with higher values at the outset of the park’s development.
Economic Development

Objectives

Objective 1.A: Encourage high quality and high value development that supports the unique identity of the Village and provides balance to the tax base.

Objective 1.B: Encourage integrated site redevelopment, including shared parking layouts and pedestrian connections, in order to promote multi-purpose trips and limit multiple curb cuts.

Objective 1.C: Continue to emphasize streetscaping efforts along the Village’s major corridors (STH 36, STH 20, STH 83, Main St. Milwaukee St.)

Objective 1.D: Encourage redevelopment and infill opportunities of underutilized sites within the Village’s non-residential districts and corridors.

Objective 1.E: Promote mixed-use development Along STH 36, including high density residential options and employment opportunities.

Objective 1.F: Develop design guidelines to encourage high-quality, well-planned redevelopment projects.

Objective 1.G: Concentrate commercial development/ redevelopment at specific nodes and discourage strip commercial development along the Village’s primary corridors.

Objective 1.H: Target new employers that can provide a range of job opportunities. Continue to support the Village’s many amenities, including the Waterford School Districts and unique community identity.

Objective 1.I: Partner with the Waterford Area Chamber of Commerce to Market Waterford as a place for young professionals and families.

Objective 1.J: Pursue and achieve business attraction, retention, and expansion in Waterford.

Objective 1.K: Proactively work to recruit business to Waterford.
Map K: Existing Land Use Map, City-Wide

Legend
- Future Planning Boundary
- Village of Waterford Parcels
- Existing Land Use
  - Agricultural
  - Central Business District
  - Commercial
  - Industrial
  - Institutional/Semi-Public
  - Single-Family Residential
  - Manufactured Home
  - Two-Family Residential
  - Multiple-Family Residential
  - Park/Recreation
  - Stormwater Pond
  - Vacant Central Business District
  - Vacant Commercial
  - Vacant Industrial
  - Vacant Two-Family Residential
  - Vacant Multi-Family Residential
  - Vacant Single-Family Residential

- Non-Incorporated Parcels
  - Existing Land Use
    - Township Agricultural
    - Township Commercial
    - Institutional/Semi-Public
    - Park/Recreation
    - Rural Residential
    - Stormwater
    - Township Industrial
    - Township Residential
    - Vacant Rural Residential
    - Vacant Township Residential
    - Village of Rochester

municipalgroup.org

VILLAGE OF ROCHESTER

EXISTING LAND USE MAP

0 1,500 3,000 6,000 Feet

106 Vision Waterford | 2018 Master Plan Update
Source: Municipal Group
Map N: Existing Land Use Map, West-Side

Legend
- Future Planning Boundary
- Village of Waterford Parcels
- Existing Land Use
  - Agricultural
  - Central Business District
  - Commercial
  - Industrial
  - Institutional/Semi-Public
  - Single-Family Residential
  - Manufactured Home
  - Two-Family Residential
  - Multiple-Family Residential
  - Park/Recreation
  - Stormwater Pond
  - Vacant Central Business District
  - Vacant Commercial
  - Vacant Industrial
  - Vacant Two-Family Residential
  - Vacant Multi-Family Residential
  - Vacant Single-Family Residential
- Non-Incorporated Parcels
  - Existing Land Use
  - Township Agricultural
  - Township Commercial
  - Institutional/Semi-Public
  - Park/Recreation
  - Rural Residential
  - Stormwater
  - Township Industrial
  - Township Residential
  - Vacant Rural Residential
  - Vacant Township Residential
  - Village of Rochester
Introduction
This comprehensive plan update includes specific future land development goals for the west, east, and downtown areas of the community. For this section, we will be focusing on the west-side of the Village. For a reference, the west-side of the Village is all of the land west of the Fox River. Future development patterns are expected to be more residential, with industrial uses in the southern part of the west-side.

Existing Land Use
Residential
Much of the existing land use on the west side of the Village is single-family residential development, especially along the Fox River and west of the Rivermoor Golf Club. A higher density of residential development is adjacent to vacant commercial land along W. Main Street and in various places throughout the west-side of the Village. The west-side of the Village has experienced most of the residential development over the last several decades. In the future planning area outside of the Village, much of the land is rural residential and agricultural.

Commercial
Along W. Main Street headed east into the Downtown, there are a few undeveloped commercial parcels. As one travels towards the Downtown, a transitional land use takes place beginning at S. Water Street before crossing the Fox River into the Village’s central Downtown.

Industrial
The Village of Waterford’s Industrial Park is within the west-side of the Village and is nearly full with private companies and a few public buildings and uses like Fire Station 2, Public Works garage, and a Water Tower.
Public
Waterford Union High School, Woodfield Elementary and Evergreen Elementary Schools are on the west-side. Village Hall, Waterford Library, Public Works, Fire Station 2, and several churches are located on the west-side of the Village. Rivermoor Golf Club, a public course, is located adjacent to the Village’s existing corporate limits and on the west-side of the Village.

Future Land Use
Residential
Future residential subdivisions on the west-side are expected to be low-density single family residential with a possible higher-density single family residential development closer to commercial and industrial uses. Residential development adjacent to State Highway 83 will more likely serve as lower density single-family residential development, while areas south of High Drive/W. Main Street are more likely to develop with both a low-density and higher-density single family pattern. Higher-end townhomes and apartments may develop near the school area as a mix of income families look for walkability near public assets like the schools and environmental center.

Commercial/Residential
In the late 1990’s, Fairfiew Estates and Market were planned on the West-side of the Village. Market studies at the time indicated that commercial development could be viable, provided the addition of several-hundred more rooftops continuing westward beyond the Village’s present boundary. The area between Highway 83, Park Drive, and Hickory Hallow Road has been attempted to be developed commercially for the last two decades, the Village has recently approved a planned use development, with 41 single-family homes on the eastern portion of the former commercial development site. A small portion has been preserved present commercial use and development. The Village should consider converting that commercial acreage to residential use at a future date.

From Buena Park Road east along W. Main Street towards downtown will continue to serve as a higher-density single and multi-family transitional district. Near Racine Street, future development should incorporate a mixed-use development pattern to help transition from residential to Downtown commercial, as this area will serve as the west entrance into the community center. Building finishes should incorporate traditional materials. Off-street parking should be in the rear of the building, with the buildings pushed towards the street to offer a more downtown feel. Storm water rain gardens and direct piping into the system should be utilized to reduce open space. Decorative lighting, decorations, and streetscaping should be installed to create a sense of place and to frame the street as to slow traffic.
**Industrial**
As the Village of Waterford begins to develop and grow in population, more industrial companies may look to relocate or expand their businesses to the Village. Future industrial improvements should offer larger, possibly Village-owned parcels that allow room for expansion as businesses grow. Roads will be built wider to accommodate semi-truck traffic that will include trees in front yards of future developments to ease the harshness typically associated with industrial buildings. Site design should include internal traffic flow to ensure that semi-trucks and off-street parking are not within any Village Right of Way, storm water retention and detention ponds may be along the street. Any industrial use that abuts a residential use should be landscaped screened to prevent disruption of other land uses.

**Park/Open Space**
Active neighborhood parks should accompany any new residential developments. Sidewalk and/or shared-use paths should be incorporated into any street extension or construction to create a network of connectivity as set in a goal in the Transportation Chapter of this planning document.

**Future Road Extensions/Existing Street Improvements**
Future extension of Mohr Avenue west should serve as a minor collector street that would connect up to Highway 83/High Drive for future expansion to the industrial park and future neighborhoods that may result of being near Woodfield Elementary School, Fox River Middle School, and Waterford Union High School.

Buena Park Road will continue to be utilized as a main collector street for the surrounding land uses. Future reconstruction of this street should be designed to include a bike/walk path on one side, with a detached sidewalk on the other side.

Cherrywood Drive is stubbed into an existing open agricultural field that may develop as residential, it’s recommended that Cherrywood Drive, when development occurs, connects to State Highway 83 and serves as a minor collector street for the existing and future residential neighborhoods.

From Buena Park Road east along W. Main Street towards downtown includes an updated plan for...
extensive streetscaping. This streetscape plan should be implemented to provide a sense of place for residents and notify visitors that they have entered a warm, welcoming community as they drive towards the Village’s thriving downtown. Decorative street lighting and seasonal decorations should be included to create a sense of place.

Minor and major collector streets should be in line with the ‘Complete Streets’ policy recommended for implementation in the Transportation section of this Comprehensive Plan Update; sidewalks and shared-use paths, coupled with street scaping, should provide a safe and welcoming travel environment for all users.

**Planned Street Upgrades**

In fall of 2018, extensive street upgrades are planned. These street upgrades will begin at the intersection of West Main Street and Buena Park Road and will continue through East Main Street and Milwaukee Street, and is expected to be finished during the summer of 2019. Figures of the planned improvement are included in this document.
Map P: Existing Land Use Map, East-Side
Introduction
This comprehensive plan update includes specific future land development goals for the west, east, and downtown areas of the community. For this section, we will be focusing on the east-side of the Village. For a reference, the east-side of the Village is all of the land east of the Fox River, minus the downtown area. Because of the State Highway 36, future development patterns are expected to be a higher-density residential, commercial, and industrial compared to the west-side planning area.

Existing Land Use

Residential
The east-side offers a wider variety of existing residential developments. Older, higher-density single family homes surround the downtown business area, while newer homes were constructed as two, three, and four family near State Highway 36, with multiple-family developments throughout. Vacant ‘large-tract’ two-family development parcels exist near the south end of the east-side. The east-side also includes Village’s only modular home development.

Outside of the Village’s existing corporate limits, several improved and vacant rural residential parcels exist, along with agricultural lands primed for future residential, commercial, and industrial development.

Commercial
Scattered throughout State Highway 36 are commercial properties, most notably at intersections along State Highway 36. These are typical commercial developments with extensive parking or outdoor storage. N. Milwaukee Street serves as a community commercial corridor with public uses, retail, restaurants, and personal and professional services. This area has developed in traditional post-war development patterns with extensive parking lots along the street with little landscaping and wide commercial lots. This area does have sidewalk on both sides of N. Milwaukee Street, allowing for more walkability compared to other areas of the community.
East Main Street offer a central downtown business area more traditional with smaller communities. Several buildings line the street, and former residential uses have been converted to commercial uses. E Main Street serves as the main corridor through the community, crossing over the Fox River and the west-side of the downtown area.

**Industrial**
A few minor industrial uses are within the east-side of the Village, most notably on Elizabeth Street and N Milwaukee Street. This appears to be consistent with how the Village developed in the early days, before large economic booms that the Village experienced.

**Public**
Trailside Elementary School, several churches, Whitford Athletic Park, Waterford Police, Waterford Fire & Rescue 1, Waterford Township Offices, and a cemetery make up the existing public land uses of the east-side. The Seven Waters Trail runs north and south and bisects the east-side, offering a unique opportunity to draw bicyclists downtown.

**Future Land Use**

**Residential**
Future residential land use on the east-side will include low, moderate, and high density uses. Low-density single-family development will most likely occur near Trailside Elementary school, along the west-side of N. Milwaukee Street. Medium and high-density residential development is expected to occur east of State Highway 36, however, with the access to State Highway 36 and the highway’s direct route to suburban Milwaukee, single-family development near the intersection of State Highway 36 and E. Main Street could occur as well.

E. Main Street will continue to be higher-density single-family homes from State Highway 36 until the Seven Waters Trail. From the Seven Waters Trail to N. Milwaukee Street should serve as a transitional area from residential to downtown commercial, typical conversion of existing residential home to commercial office uses may take place, and traditional higher density residential development may occur in this area.

**Commercial**
Commercial uses will be most prominent along the State Highway 36 corridor. These uses will be auto-orientated in nature, such uses as retail establishments, chain restaurants, grocery stores, and others similar. Typical of commercial development of this nature will include extensive off-street parking lots and storm water management within the confines of the property. Landscaping and building materials should be of high quality to let residents and visitors know that they’ve entered a vibrant community, even if they are passing through. Signage along the highway will be taller and larger but should include base material that is consistent with the building (things such as brick or stone).

E. Main Street from N. Milwaukee Street to the Fox River should maintain the historic downtown feel the Village has created. Any future development should incorporate a mixed-use development pattern to help transition from residential to Downtown commercial, as this area will serve as the east entrance into the community center. Building finishes should incorporate traditional materials. Off-street parking
should be in the rear of the building, with the buildings pushed towards the street to offer a more
downtown feel. Storm water rain gardens and direct piping into the system should be utilized to reduce
open space. Decorative lighting, decorations, and streetscaping should be installed to create a sense
of place and to frame the street as to slow traffic down.

**Industrial**
As the Village of Waterford begins to develop and grow in population, more industrial companies
may look to relocate or expand their businesses to the Village. Because the Village’s existing industrial
park is at capacity, and because of the easy accessibility to State Highway 36, the Village may want to
consider a second industrial park on the north-side of the Village. Future industrial improvements in
this area should offer larger, Village-owned parcels that allow room for expansion as businesses grow.
Roads will be built wider to accommodate semi-truck traffic that will include trees in front yards of future
developments to ease the harshness typically associated with industrial buildings. Site design should
include internal traffic flow to ensure that semi-trucks and off-street parking are not within any Village
Right of Way, storm water retention and detention ponds may be along the street. Any industrial use
that abuts a residential use should be landscaped screened to prevent disruption of other land uses.

**Park/Open Space**
Active neighborhood parks should accompany any new residential developments. Sidewalk and
shared-use paths should be incorporated into any street extension or construction to create a network
of connectivity as set in a goal in the Transportation Chapter of this planning document.

**Future Road Extensions/Existing Street Improvements**

Existing road locations appear to be sufficient to service as future arterial and collector streets for future
development of the east-side. E. Main Street on the east-side of State Highway 36 should be updated
to include curb, gutter, and sidewalk to connect residential and commercial uses to Downtown Water-
ford. Highway 164/Highway K should only have access from existing roadways, with collector streets in
between E Main Street and Highway K to reduce stop and go on busier highways.

The Village may want to consider alternative crossings for pedestrian and bicyclists to cross State High-
way 36 easier, this may include trail specific crossing or a bicycle/pedestrian bridge.

*Source: City of Columbia Heights, MN*
From State Highway 36 along E. Main Street towards downtown includes an updated plan for extensive streetscaping. This streetscape plan should be implemented to provide a sense of place for residents and notify visitors that they have entered a warm, welcoming community as they drive towards the Village's thriving downtown. Decorative street lighting and seasonal decorations should be included to create a sense of place, and a complete street should be constructed to include on-street bicycle lanes, with the hope to draw users of the Seven Waters Bicycle Trail to Downtown Waterford. Minor and major collector streets should be in line with the 'Complete Streets' policy recommended for implementation in the Transportation section of this Comprehensive Plan Update; sidewalks and shared-use paths, coupled with street scaping, should provide a safe and welcoming travel environment for all users.

**Planned Street Upgrades**
In fall of 2018, extensive street upgrades are planned. These street upgrades will begin at the intersection of West Main Street and Buena Park Road and will continue through East Main Street and Milwaukee Street, and is expected to be finished during the summer of 2019. Figures of the planned improvement are included in this document.
Source: Municipal Group
Introduction
The Village’s Downtown has evolved since the Village’s founding and original use as a river crossing and source of Water Power for mills. Today, the Village’s Downtown is primed for redevelopment as many of the structures have not been maintained up to full usability or have not been modernized. Many areas that should be available for public access, or that should be acquired for flood hazard mitigation are still in private hands. This “disuse” is common in many exurban communities.

Present Land Use
The Downtown is presently used in primarily a Mixed-Use and Residential fashion, with some institutional and historic industrial use (that now is largely disused).

The Commercial Core of the Downtown has become home to many service based businesses such as insurance agencies, law offices and title companies. These are they types of occupants that typically thrive in a low-rent, non-pedestrian oriented downtown that is failing commercially. The Village should adopt a zoning code amendment that excludes these types of businesses from use on the ground floor.

The pedestrian oriented suggestions presented by Roger Brooks (downtown redevelopment consultant) after studying Downtown Waterford should be studied further and implemented in subsequent budget years.

ROGER BROOKS OBSERVATIONS:
- Must use Instagram, social media and have lots of pics to reach millennials.
- Showcase schools on village website
- He thinks it’s foolish for govt to shy away from promoting businesses in the community, that’s economic development.
- Waterford positives he mentioned: straight shot to anywhere, he could feel the decompression once he got past 94, feels safer, he said we should play up country living.
- No more than 8 words on a sign coming in to town.
- Get rid of parking regulation signs on way in to town. Giving rules before you say welcome.
- Waterford sign is good but should be closer to downtown.
- Historic downtown sign is very good easy to read.
- Wayfinding is very important, identify everything with large letter signs
- Retail sales went up 10% in Appleton when they improved wayfinding. Avg is 14 to 28.
- Wayfinding tells people about things they didn’t know you have. That’s different from navigation.
- Sell feeling on banners, not buildings.
- Need updated signs at Wadewitz and bike trail. How long is it? Can I ski on it? Bike, etc? Should add at all access points.
- Signs in village parks on river what you can catch where to get license.
- Call it public parking not municipal parking people will think it’s for municipal employees.
- County brown signs should be replaced.
- Need wayfinding at village Hall Park for kayakers, what can they expect above or below the dam?
- Zero info online for Racine county trail, but seven waters trail wording is but not on sign.
• Said our schools looked good.
• He said it’s country living at its finest.
• Entrance signs for subdivisions are IMPORTANT
• Houses neat as a pin really matters and isn’t common in other parts of the country.
• Downtowns are back but they have to be open after work and on weekends.
• Better off open 3 to 8 than 8 to 4.
• People who get parking tickets aren’t coming back.
• Everything needs to be open at the same times.
• Calendar of events for entire year somewhere conspicuous.
• 3-4 flyers in a window people ignore them all.
• Need perpendicular blade signs along road for businesses otherwise driver is taking eyes off road.
• Couldn’t find any printed information in Waterford. It’s in village Hall which is closed on the weekends.
• No more than three flyers in a window.
• 70% of millennials don’t have driver’s licenses. Walking areas are very important.
• Have activity spaces like giant Jenga, chess, checkers, bocce ball, foosball tables.
• Need outdoor dining space on main, even let them take a parking space if they need it to make it possible.
• Don’t sweat taking away parking for bigger purpose or curb appeal. People walk two blocks to
get in and out of Walmart. If your business is worth it, they’ll walk especially if there’s an experience and ambience where they’re going.

- 70% of purchases occur because of curb appeal.
- They had a lot of trouble knowing if places we’re open and/or even in business. Many had open signs but doors were locked.
- Wished the glassworks shop was downtown.
- One of the best things about Waterford was that it was the only place they found I’m the county that offered boat, kayak and canoe rentals.
- We’re not pretentious, that’s evident to visitors.
- What sets us apart? What’s our brand? That needs to be figured out. It’s not apparent at all. What sets us apart from the 593 municipalities in WI?
- Create an assessment team. (Did this with community planning).
- Need to work on quality of life, places to be and things to do BESIDES BARS.
- Public restrooms would be great in heart of spending district. 80% of people who use McDonald’s restrooms buy something. Relieved visitors spend more and stay longer.

Effectively, the Village should focus on helping Downtown Waterford find its identity again as a vibrant and lively place that is open in the evenings and is a center of commerce for Western Racine County.
**Future Land Use**

The Village should focus on revitalizing the Downtown before redevelopment will take place. This may be a 3-5-year process of:

- Acquiring homes along the River Front to subsequently demolish and turn into public park space.
- Acquire sites suitable for redevelopment and work with developers on incentivizing new development by providing a 5-year lease on ground floor, commercial space in a mixed-use building.
- Construction of pedestrian bridges and pathways along the river that connect to both East and West sides of the river so that the community feels walkable, and all residents have access to the public amenity of the river.
- Working with existing businesses to make use of public assets for sales promotion, festival and event purposes.
- Working to bring temporary businesses, merchants, and restaurants (food trucks) into the Downtown to create a sense of activity while capital investments are planned and made.
- Working to create outdoor beer garden space that is semi-permanent.
- Working to develop an “Arts Culture” with some form of Artists Common space.
- Develop an amphitheater for public performances
- Develop a “main street market” that integrates retail and food experiences into a weekly event

Property should be viewed as suitable for temporary uses until the market environment matures and more substantial development can emerge on a permanent basis. Mixed use should expand into the residential areas, with the Downtown slowly growing into the surrounding areas creating a denser urban core.
Downtown development doesn’t simply happen overnight; years and years of dedication and continuous implementation of this plan will yield a vibrant and thriving downtown that generations of Waterford residents and visitors will seek to come to. The graphics included in this section of the Master Plan offer guidance on future development, but can be summarized below:

Mixed-Use Development
Mixed-use development is a crucial piece to creating a thriving downtown. Residents from young professionals to retirees have begun to seek walkable living that is near commercial uses and energetic public spaces. By encouraging commercial and professional services at street-level with residential units above, you are putting people in your downtown at all times of the day. Because commercial components of mixed-use developments often times require extensive public assistance to ensure projects are cash-flow positive, the Village should offer financial assistance on properties that abut the busiest street corners.

Residential Development
Future residential development not included in any mixed-use development should increase in density as one enters the downtown area. First floors may include townhome walkouts with apartment or condo spaces on the second and third floors. Off-street parking must be placed in the rear of the buildings, with the front of the buildings along streets that enter into the downtown area.

Markets & Entertainment Venues
Local agriculture offers Village residents fresh produce, meats, and dairy. However, without an open space in which to offer these items for sale directly from the source, Village residents and visitors may not have access to local agriculture. It’s recommended that an open-air farmers market is placed within the downtown district, with bi-weekly or weekly farmers market. This area should also include an open space for live entertainment during the farmers market, and a place for food trucks and other local vendors to sell their goods. Village staff and professional planners believe that the parcel along E Main Street and blocked by N 3rd St and N Milwaukee St is a viable option for a future farmer’s market.

It’s no secret that Wisconsinites enjoy the consumption of beer, cocktails, and wine year-round. Places that offer the sale and on-site consumption of alcoholic beverages, especially that of craft beers, cocktails, and specialty wines, have transformed communities throughout Wisconsin and the United States, and is clearly lacking in the Village. The Village of Waterford should seek additional entertainment venues focusing on creating family-friendly atmospheres that serve up craft beers, cocktails, and wines. These places should incorporate outdoor biergartens that offer live entertainment and a relaxed atmosphere that encourages users to patronize other downtown businesses and services.

Park Space and Riverwalk
The Village has various parks throughout the Downtown area, however, they lack connectivity to each other. It is recommended that the Village pursue the creation of a Fox Riverwalk that connects Whitford Park, through Ten Club Park, and eventually connecting up behind the Fire Station #1. It is recommended that the pathway continue to connect over the Fox River using pedestrian/bicycle only bridges and several points to create a sense of connectivity throughout the Village.
1: GATEWAYS
- Incorporate significant feature as a gateway into downtown
- Including but not limited to: architectural elements, public
  plazas, monuments, significant landscaping

2: STREETSCAPE IMPROVEMENTS
- Decorative paving, enhanced plantings and trees, bike
  lanes, expand on street parking

3: INTERSECTION IMPROVEMENTS
- Bump outs at intersections, enhanced crosswalks, landscape
  improvements

4: PARK IMPROVEMENTS
- Establish greater access to the Fox River, incorporate
  significant landscaping improvements, spaces for
  community activities

5: OFF STREET PARKING
- Expand mid block parking, clear pedestrian traffic, internal
  landscaping, significant landscaping improvements

6: PARCELS SUSCEPTIBLE TO CHANGE
- Infill parcels with mixed used buildings from commercial use on
  first floor with office/residential above. Reinforce public
  right-of-way. Provide landscape and facade improvements

7: RIVER WALK
- Install path along the Fox River for increased access with
  significant landscaping improvements

8: FUTURE PHASE II DEVELOPMENT
- Future residential use (possible condo project)
WINTER
Source: Municipal Group
Plan Implementation

Introduction
The recommendations of this Plan must be implemented by the Village of Waterford, in cooperation with: other public and private agencies and organizations; business owners; and residents. The Implementation element provides a framework for executing the goals, objectives, and policies listed in the Plan, including a recommended timeframe and suggested responsible parties. The Implementation element of the Comprehensive Plan is required by the Wisconsin Comprehensive Planning Grant Program to:

1. Provide at least one program or specific action for each of the following ordinances and regulatory techniques, where applicable to the community.
   - Applicable zoning ordinance
   - Official maps
   - Sign regulations
   - Erosion/stormwater control ordinances
   - Historic preservation ordinances
   - Site plan regulations
   - Design review ordinances
   - Building codes
   - Mechanical codes
   - Housing codes
   - Sanitary codes
   - Subdivision ordinances

2. Provide information on where in your comprehensive plan you describe how each of the elements in the plan will be integrated and made consistent with each other.

3. Provide information on how progress in achieving all aspects of the comprehensive plan will be measured.

4. Provide information on the process for updating your community’s comprehensive plan. A comprehensive plan is required to be updated no less than once every 10 years.

In order to fully realize the vision presented in each element of this plan, the Village should monitor the plan, make amendments as necessary, ensure consistency with other Waterford documents, and address the recommendations made in each element.

Monitoring the Plan
The Plan must reflect the current goals, objectives and policies of the Village at all times. The Plan should be fully reviewed by Village staff annually with the following in mind:
   - New land use opportunities
   - Further plan detail and refinement
   - Market shifts
   - Demographic changes and growth patterns
**Plan Element Consistency**

The individual elements of this Plan reinforce the goals, objectives, and policies of each of the ten Smart Growth elements. As future amendments and updates are made, consistency between the Plan elements must be ensured.

The Smart Growth Elements are:

1. Create a range of employment opportunities.
2. Mix land use.
3. Take advantage of compact building design.
4. Create walkable neighborhoods and a range of housing opportunities and choices.
5. Foster distinctive, attractive communities with a strong sense of place.
6. Preserve open space, farmland, natural beauty, and critical environmental areas.
7. Strengthen and direct development towards existing communities.
8. Provide in advance a variety of transportation choices, urban and social infrastructure based on population projections.
9. Make development decisions sustainable, predictable, fair, and cost effective.
10. Encourage community and stakeholder collaboration in development decisions.

**Plan Recommendations**

The implementation element prioritizes all recommendations presented throughout the Master Plan so that the Village is able to accomplish its vision. The following matrices list each of the policies identified in the Plan elements. For each recommendation, the party responsible for implementing the policy is indicated. A priority level is also assigned to each recommendation. Policies listed as “Ongoing” are already in effect, and should continue to be implemented. The remaining recommendations are assigned one of the following priority levels:

- 2018 - Immediate
- 2028 - Intermediate
- 2038 - Long-Term

The intent of the priority levels is to assign an order of magnitude to the recommendations, highlighting policies that should be considered in the short-term versus long-term. In each case, it assumed that the recommendation will be implemented before the last day of the identified calendar year.

To identify critical, citizen driven goals, the Village initiated a broad, citizen driven planning process in the creation of this plan. Planning meetings were held with classes at Evergreen Elementary, Fox River Middle, and with seniors at Waterford Senior Living. Two meetings were held with the General Public for engagement and planning.
Community input was honed through a multiple iterative process to galvanize many ideas into one workable set of goals. The goals as determined by the community were:

1. Focus on Mixed Use development to redevelop the Downtown (2018).
2. Utilize and enhance the Fox River and provide tourism elements as a draw to the community (2018). Work to see that Lake Tichigan is dredged and more usable (2038).
4. Utilize programming and area partners such as the Chamber of Commerce to promote Waterford as an area “Go To” Destination (2018).
5. Build an outdoor sports complex with a variety of activities and sports fields/equipment made available for use (2018-2028).
7. Build an indoor recreational facility that can be used for aquatics and for regional competitions (2018-2028).
8. Promote the growth of the industrial growth of the community and build additional industrial park space (2028).
9. Modify Zoning Code to promote growth. In particular along the river to offer more than parking and encourage building (2018).
11. Acquire sites through purchase or annexation for the future growth of the Village (ongoing).
12. Improve the Village’s existing parks system, and expand that system (ongoing).

Some additional comments from citizens were memoralized as ancillary goals:
1. Create a Preferred Development Overlay District that has elements of the Future Land Use Plan spelled out in areas identified in the Future Land Use Map (2018).
2. Create zoning suitable for pocket neighborhoods with smaller lot sizes for development (2018).
Plan Implementation
Objectives

Objective 1.A: Memorialize the policy of growth facilitation in public policy documents such as the Village’s Zoning Code

Objective 1.B: Begin to set aside funding to facilitate construction of future public facilities, and look to increase Park Impact fees to facilitate that funding source.

Objective 1.C: Incentivize development through limited term leasing of new construction.

Objective 1.D: Make Waterford a technological innovation hub in Southeast Wisconsin by facilitating industrial development.

Objective 1.E: Quality of life enhancements are not expenses; they are investments. The Village should look forward to the future by investing in its future.