

Chapter 1

INTRODUCTION

The State municipal planning enabling act, set forth in Section 62.23 of the *Wisconsin Statutes*, provides for the creation of municipal plan commissions and charges those commissions with the responsibility of creating and adopting a “master” plan for the physical development of the municipality, including any areas outside of its boundaries which may affect development of the municipality. The Wisconsin Legislature in 1999 adopted the so-called “Smart Growth” legislation, which requires any action of a local government that affects land use, such as enforcement of zoning or subdivision ordinances, to be consistent with the community’s Comprehensive Plan beginning on January 1, 2010. A new definition of comprehensive plan, consisting of nine elements, was adopted as Section 66.1001 of the *Wisconsin Statutes*. The scope and content of the Village of Hartland Comprehensive Development Plan, as set forth in the *Statutes*, extends to all aspects of the physical development of a community. The *Statutes* indicate that the plan shall be prepared for the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, prosperity, and general welfare, as well as fostering efficiency and economy in the process of development.

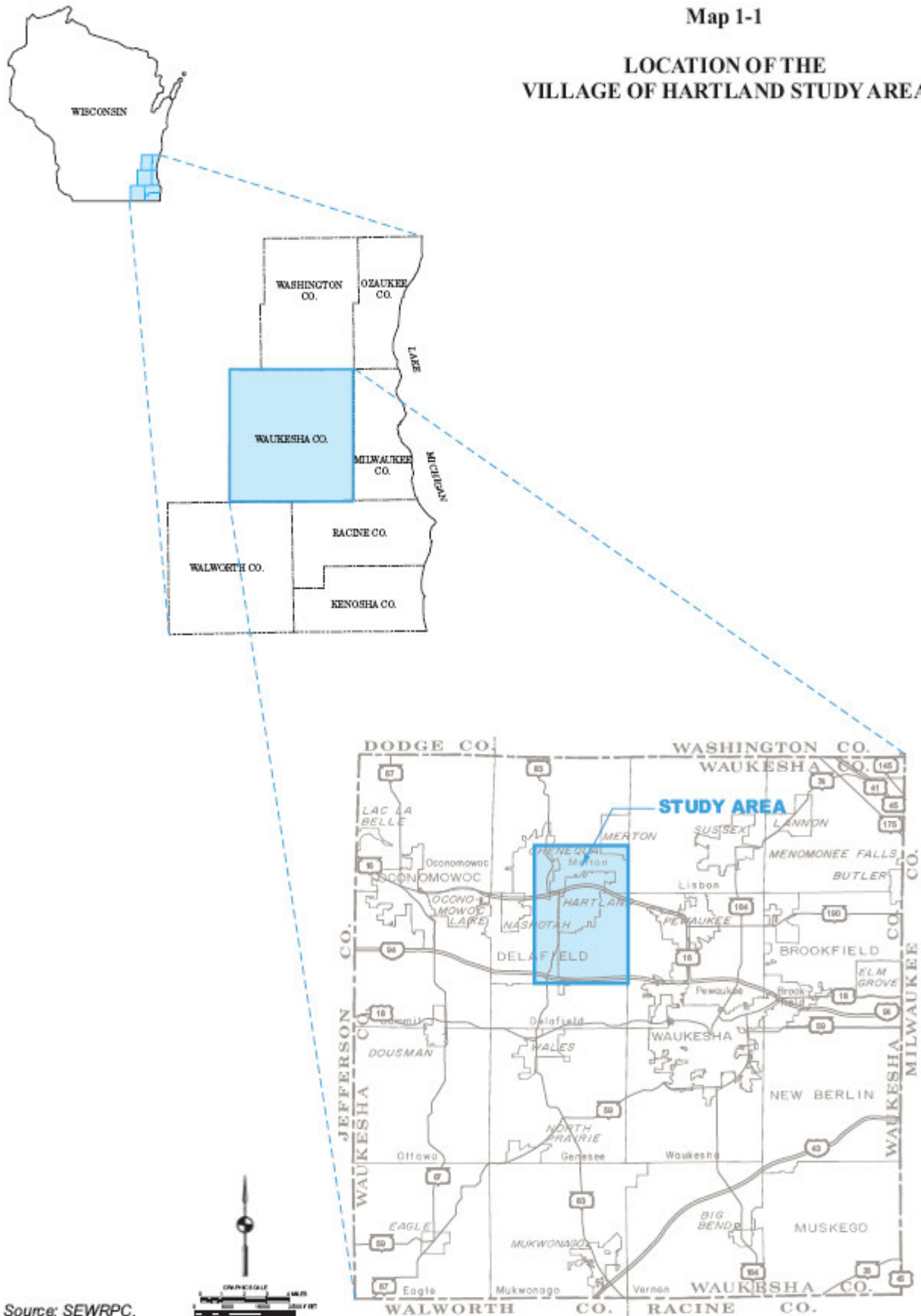
Acting in accordance with these statutory charges, the Village of Hartland prepared a Year 2000 Village of Hartland Land Use and Traffic Circulation Plan in 1981 and amended that plan in 1991, and a Year 2020 Village of Hartland Master Plan. The periodic review and reevaluation of local plans over time is important to plan implementation. A reevaluation also permits the local municipality to extend the plan to a new design year on the basis of changes that have occurred. In 2008, the Village of Hartland determined it was necessary to review and reevaluation of the design year 2020 plan and to extend it to the design year 2035 as required under the Smart growth law. This updated and retitled plan, which has been adopted by the Village Plan Commission and the Village Board, is intended to serve as a guide to Village officials in making development decisions within the Village of Hartland and environs. This report sets forth the desired Comprehensive Plan for the Village of Hartland and environs.

THE STUDY AREA

The Village of Hartland study area is located in the north central portion of Waukesha County, as shown on Map 1-1, and consists of the entire Village of Hartland and surrounding areas. The study area encompasses approximately 24.4 square miles consisting of Sections 25 through 28 and 33 through 36 in U.S. Public Land Survey Township 8 North, Range 18 East, and Sections 1 through 4, 9 through 16, and 21 through 24 in U.S. Public Land Survey Township 7 North, Range 18 East. Of this total study area, the Village of Hartland—based on 1998 corporate limits—encompassed about 4.5 square miles, or about 19 percent. The remaining approximately 19.9 square miles, or about 82 percent of the study area, consisted of portions of the Village of Chenequa, the Town and City of Delafield, and the Town and Village of Merton.

Map 1-1

LOCATION OF THE VILLAGE OF HARTLAND STUDY AREA



Source: SEWRPC.

COMMUNITY HISTORY

The Hartland area was occupied by Native American Indian tribes, including the Potawatomi, Fox, Sauk, Winnebago, and Ojibwa tribes. The area was rich with large stands of oak trees on gently rolling hills surrounding the meandering Bark River. Shortly after the completion of the U.S. Public Land Survey of the area in 1836, Yankees, primarily from New York State, were the first settlers attracted to the Hartland area and were followed by the Swedish (the first foreign immigrants), Danish, and German immigrants. Hartland was founded in 1838 when settler and farmer Stephen Warren selected the future town site for his home; he was followed by other similar farmers moving into the area to plant Wisconsin's most famous cash crop at that time, wheat. The presence of the Bark River also attracted a settler, Christian Hershey, who harnessed its power to operate a grist mill. Thus, settlement was accompanied by the conversion of land from native vegetation to agricultural and urban uses.

With the development of the grist mill, Watertown Plank Road in the early 1850s, and the railroad in 1854, Hartland functioned as a trade center supporting farmers in the immediate area. As the village continued to grow, a school, churches, stores, and hotels soon followed. The Village incorporated in 1892. The role of Hartland as an agricultural community and a retail trade center, supporting the Village and surrounding resorts on Pine, Beaver, and North Lake, continued through the Second World War.

Eventually developers began offering farmers good prices for their land in order to build residential subdivisions. This trend toward suburbanization was influenced by people working in the metropolitan Milwaukee area who wished to live in the country. Soon Hartland established itself as a haven for metropolitan commuters. Today, the residents of the Village of Hartland are served by a variety of commercial activities with a strong industrial employment base supported by various public services including public utilities, such as sanitary sewer and water supply services, and community facilities, such as a fire station, a library, and schools. Map 1-2 shows a historic plat of the Village in 1914, while Map 1-3 illustrates the progression of historic urban development in the study area, including the Village of Hartland, from 1850 to 1995.

PLANNING BENEFITS

Comprehensive development planning has many benefits. A formal planning process provides a community with an opportunity to focus on the future and establish community goals, objectives, and policies regarding future use, physical development and conservation of land. With clear goals, local government officials often make decisions that are in the best interest of citizens or the future of the community. Finally, comprehensive planning allows for continuity throughout a community by determining where a community is at the present, how did the community get to this point, where does the community want to go, and how will it get there.

Coordinated comprehensive planning among municipalities provides several benefits, including:

1. All units of government benefit from the updated demographic and growth information and how it relates to economic forecasting and development trends.
2. It is cost-effective to coordinate. Coordinated planning reduces the need for each municipality to complete all of the elements of a comprehensive land use plan.
3. Participating entities all have active roles in the planning process.
4. A coordinated planning process offers greater opportunity for public input.
5. A coordinated planning process makes efficient use of professional planning resources currently available.
6. Coordinated planning allows for the creation of a plan amendment process that considers all possible impacts, including effect on the adjoining municipality.
7. Comprehensive planning provides an opportunity to evaluate all aspects of future use and development, thus providing local officials with the essential information to make informed decisions.
8. A coordinated effort provides an opportunity to continue building inter-municipal cooperation on land use issues.

COMPREHENSIVE PLANNING LAW

In 1999, the Wisconsin Legislature enacted a comprehensive planning law which is set forth in Section 66.1001 of the Wisconsin Statutes. The comprehensive planning law requires that comprehensive plans be completed and adopted by local governing bodies by January 1, 2010 in order for a county, city, village, or town to enforce its zoning, subdivision, or official mapping ordinances. According to this law, a comprehensive plan is required for a village that exercises powers under s. 60.22 (3), or establishes a master plan that is adopted or amended under s. 62.23 (2) or (3).

The law also requires that all comprehensive plans address the following nine elements:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

THE PLANNING PROCESS

The Comprehensive Plan presented in this report was developed through a planning process consisting of the following steps: 1) inventory, 2) analysis and forecast, 3) formulation of objectives, 4) plan design, 5) plan evaluation, and 6) plan refinement and adoption. The planning process includes the recommendation of plan implementation measures.

Inventory

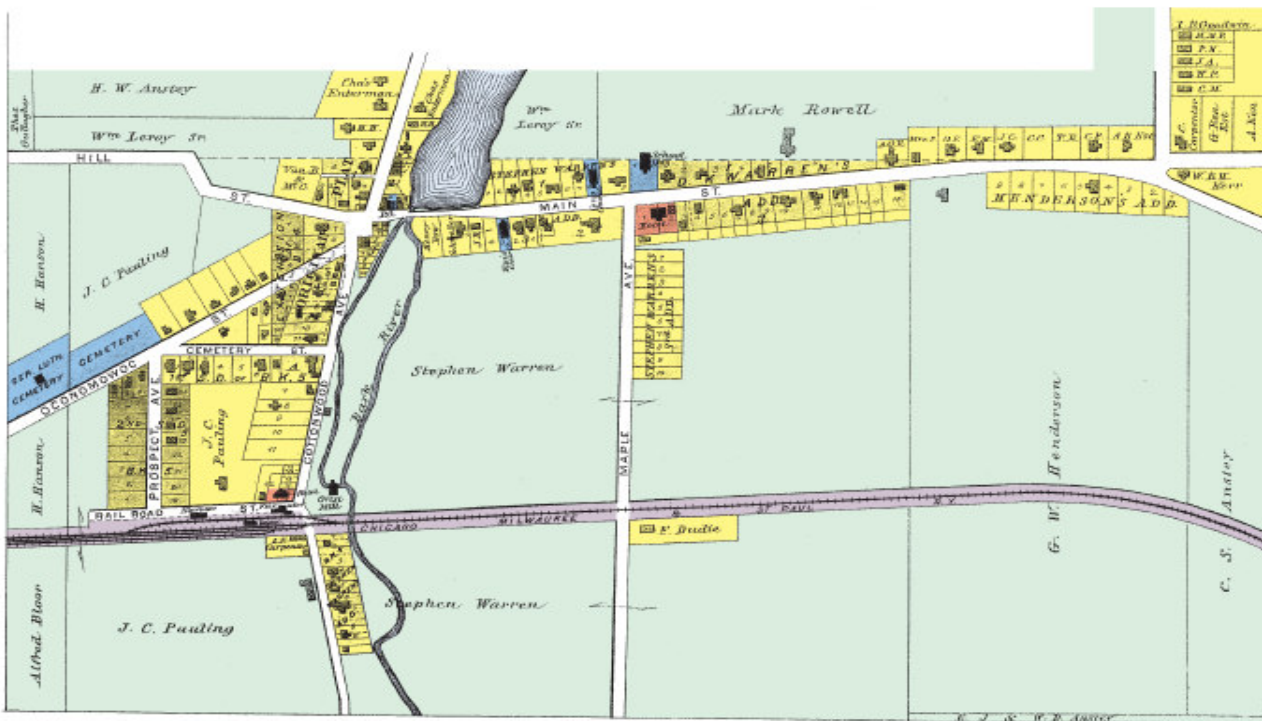
Reliable planning data are essential for the formulation of workable Comprehensive Plans. Consequently, an inventory of existing conditions is the first step in the planning process. It includes collecting existing information and gathering new information by direct measurements.

Most of the necessary inventory data are available in the Southeastern Wisconsin Regional Planning Commission files. Data that are not available in these files were collected from other sources such as the Community survey and citizen input at workshops, meetings, and public hearings. This information was used to determine trends, and establish the issues and opportunities element of the comprehensive plan.

Where possible, inventories requiring graphic presentation were compiled using a geographic information system. Converting graphic data inventories to a computer-compatible format increased the options available in the presentation of material and in later steps of the planning process. To address the required 9 elements the inventory data was broken down into categories that included: population, housing, and employment characteristics; natural and cultural resources; community facilities and utilities, housing, economic development, transportation, land uses regulations, land uses, and implementation.

Map 1-2

VILLAGE OF HARTLAND HISTORIC PLAT: 1891



Source: Waukesha County and SEWRPC.



Analyses and Forecasts

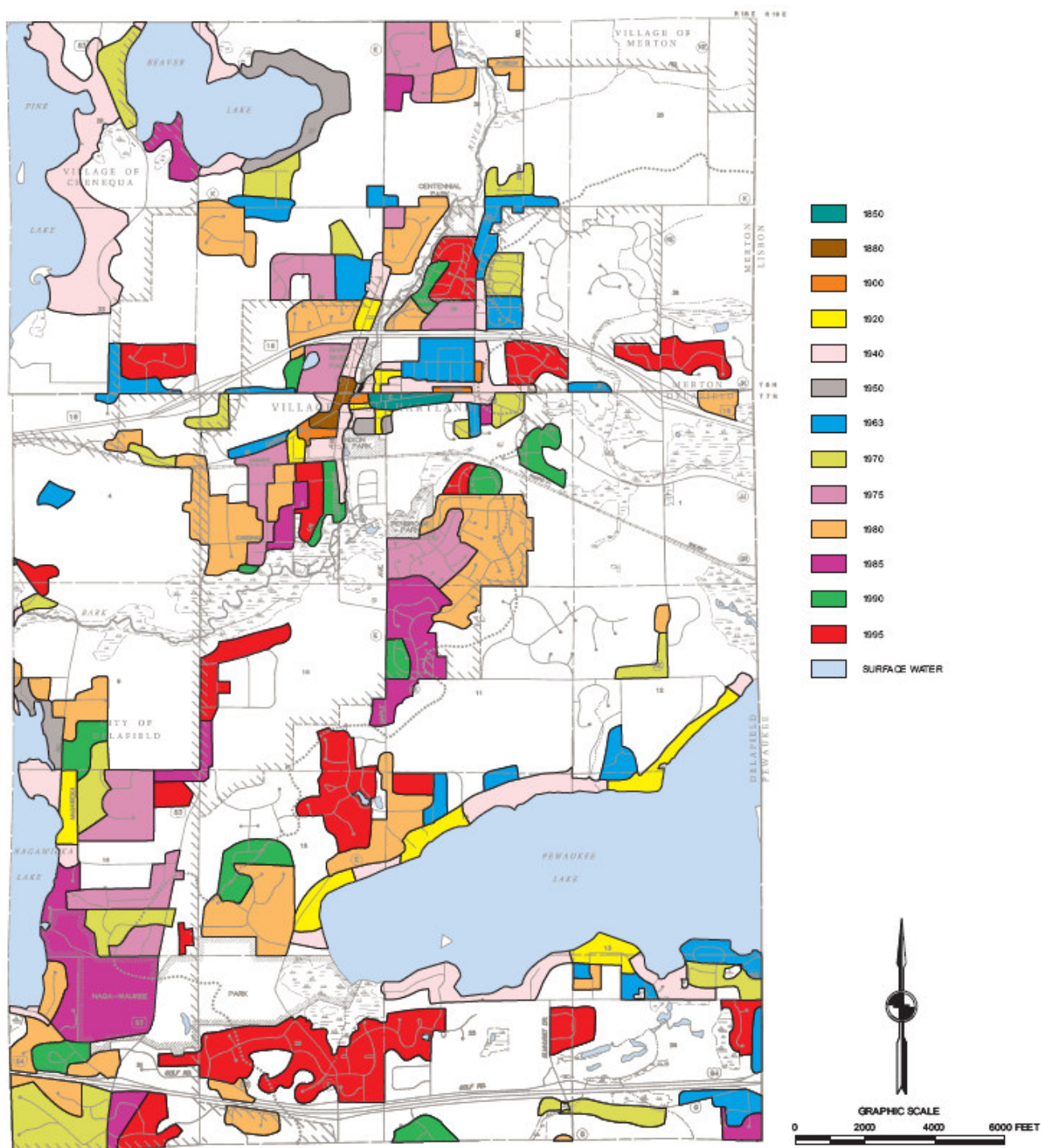
Analyses and forecasts are necessary to provide estimates of future needs for resources, land, and supporting public facilities such as roads, sanitary sewer service, and schools. Analyses of the inventoried data provide an understanding of existing conditions as well as the factors which influence changes in those conditions. Particularly important in this step is mathematically determining the amount of land that will be needed to accommodate various land uses based on future population and economic activity levels.

Formulation of Objectives, Principles, Standards, and Design Guidelines

The issues and opportunities described earlier created Objectives. An objective is a goal toward which the attainment of a plan is directed. The objectives serve as a guide to the preparation of alternative plans and provided an important basis for the evaluation of these alternatives and the selection of a recommended plan from among the alternatives considered. The Comprehensive Plan should be clearly related to the defined objectives through a set of principles, standards, and design guidelines. Objectives may change as new information is developed, as objectives are fulfilled through plan implementation, or as objectives fail to be implemented due to changing public attitudes and values. Because objectives are essentially reflections of the values held by residents of a planning area, the formulation of objectives should involve the active participation of Village officials and citizens. To this end, the results of a community survey and the Village Plan Commission, which includes both key elected and appointed local officials and citizen members, provided guidance throughout the entire planning process.

Map 1-3

HISTORICAL URBAN GROWTH IN THE VILLAGE OF HARTLAND STUDY AREA: 1850-1995



Source: SEWRPC.

The Village Plan Commission reviewed issues and opportunities identified by the Waukesha County Comprehensive Development Plan Advisory Committee and identified citizen concerns in order to establish objectives, principles and standards necessary to guide the preparation of the comprehensive development plan. Consideration was given to the objectives, principles, and standards set forth in the adopted regional plans prepared by SEWRPC. The Plan Commission identified a series of key issues facing the Village of Hartland that have been addressed through the following planning elements and related plan chapters. The issues were:

- ❑ Public Participation
- ❑ Coordination of Public Interest
- ❑ Storm Water Management Plans
- ❑ Land Use Development and Transportation Patterns
- ❑ Relationship between Land Use and Transportation
- ❑ Existing Housing and Affordable Housing Needs
- ❑ Urban Growth Areas-Sewer Service Areas

In addition, a number of issues were identified that will require further attention. These issues were:

- ❑ Coordination of land use planning with school district planning
- ❑ Use of Regional Storm Water Facilities
- ❑ Needs of the Business Community-New Technology Businesses
- ❑ Business Retention, Expansion, and New Start-Ups
- ❑ Government Role/Relationship between adjacent Communities and Land Use
- ❑ Identification of Existing Housing and Affordable Housing Needs
- ❑ Review of Urban Growth Areas-Sewer Service Areas
- Future of Agriculture in the Village

Plan Design and Evaluation

Plan design and evaluation is the heart of the planning process. The results of the three previous steps—inventory, analyses and forecasts, and formulation of objectives—help shape the plan design. In this step, a plan is designed, or alternative plans are designed, to address the needs of the community. The plan or plan alternatives should be evaluated on the ability to meet the agreed upon objectives. This evaluation is important since it provides the opportunity to determine if the plan ultimately to be recommended is realistic, sound, and workable. If alternative plans have been designed, this step permits the study of each and the selection of the best.

Wisconsin's Comprehensive Planning law requires public participation in every stage of the development of a plan, and is absolutely essential during the evaluation process. Specifically, Wisconsin Statutes, Section 66.1001(4) (a) requires that:

“ The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan.”

As required by the statutes a public participation plan was adopted by the Village of Hartland on April 12, 2005, in conjunction with other communities participating in the County multi-jurisdictional planning process.

The biggest challenge in this process was making citizens understand how the process collectively benefits the Village of Hartland and all communities in Waukesha County, as well as setting the stage for the physical development of the Village of Hartland. To enhance public awareness news articles, websites, and public meetings were created at the Local and County level. Village of Hartland representation by the Village Administrator on the County planning element subcommittees was also established to provide Village Plan Commissioners and elected officials with progress on the Comprehensive Plan.

Giving citizens the opportunity to help identify key community issues and develop a vision of what the Village should look like in the Year 2035 was an intensive effort. This was done through two public opinion surveys, citizens also had the opportunity to comment through the County planning web site, or at numerous public meetings.

Community Surveys

The public participation process undertaken as part of the Village planning effort included a community survey. Conducted in 1999, and again in 2006, the surveys provided Village residents and business operators an opportunity to share their views regarding various land use and development issues affecting the Village. The survey results are intended to provide the Village Plan Commission with additional insight into the preferences of the local residents and property owners. With this insight, the ability of the Plan Commission to make planning decisions likely to be supported by Village residents and businesses would be enhanced.

Prepared and administered by the University of Wisconsin-Extension, the 1999 survey consisted of a return mail questionnaire sent to all residents and nonresident property owners in the Village. In total, 3,523 questionnaires were mailed and 659 property owners responded, representing a return rate of about 19 percent. The survey findings indicate a preference to preserve the small village character and its remaining natural resources while growing somewhat larger in size, but at a slower rate than in the past few years. The majority of participants support single-family residential development and housing for the elderly, but do not support new two- and multi-family residential development. Most participants support commercial development, such as retail, service-oriented, and office-type businesses, but not new industrial development. The majority of respondents also support the continued establishment of a Bark River greenway and additional parks, recreational facilities, and interconnecting systems of walkways, bikeways, and recreational trails. Further improvements to the Village Center were favored by most residents and business owners as well as the establishment of landscape and design standards for all new intense-urban developments, such as multi-family residential, commercial, industrial, and institutional developments. The 1999 survey results are summarized in Appendix A and documented in a separate report titled, *Village of Hartland Community Survey Report*, July 2000.

In addition to the 1999 survey, the Village took part in a County-wide survey conducted by the Survey Research Center (SRC) at the University of Wisconsin – River Falls in the fall of 2006. The comprehensive planning public opinion surveys were sent to 1,077 residents of the Village of Hartland, and 381 property owners responded. This represented a return rate of 35 percent, which was nearly double the earlier survey. Random samples were drawn to produce statistically valid results for the Village, and based the number of observations, the County-level estimates were expected to be accurate to within plus or minus 3 percent. Not surprisingly, the findings were very similar to the 1999 survey and are summarized in Appendix B and documented in a separate report titled, *Waukesha County Comprehensive Planning Public Opinion Survey: Survey Report* February, 2007

Plan Refinement and Adoption

The last step in the planning process involves the presentation of the plan in a public forum, the refinement of the plan as necessary, given the public input received, and the adoption of the plan by the Village Plan Commission. The plan was also adopted by the Village Board.

Plan Implementation

Implementation of the adopted plan requires the use of several planning tools of a legal nature. A Village zoning ordinance and accompanying zoning district map should be used to legally assure that private development and redevelopment will occur in conformance with the adopted plan. Zoning regulations should govern not only the types of land uses permitted in various parts of the community, but the height and arrangement of buildings on the land, the intensity of the use of land, and the supporting facilities needed to carry out the intent of the Comprehensive Plan. Land division regulations should be applied to assure that any proposed land subdivision plats and certified survey maps conform to the adopted plan with respect to the type, location, and extent of the proposed land uses to be accommodated. An official map should be used to assure that the land required for the streets, parkways, parks, and playgrounds needed to serve the uses recommended in the adopted plan is reserved for future public use. Implementation of the plan should also be furthered by the formulation of public policies that promote and ensure plan implementation. A capital improvements program is one particularly effective expression of such policies relating to the physical development and redevelopment of the community.

Plan Reevaluation

The preparation of a Village Comprehensive Plan does not signal an end to the planning process. Indeed, if the Village plan is to remain viable, it must be periodically reviewed and reevaluated to make sure that it will meet the continually changing needs of the Village. Periodic review of the plan will serve to remind the Village Plan Commission and Board members of the objectives identified in the plan preparation process, introduce plan concepts to new Village officials, and may even prompt work on plan amendments required as a result of changing public policy related to future land uses in the Village. In addition, the plan should be reevaluated prior to 2020 and revised, if necessary, to comply with the Comprehensive Planning requirements adopted by the State in 1999. Statutes requires said plan to be updated no less than once every 10 years.

REPORT FORMAT

This document consists of the report summary and ten chapters. Following this introductory chapter, Chapter 2 presents inventory data and historic trend data essential to the planning effort, and is devoted to the description and analysis of the demographic trends and projections. Chapter 3 provides a set of objectives, principles, standards. Chapter 4 addresses the agricultural, natural and cultural resources. Chapter 5 covers community facilities and public and private facilities. Chapter 6 covers housing, while chapter 7 addresses economic development. Chapter 8 addresses transportation facilities. Chapter 9 discusses existing area-wide plans, existing land use regulations, existing land uses, a recommended land use plan, and design guidelines. Chapter 10 describes the actions which should be taken by the Village to facilitate implementation of the recommended plan.